



United States Department of Justice

Office on Violence Against Women

Working Together to End the Violence

2008 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act

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Introduction

The Violence Against Women Act of 1994 (VAWA)¹ marked an historic step forward in our nation’s response to sexual assault, domestic violence, stalking, and other forms of violence against women. VAWA changed the legal landscape, creating powerful new criminal and civil enforcement tools for holding perpetrators accountable and for offering victims² access to safety and justice. In addition, VAWA recognized that, given the powerful social barriers that had kept these crimes hidden, public support for specialized outreach, services, training, and enforcement was critically important to realizing the vision of a society that no longer tolerated violence against women. To this end, VAWA established within the U.S. Departments of Justice (DOJ) and Health and Human Services (HHS) a number of formula and discretionary grant programs to help communities respond to the needs of women who had been, or potentially could be, victimized by violence. Together, these grant programs were designed to increase criminal enforcement, provide necessary services, and support prevention efforts.

The Violence Against Women Act of 2000 (VAWA 2000)³ strengthened the original law by improving protections for battered immigrants, survivors of sexual assault, and victims of dating violence. VAWA 2000 also reauthorized, for five years, key grant programs created by VAWA and subsequent legislation. It authorized new programs to address the following: elder abuse; violence against individuals with disabilities; safe visitation and exchange of children in cases of domestic violence, child abuse, sexual assault, or stalking; legal assistance for victims; and state and tribal domestic violence and sexual assault coalitions. In total, VAWA 2000 authorized \$3.2 billion in spending over a five-year period.

Most recently, the Violence Against Women Act of 2005 (VAWA 2005)⁴ improved and expanded legal tools and grant programs addressing sexual assault, domestic violence, dating violence, and stalking. VAWA 2005 again reauthorized grant programs created by the original VAWA and subsequent legislation, and strengthened federal criminal and immigration laws. The Act also authorized many

¹Title IV of the Violent Crime Control and Law Enforcement Act of 1994, Public Law 103–322.

²In most instances this report’s use of the term “victim” is also intended to include “survivor,” as in “victim/survivor.” Exceptions include certain statutory wording, names of grant programs, and other terms of art that refer only to “victim.” In those instances, the original wording has not been changed. The word “victim” may also sometimes appear without “survivor” to avoid awkward wording or to simplify displays of data.

³Division B of the Victims of Trafficking and Violence Protection Act of 2000, Public Law 106–386.

⁴Titles I to VII and IX of the Violence Against Women and Department of Justice Reauthorization Act of 2005, Public Law 109–162, as amended by Public Law 109–271.

new programs, with an increased emphasis on violence against Indian women, sexual assault, and youth victims.⁵

Under the grant programs established by VAWA, VAWA 2000, VAWA 2005, and other related legislation, DOJ's Office on Violence Against Women (OVW) provides federal grants to help communities across America develop innovative strategies to address violence against women. These grant programs are used to forge focused and effective partnerships among federal, state, local, and tribal governments, as well as between the criminal justice system and victim advocates, while providing much-needed services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking.

Under VAWA, Congress recognized that, because of the variety of programs funded through the Act, the impact of the law would be difficult to quantify (Laney & Siskin, 2003). Efforts to document this impact were indeed difficult, even as descriptive and anecdotal reports made clear that VAWA had profoundly altered the national response to violence against women. To better document the effect of VAWA funding, VAWA 2000 required the Attorney General to report biennially on the "effectiveness" of activities carried out with VAWA grant funds. Specifically, the statute provides (42 U.S.C. § 3789p):

- (a) Report by Grant Recipients. The Attorney General or Secretary of Health and Human Services, as applicable, shall require grantees under any program authorized or reauthorized by this division [i.e., VAWA 2000] to report on the effectiveness of the activities carried out with amounts made available to carry out that program, including number of persons served, if applicable, number of persons seeking services who could not be served, and such other information as the Attorney General or Secretary may prescribe.
- (b) Report to Congress. The Attorney General or Secretary of Health and Human Services, as applicable, shall report biennially to the Committees on the Judiciary of the House of Representatives and the Senate on the grant programs described in subsection (a), including the information contained in any report under that subsection.

In response to these reporting requirements, OVW entered into a cooperative agreement with the Muskie School of Public Service's Catherine E. Cutler Institute for Child and Family Policy (Muskie School) to develop and implement state-of-the-art reporting tools to capture the effectiveness of VAWA grant funding.⁶ Previous Reports to Congress⁷ have summarized data submitted by the STOP (Services •

⁵Data reflecting the expansion of existing grant programs to include non-partner sexual assault, dating violence, and child sexual assault, and data from the newly-created Tribal Governments Program do not fall within the reporting periods covered by this report; these data will be included in the 2010 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (2010 Biennial Report).

⁶The VAWA Measuring Effectiveness Initiative is discussed in more detail on page 13.

⁷2002 Biennial Report to Congress on the Effectiveness of Grant Programs Under VAWA: *Changing the Landscape: The Effectiveness of Grant Programs Under the Violence Against Women Act*. (<http://www.ncjrs.gov/pdffiles1/ovw/214640.pdf>); 2004 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ncjrs.gov/pdffiles1/ovw/214641.pdf>); 2004 Annual Report for the STOP Formula Grant Program (<http://www.ncjrs.gov/pdffiles1/ovw/214639.pdf>); and 2006 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (2006 Biennial Report) (<http://www.ovw.usdoj.gov/docs/ovw-measuring-effectiveness-report.pdf>).

Training • Officers • Prosecutors) Violence Against Women Formula Grant Program (STOP Program) grantees and subgrantees and presented preliminary data on grant activities funded by OVW. This 2008 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (2008 Biennial Report), covering the period from July 1, 2005 through June 30, 2007, describes data submitted by grantees receiving grants under the discretionary grant programs and data collected by the Muskie School during site visits to nine states and territories.⁸ Data for each grant program are provided in separate sections.⁹

⁸Hawaii, Maine, District of Columbia, Kansas, Nebraska, Nevada, Wyoming, American Samoa, and Puerto Rico were visited in 2005 and 2006.

⁹This report does not include data from STOP Program grantees and subgrantees because this information is addressed in a separate Report to Congress on the STOP Formula Grant Program

OVW Grant Programs

Over the past 30-35 years, violence against women has become recognized as a major public health and public policy issue in this country. This violence may be perpetrated by those closest to the victim, i.e., by a spouse or other intimate partner, or by a total stranger, and it encompasses a continuum of crimes and related behaviors that include sexual assault, domestic violence, dating violence, and stalking. It is not uncommon for victims to experience more than one type of victimization, or to be victimized by multiple perpetrators over their lifetime. Violence against women rarely consists of one-time occurrences, but rather consists of patterns of behavior that are ongoing and repetitive. The impact of this violence is social, psychological, and economic, and ripples well beyond the victim herself—to her children and other family members, her workplace, and her community.

It has been reported that nearly 25 million women in the United States will experience domestic violence during their lifetime (Malcoe, Duran, & Montgomery, 2004). This form of violence results in approximately two million injuries and nearly 1,300 deaths annually (Centers for Disease Control and Prevention [CDC], 2006). Further, homicides committed by intimate partners make up 40–50 percent of all murders of women in the United States (Campbell et al., 2003). In 70–80 percent of intimate partner homicides, regardless of which partner was eventually killed, the man physically abused the woman before the murder (Campbell et al., 2003). While domestic violence affects both men and women, in 2001, women accounted for 85 percent of the victims of domestic violence (588, 490) and men accounted for approximately 15 percent of the victims (103, 220) (Rennison, 2003).

In addition to domestic violence, dating violence is also reported to occur frequently. Studies of adult women suggest prevalence estimates of dating violence victimization ranging from 20 percent to 37 percent (Bell & Naugle, 2007). Dating violence includes physical or sexual violence, emotional and psychological abuse, stalking, and frequently includes adolescents (Shorey, Cornelius, & Bell, 2008). A study using a nationally representative sample of 12-17 year olds found that approximately 400,000 adolescents (335,000 females and 78,000 males) experienced severe dating violence each year. Sexual assault and physical violence were the most common forms of violence reported (Wolitzky-Taylor et al., 2008).

In spite of the tremendous strides made in the last 30 years, sexual assault rates remain high and the crime continues to be underreported. Sexual assault occurs in a range of relationships, from acts perpetrated by strangers, acquaintances, and dating partners to intimate or married partners (White, McMullin, Swartout, & Gollehon, 2008). More than 300,000 women are raped annually and these rates have shown little variation over the past few decades (Gidycz, Orchowski, King, & Rich, 2008). Tjaden & Thoennes (2006), reporting on findings from the National Violence Against Women Survey (NVAWS), found that nearly 18 million women and 3

million men had experienced a sexual assault and almost a third of the women sustained physical injury. Further, only one in five women reported their victimization to the police. At increased risk for sexual crimes are women under the age of 25. More than 50 percent of the NVAWS female respondents who reported being raped indicated that their first rape occurred prior to their 18th birthday. A longitudinal study examining prevalence rates among high school and college women found that between adolescence and their fourth year of college, 79 percent of respondents reported experiencing sexual victimization which was defined as “unwanted contact,” “verbal coercion,” “attempted rape,” or “rape” (Smith, White, & Holland, 2003), and a study of undergraduate students revealed that 22 percent had experienced a sexual assault following a stalking incident (Roberts, 2005).

A meta-analysis of 175 studies on stalking revealed that approximately one-fourth of women have experienced stalking in their lifetime and the average time a person is stalked is two years (Spitzberg & Cupach, 2007). Although the general public is most familiar with stalking by strangers, the majority of stalking is actually perpetrated by partners or former partners of the stalking victims, or people known to the victim: more than half of all stalking cases emerge from romantic relationships, and over 80 percent of stalkers are reportedly known to their victims (Spitzberg & Cupach, 2007). Stalking has been associated with a range of serious consequences for victims including increased risk of violence, injury, and homicide (Logan, Shannon, Cole, & Swanberg, 2007; Roberts, 2005). An analysis of 54 studies estimated some use of threats in 54 percent of the stalking cases and another analysis of 82 studies indicated use of physical violence in 32 percent and sexual violence in 12 percent of the stalking cases (Spitzberg & Cupach, 2007). As with domestic violence, stalking is not a single act or behavior, but a pattern of behavior over time that too often escalates.

VAWA funding has been critical in addressing each of these crimes. Through the funding of 12 discretionary grant programs, the STOP Formula Grant Program, several special initiatives, and comprehensive and specialized technical assistance, OVW works to increase the availability of victim services and enhance offender accountability. Each grant program was statutorily designed to reach, protect, support, and provide justice for victims and families of all races and ethnicities, from a variety of communities, and of various ages.

Discretionary grant funds are awarded to a variety of recipients, including states, universities, city and county jurisdictions, faith-based organizations, private nonprofit organizations, tribal jurisdictions, and other organizations serving victims/survivors. Grants are typically awarded for a period of two years, though grantees may apply for continuation funding. STOP Formula Grants are awarded annually to each state, the District of Columbia, and the territories based on population; those grants are in turn awarded to subgrantees in the respective jurisdictions.

Discretionary Grant Programs¹⁰

The **Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program** (Arrest Program) encourages state, local, and tribal governments and courts to treat domestic violence as a serious violation of criminal law requiring the

¹⁰Please note that these descriptions do not include changes made by VAWA 2005 because the data included in this report predates such changes.

coordinated involvement of the entire criminal justice system. Grant funds may be used for implementing mandatory or pro-arrest programs and policies; developing policies and training in criminal justice agencies to improve tracking of domestic violence and dating violence cases; and creating centralized domestic violence units within police, prosecution, or other criminal justice agencies.

The Rural Domestic Violence and Child Victimization Enforcement Grants Program (Rural Program) enhances services available to rural victims/survivors and children by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, and child abuse. In rural states, eligible applicants are state and local governments and public and private entities.¹¹ Non-rural states may apply on behalf of rural jurisdictions in their states. Eligible applicants also include tribal governments in rural and non-rural states. At least five percent of the funding for this program must be available for grants to Indian tribal governments.

The Legal Assistance for Victims Grant Program (LAV Program) strengthens legal assistance programs for victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Indian tribal governments, victim services programs, law school legal clinics, and other legal services organizations that assist victims/survivors of sexual assault or domestic violence are eligible to receive funding under this grant program. Five percent of the funding for this program is set aside for grants to programs that assist victims on lands within the jurisdiction of an Indian tribe.

The Grants to Reduce Violent Crimes Against Women on Campus Program (Campus Program) supports the efforts of institutions of higher education to adopt comprehensive, coordinated responses to violent crimes against women on campuses, including sexual assault, domestic violence, dating violence, and stalking. Working in partnership with community-based nonprofit victim advocacy organizations and local criminal justice or civil legal agencies, campuses must adopt protocols and policies that treat crimes involving violence against women as serious offenses. They must also develop victim/survivor services and programs in which victim safety, offender accountability, and the prevention of such crimes are central.

The STOP (Services • Training • Officers • Prosecutors) Violence Against Indian Women Discretionary Grants Program (STOP VAIW Program) supports efforts to reduce violent crimes against Indian women by providing grants to Indian tribal governments to develop and strengthen the tribal justice system's response (including law enforcement, prosecution, victim services, and courts) to violence against Indian women and to improve services to victims/survivors of sexual assault, domestic violence, and stalking. The STOP VAIW Program encourages tribal governments to develop and implement effective strategies tailored to address their unique circumstances.

The focus of the **Education and Technical Assistance Grants to End Violence Against and Abuse of Women with Disabilities Program** (Disabilities Grant Program) is to improve services to individuals with disabilities who are

¹¹ A state is considered rural if it has a population of 52 or fewer persons per square mile or the largest county has a population of less than 150,000 people.

victims/survivors of sexual assault, domestic violence, and stalking. Grantees provide training, consultation, and information to service providers (including independent living centers, disability-related service organizations, and domestic violence programs) about responding to violence against women with disabilities. States, units of local government, Indian tribal governments, and nongovernmental private entities are eligible to receive funds under this grant program.

The Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities Program (Training Grants Program) provides funds to train law enforcement officers, prosecutors, and court personnel to recognize, address, investigate, and prosecute cases of elder abuse, neglect, and exploitation and violence against older individuals or those with disabilities, including sexual assault and domestic violence. States, tribes, units of local government, nonprofit nongovernmental organizations, state or local government agencies, private nonprofit victim advocacy organizations, and public or private nonprofit service organizations for older individuals or for individuals with disabilities may receive funding under this grant program.

The purpose of the **Grants to Tribal Domestic Violence and Sexual Assault Coalitions Program** (Tribal Coalitions Program) is to build the capacity of victims/survivors, advocates, Indian women's organizations, and victim services providers to form nonprofit, nongovernmental, tribal domestic violence and sexual assault coalitions to advance the goal of ending violence against American Indian and Alaska Native women.

The **Grants to State Sexual Assault and Domestic Violence Coalitions Program** (State Coalitions Program) supports state coalitions in coordinating state sexual assault and domestic violence victim/survivor services activities, and in collaborating and coordinating with federal, state, and local entities engaged in activities designed to end violence against women. Statewide sexual assault coalitions provide direct support to member rape crisis centers through funding, training and technical assistance, public awareness, and public policy advocacy. Statewide domestic violence coalitions provide comparable support to member domestic violence shelters and service providers. In some states and territories, these support services are provided through one dual sexual assault and domestic violence coalition.

The **Transitional Housing Assistance Grants Program** (Transitional Housing Program) focuses on a holistic, victim/survivor-centered approach to provide transitional housing services that move individuals into permanent housing. Grant funds support programs that provide assistance to individuals who are in need of transitional housing or housing assistance because they have left a situation of domestic violence and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient. Grants also fund support services designed to enable individuals to locate and secure permanent housing and integrate into a community. Grantees provide a broad range of individualized services for victims/survivors, such as transportation, counseling, child care services, case management, employment counseling, and other assistance.

The **Safe Havens: Supervised Visitation and Safe Exchange Grant Program** (Supervised Visitation Program) helps create safe places for visitation with, and exchange of, children in cases of sexual assault, domestic violence, stalking, and

child abuse. Eligible applicants are states, units of local government, and Indian tribal governments that propose to enter into contracts with public and private nonprofit entities to provide supervised visitation and safe visitation exchange of children in such cases. At least 5 percent of the funding for this program must be available for grants to Indian tribal governments.

Since 1995, OVW's **Technical Assistance Program** (TA Program) has provided OVW grantees with the training, expertise, and problem-solving strategies they need to meet the challenges of addressing sexual assault, domestic violence, dating violence, and stalking. OVW's technical assistance projects have offered educational opportunities, conferences, peer-to-peer consultations, site visits, and tailored assistance that has allowed OVW grantees and others to learn from experts and one another about how to effectively respond to crimes of violence against women. The primary purpose of the TA Program is to provide direct assistance to grantees and subgrantees to enhance the success of local projects they are implementing with OVW grant funds. In addition, OVW is focused on building the capacity of criminal justice and victim services organizations to respond effectively to sexual assault, domestic violence, dating violence, and stalking and to foster partnerships between organizations that have not traditionally worked together to address violence against women, such as faith- and community- based organizations.

Special Initiatives

OVW funds special initiatives that help communities develop, improve, and test promising strategies, programs, and practices to end violence against women. Promising practices range from specific activities such as arrest of alleged perpetrators to comprehensive model programs. OVW shares the lessons learned from these initiatives so entities that are not OVW grantees can replicate successful strategic programs and priorities in their own jurisdictions.

In 2005, the Department of Justice announced it would be awarding funds to four tribes under the **Safety for Indian Women from Sexual Assault Offenders Demonstration Initiative**. The 12-month initiative sought to enhance responses by tribal and federal agencies to the high rates of sexual assaults committed against American Indian and Alaska Native women. A federal tribal working group comprised of representatives from the Attorney General's Native American Issues Subcommittee; several U.S. Attorney's Offices; the Federal Bureau of Investigation; the Bureau of Indian Affairs; Indian Health Service; and tribal representatives assisted OVW developing this initiative. The tribes selected to participate in the initiative included: Hannahville Indian Community (Wilson, MI); Navajo Nation (Window Rock, AZ); Red Lake Band of Chippewa Indians (Red Lake, MN); and Rosebud Sioux Tribe (Rosebud, SD).

The demonstration sites worked to build upon their existing coordinated community response to sexual assault by strengthening the capacity of tribal justice systems to respond immediately to sexual assault of Indian women, increasing advocacy and services to sexual assault victims/survivors, and strengthening coordination between tribal and federal agencies. The Tribal Law and Policy Institute provided technical assistance to the four sites, including the training of personnel handling sexual assault

crimes and the development of policies and educational materials specific to each tribe's language, values, customs, and traditions.

The **Judicial Oversight Demonstration (JOD) Initiative** (a five-year demonstration project begun in 1999) tested the idea that a coordinated community response (CCR) to domestic violence that ensures a focused judicial response and a systematic criminal justice response can improve victim/survivor safety and service provision as well as increase offender accountability. Three sites were chosen—City of Boston/Dorchester, Massachusetts; East Washtenaw County (Ann Arbor), Michigan; and Milwaukee County, Wisconsin. The evaluation process addressed both process and impact, employed a quasi-experimental design, and included interviews with victims and offenders. It identified three principal impacts of JOD on criminal justice and community responses to intimate partner violence (IPV) cases: (1) coordination between the judiciary and other justice and community agencies; (2) increased consistency in the justice system response to IPV cases; and (3) permanent changes in the system response to IPV after the demonstration concluded.¹²

The **Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program** (October 2005-2007) was a one-year project funded by OVW through its Rural Program. It was designed to reach out to small faith and community-based organizations that were not already addressing domestic violence. The program helped them increase organizational capacity and expand domestic violence services in rural areas for underserved populations. The initiative funded six sites in Idaho, seven sites in Wyoming, and 39 sites in other rural communities across the country.

The **Greenbook Initiative**¹³ began in December 2000, when OVW and the Office of Justice Programs entered into a partnership with HHS to fund six communities¹⁴ to focus on the co-occurrence of child maltreatment and domestic violence. During this five-year initiative, dependency courts, child protective services, domestic violence providers, and other organizations collaborated within these six communities to strengthen their capacity to address the co-occurrence of child maltreatment and domestic violence. A final Evaluation Report, issued in February, 2008, cited the success of collaborations as a lasting accomplishment of this initiative. Further, working together on problems that could not be solved without the efforts of multiple organizations was important for motivating and achieving change, according to the report.¹⁵

¹²Volume One of the final evaluation, containing impact findings regarding Dorchester and East Washtenaw County, can be found at http://www.urban.org/UploadedPDF/411498_Volume_1_Final.pdf.

Volume Two, with findings and lessons on implementation at all three sites, can be found at <http://www.ncjrs.gov/pdffiles1/nij/grants/219383.pdf>.

Impact findings at the Milwaukee site are contained in a separate report at <http://www.ncjrs.gov/pdffiles1/nij/grants/215349.pdf>

¹³In 1999, the National Council of Juvenile and Family Court Judges developed a comprehensive set of guidelines to help caseworkers, advocates, and judges establish collaborative structures and develop policies and procedures that would enhance the safety and well-being of domestic violence victims and their children. Since its release, The Greenbook (entitled "Effective Intervention in Domestic Violence & Child Maltreatment Cases: Guidelines for Policy and Practice") has helped many domestic violence advocates, child welfare workers, and family court judges build a collaborative approach to working with families experiencing domestic violence and child maltreatment.

¹⁴The six communities were El Paso County, Colorado; Grafton County, New Hampshire; Lane County, Oregon; San Francisco County, California; Santa Clara County, California; and St. Louis County, Missouri.

¹⁵This report can be found at http://www.thegreenbook.info/documents/FinalReport_Combined.pdf.

As part of the Supervised Visitation Program, OVW developed and implemented the **Safe Havens Demonstration Initiative**, a four-year demonstration initiative to examine promising practices in the field of supervised visitation and safe exchanges. In fiscal year 2002, OVW awarded grants to four demonstration sites: the Bay Area, California; the City of Chicago, Illinois; the City of Kent, Washington; and the State of Michigan. Since implementation, the demonstration sites have conducted local audits to examine the role of supervised visitation, explored the issue of supervised visitation services for underserved populations, and measured the effectiveness of physical security measures for visitation facilities.

The selected demonstration sites identified and implemented promising practices, developed national standards and protocols, implemented enhanced security measures, expanded community partnerships, and created specialized services for victims and their children within targeted communities. In addition to the aforementioned goals and objectives, each demonstration site received enhanced technical assistance and participated in an evaluation designed to measure its effectiveness.

VAWA Measuring Effectiveness Initiative

Following the passage of VAWA 2000, OVW undertook the challenging task of developing measures of effectiveness for the projects and activities supported with VAWA grant funding. This was accomplished in large part by the VAWA Measuring Effectiveness Initiative (VAWAMEI) at the Muskie School of Public Service, with the assistance of many grantees, practitioners, researchers, technical assistance providers, and other experts and advisors. The resulting progress reporting forms incorporated measures that OVW selected as goals of the VAWA grant programs for purposes of the Government Performance and Results Act of 1993. The forms met already existing requirements for semi-annual (discretionary grant programs) and annual (formula grant programs) grantee and subgrantee progress reports to be submitted to OVW. For the first time since the original passage of the Violence Against Women Act in 1994, programs funded under the Act would be reporting consistent, quantitative data that could be aggregated to reflect the accomplishments of entire grant programs. Grantees were also using the reporting forms to provide qualitative information on their goals, objectives, accomplishments, and remaining areas of need. The data were to serve multiple purposes: monitoring individual grantees, providing information to grantees on their own grant-funded activities and accomplishments, conducting long-term trend analysis and planning, and reporting to Congress on the aggregated achievements of the grant programs funded by OVW.

Muskie School staff developed databases to assist grantees in the collection of data for each grant program's reporting form and they continue to provide extensive on-going training and technical assistance to grantees on how to complete the reporting forms. During 2007 and 2008, Muskie staff worked with OVW, grantees, and technical assistance providers to revise and improve the reporting forms and instructions for all programs.¹⁶ Muskie staff will continue to work with OVW and others to develop semi-annual progress report forms for new grant programs authorized by VAWA 2005; these programs are not expected to be in operation until 2009, and their activities may not be reported on until the 2012 Biennial Report.

This 2008 Biennial Report is based on data—both quantitative and qualitative—that reflect grantee activities from July 1, 2005 through June 30, 2007 (four semi-annual reporting periods) for the 12 discretionary grant programs. Some qualitative data for this report are drawn from site visits conducted by Muskie School staff in 2005 and 2006.

¹⁶Grantees began using the revised reporting forms on a staggered schedule beginning in July 2008; data collected using the revised forms will be reported in the 2010 Biennial Report.

Effectiveness of OVW Grant Programs

Demonstrating the effectiveness of services provided to victims and families and the effectiveness of the criminal and civil justice response to violence against women by agencies funded under VAWA presents a significant challenge for those charged with meeting the reporting mandate of VAWA 2000. Without the application of rigorous evaluation research methodology, it is not possible to state conclusively that VAWA funding has resulted in increased safety for victims and increased accountability for offenders, which represent the overarching goals of the grant programs. However, it is possible to present related research, prevalence data and other statistical information, and anecdotal data that either demonstrate or strongly suggest that certain practices are effective in furthering the goals of VAWA-funded programs. As discussed earlier in this report, the process of developing effectiveness measures for the reporting forms involved researchers, practitioners, grantees, technical assistance providers, and other experts. Practice in victim services and criminal justice response continues to evolve, informed by experience and by research, and undergoes continuous examination and evaluation. It is this approach that has been taken in this chapter of the report: to the extent that related research on effectiveness of grant-funded activities is available, it has been included; when such research is not available, information on best practices in the field is presented.

The first section of the reporting mandate in VAWA 2000 asks for the “number of persons served . . . [and the] numbers of persons seeking services who could not be served.” The sheer number of victims reached by the five grant programs that provided direct services to victims during the relevant reporting periods is impressive: OVW grantees reported serving an average of 116,336 victims/survivors¹⁷ during each six-month reporting period between July 1, 2005 and June 30, 2007;¹⁸ this represents more than 95 percent of all victims/survivors who requested services.¹⁹

The majority of victims/survivors served were female (89 percent), white (47 percent), ages 25 to 59 (64 percent), and had been victimized by a current or former

¹⁷This number includes only those to whom the sexual assault, domestic violence, dating violence, and/or stalking was directed and who received direct services; it does not include children, dependents, and other family members.

¹⁸Grantees are required to provide an unduplicated count of victims/survivors served and victims/survivors receiving specific services during each reporting period; however, because of confidentiality and other recordkeeping considerations, there is no way to determine if an individual has received services from more than one grant program, or has been served in more than one six-month reporting period. To avoid duplication and over-reporting of victims/survivors and services, in most instances averages per reporting period are used. Actual numbers of victims/survivors served and victims/survivors receiving services from specific grant programs during each of the reporting periods covered by this report can be found in the program chapters.

¹⁹The reasons most frequently cited by grantees that victims/survivors did not receive services were that services were not appropriate, victims/survivors were not eligible for services, and program reached capacity.

spouse or intimate partner (77 percent). Categories of services most frequently provided to victims/survivors²⁰ were as follows (averages per reporting period):

- victim advocacy (41,642)
- criminal justice advocacy/court accompaniment (26,602)
- hotline calls (25,602)
- crisis intervention (25,361)
- victim witness notification (24,786)
- civil legal advocacy (23,339)
- support groups and counseling (20,173).

The Supervised Visitation Program provided supervised visitation and exchange related services to an average of 3,148 families, including 4,740 children per reporting period. Children were also served by two other VAWA-funded programs featured in this report. The Rural Program served an average of 9,722 children per reporting period, including 3,510 children who received victim advocacy, 3,292 who received child advocacy, and 3,250 who received crisis intervention services. The Transitional Housing Program provided housing to 3,061 children and also provided an average of 1,336 children with case management services in each reporting period. Taken together, the average number of children served by the three programs per reporting period was 17,523.²¹ This brings the average number of all persons served during each reporting period by all grant programs whose activities are addressed in this report to 140,184.

Other indications of the vast reach of these VAWA-funded programs are the number of professionals trained with grant funds during the two-year reporting period—476,903 professionals, who received training on a wide range of issues dealing with sexual assault, domestic violence, dating violence, and stalking—and the number of protection orders obtained with the assistance of grant-funded staff—248,822. Arrest Program grantees,²² who engage in criminal justice activities to a greater degree than any other grantees using funds for such activities, reported making 107,166 arrests during the two-year reporting period, referring 118,878 cases to prosecution, and disposing of 208,976 criminal charges related to domestic violence and domestic violence-related sexual assault and stalking.

These VAWA-funded activities have an impact that goes well beyond the number of victims/survivors served or professionals trained, or the number of arrests and prosecutions. By requiring and supporting grantees' participation in a coordinated community response to violence against women, OVW ensures that the VAWA-funded programs can serve as models for other agencies and programs addressing violence against women in their jurisdiction, thus improving the quality of victim

²⁰Victims/survivors were reported once for each category of service received in each reporting period, regardless of how many times they may have received that service. However, victims/survivors who received service(s) in multiple reporting periods were counted in each and every reporting period in which they received services.

²¹This number includes children, dependents, and other family members receiving services offered by Transitional Housing, Rural, or Supervised Visitation Programs.

²²Arrest Program grantees are the only grantees that report agency-wide data. For this reason, criminal justice activities reported by grantees from other VAWA-funded programs cannot be combined with the Arrest Program data. The other programs that engage in these activities are the Rural Program and STOP Violence Against Indian Women Program.

services and the criminal and civil justice response, and potentially changing the attitudes of their partners and their communities as a whole.

The overwhelming majority of grantee agencies and organizations used VAWA funds for staff positions, most often professional positions providing victim services and legal services to victims. From July 1, 2005 to June 30, 2007, OVW grantees reported funding on average 2,677 full-time equivalent²³ (FTE) staff during each reporting period, including the following categories of staff who play key roles in the activities funded under VAWA:

- victim advocates (468 FTEs)
- civil attorneys (366 FTEs)
- law enforcement officers²⁴ (155 FTEs)
- trainers (97 FTEs)

The ability to employ and retain well-trained staff is critical to the effective delivery of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. A 2007 study conducted by Zweig & Burt in 26 communities found that women were more likely to rate services provided by a victim services agency most helpful based on the behaviors of, and their interactions with, the staff. If positive, victims revealed a likelihood of re-contacting the agency again if needed. These interactions can be significantly jeopardized in situations where there is high turnover or a shortage of staff. As reported by the Confederated Tribes of the Umatilla Indians:

The Rural Program funding has allowed us to hire a sexual assault advocate, who has remained in place for over 2 years. The consistency of staffing is crucial for success within the Native American community of CTUIR to foster trust and reassure stability with individual clients and teen groups. A willingness to walk the path of grief surrounding historical issues, current oppression and completion of the healing of restoration of hope takes time and compassion.

- *Confederated Tribes of the Umatilla Indians, Oregon*

VAWA funds enable programs to hire dedicated, specialized staff and to expand existing activities into new areas not possible prior to funding. One example is a Supervised Visitation grantee in New York City, the only program in that area that supervises visits in languages other than English and Spanish. The grantee reported the following:

Whenever possible, we hire staff who have adequate experience and expertise to work directly with the families in their native language, to avoid the awkwardness of having a third person present for translation and visit supervision. To this end, we frequently hire graduate students in social work or a related field. While a drawback of hiring graduate students is higher turnover rates due to scheduling changes or graduation, a major benefit is being able to

²³ Full-time equivalents may represent one full-time staff person, or the equivalent of 40 hours divided among more than one staff person performing the same function (e.g., four law enforcement officers working 10 hours of overtime per week).

²⁴ In addition to law enforcement officers and campus police, this number also includes security staff (26 FTEs) funded under the Supervised Visitation Program.

hire affordable staff who have the skills needed to work with families. We currently have staff who can independently work with families speaking Spanish, Hindi, Urdu, Punjabi, Russian, and Bengali.

- *New York City Criminal Justice Coordinating Council*

Research has shown that many program components in the response to sexual assault, domestic violence, dating violence, and stalking contribute to positive outcomes. Some examples include pro-arrest policies and training, expansion of legal advocacy, focus on protection orders, establishment of specialized probation supervision for domestic violence offenders, support services for victims, SANE/SART (Sexual Assault Nurse Examiner/Sexual Assault Response Teams) programs, and specialized sentencing in domestic violence cases (Campbell, Patterson, & Lichty, 2005; Crandall & Helitzer, 2003; Dugan, Nagin, & Rosenfeld, 2003; Ford & Regoli, 1993; Holt, Kernic, Lumley, Wolf, & Rivara, 2002; Keilitz, 2001; Klein, Wilson, Crow & DiMichele, 2005; Sullivan & Bybee, 2004; Thistlewaite, Wooldredge, & Gibbs, 1998). All of these activities have been funded and supported by the discretionary grant programs represented in this report. The following section discusses some of these critical components and why they are important, and presents research on the effectiveness of these practices where available. Specific VAWA-funded projects engaging in evidence-based practices are featured to illustrate the effectiveness of grant-funded activities.

Coordinated Community Response (CCR)

A CCR brings together criminal justice personnel, victim advocates, social services programs, and other entities and professionals to create a multidisciplinary, integrated response that holds offenders accountable for violent crimes against women and develops and strengthens services to victims/survivors of these crimes. Research has shown that efforts to respond to violence against women are most effective when combined and integrated as part of a coordinated community response (Shepard, 1999).

A compelling and comprehensive model of CCR can be found in Family Justice Centers (FJCs)²⁵ across the nation. VAWA funding assisted with the creation of the FJC in Brooklyn, New York, which opened its doors to victims/survivors of domestic and sexual violence in July 2005. The Center's partners include all five of Brooklyn's domestic violence courts, the District Attorney's office, Safe Horizons (a community-based victim services organization), the New York City Probation Department, the New York State Parole Board, and the New York City Police Department. Through December 31, 2007, the Center has provided services to 9,482 victims and 2,462 children, increasing the number served from an average of 290 adults per month in the beginning to 354 per month. There is mounting evidence that the Center has contributed significantly to the safety of the overall community: on average, for the three years before the Center was established, there were slightly more than 29 domestic homicide murders in Brooklyn; in the three years since the Center opened its doors, domestic violence murders declined to an average of fewer than 22 per year—a 26 percent drop. In contrast, across the rest of New York City

²⁵OVW funded 15 projects replicating the successful San Diego Family Justice Center model as part of the President's Family Justice Center Initiative. For information on best practices at FJCs see http://www.ovw.usdoj.gov/docs/family_justice_center_overview_12_07.pdf.

(Queens, Manhattan, Bronx, and Staten Island) the decrease in domestic homicides has been less than six percent. Because the Center had become such a valuable institution in the community, city and private sources picked up the funding when funding from OVW ended. Based on the Brooklyn Center's success, New York City Mayor Bloomberg has committed to opening a second Center in Queens, with plans for a third Center in the Bronx.

The experience in Brooklyn is not unique. Since it was established with \$1.1 million in funds from the Office on Violence Against Women in October 2006, the Family Justice Center of Hillsborough County, Florida has served 2,297 families in crisis, providing everything from counseling and food stamps to emergency housing and medical care. When a victim enters the Center, intake staff is able to view the schedules of 20 different on-site partners and set up convenient appointments for that victim and her children. When OVW funding concluded, the county's Children's Board, which appropriates county social service monies, voted to provide continued funding of the Center.

The City of Spartanburg, South Carolina, used funds from the Arrest Program to mobilize local resources and improve its coordinated community response to violence against women. Local criminal justice agencies formed alliances with community partners, including the SAFE Homes/Rape Crisis Coalition and South Carolina Legal Services. Victim advocates were placed within the public safety department to respond to victims immediately after police involvement. A Domestic Violence Response Team meets monthly to review high risk cases and develop specific counter measures; a fatality review team and a domestic violence coordinating council also meet periodically. The co-location of a domestic violence prosecutor and legal services at Mary's House, a comprehensive support and service center for victims, provides victims with criminal justice, social, and legal services under one roof. The results have been a 17 percent decrease in domestic homicides since 2005, and an increase in the use of domestic violence services by the following victims: 18 percent for victims with disabilities, 70 percent for Asian victims, 26 percent for Hispanic victims, and 15 percent for elderly victims. Local prosecutors have begun representing victims in Family Court to prosecute contempt cases against abusers charged with violating protection orders. Previously, only the abusers were provided with lawyers. As a result, contempt case dismissals fell by 20 percent. At the same time, the number of orders served increased from 231 in 2003 to 551 in 2007.

In recognition of the importance of interagency coordination and more uniform responses by community partners, OVW requires that most of the discretionary grantees develop and/or participate in a CCR to address violence against women in their communities. The progress reporting forms for these grantees require that they provide information on the number of formal partnerships (memoranda of understanding) entered into with other organizations and on the frequency of their interactions on a case or victim level and/or on a systems level.²⁶

The requirement for CCR finds an especially strong emphasis in the Supervised Visitation Program because that program requires partnerships with both courts and

²⁶Due to the large number of grantees, and the number of variables for partner organizations and frequency of interactions, analyzing and reporting comprehensively on the CCR data for all programs is not practicable.

victim service providers. For example, a strong group of community collaborative partners²⁷ in North Okaloosa County, Florida, which had been organized to fulfill the requirements of their Supervised Visitation grant, conducted a full safety audit that identified the weaknesses in their community's response to domestic violence. According to the grantee, the audit became "the impetus to make changes in policies and procedures in all areas of domestic violence services." The group went on to address the unique problems faced by their non-English speaking, non-resident Mexican population and to work toward more inclusive services in rural areas in the north end of their county. After establishing a firm foundation of CCR, and identifying the needs and gaps in their community, a new northern satellite visitation center was established under this grant and began serving families in the spring of 2007.

Sexual Assault and Domestic Violence Response Teams (SART/DVRT) are other examples of CCR efforts that communities have adopted to address sexual assault and domestic violence. SARTs, which are often organized around SANE (sexual assault nurse examiner) programs, help ensure a coordinated community victim-centered response in sexual assault cases. SARTs coordinate the efforts of medical providers, counselors, advocates, and criminal justice agencies to improve the response to sexual assault victims/survivors. Some SARTs have case-specific discussions while others focus more on systemic responses. OVW grants have significantly expanded SANE/SARTs across the country. SART programs have been found to greatly enhance the following: the quality of healthcare for victims/survivors of sexual assault, law enforcement's ability to collect information and to file charges, the quality of the forensic evidence, and the likelihood of successful prosecution in sexual assault cases (Campbell, Patterson, & Lichty, 2005; Crandall & Helitzer, 2003).

The dynamic quality of CCR efforts makes it difficult to isolate the various components and evaluate the impact of any one intervention on outcomes for victims/survivors. Research on the impact of batterer intervention programs (BIPs) and systems has suggested that a coordinated community response involving BIPs and mandatory court reviews, as well as strong community support for victims, may improve victim safety (Gondolf, 2001). A Duluth, Minnesota study on the effectiveness of a project designed to enhance CCR through danger assessment and information-sharing among criminal justice partners and advocates found lower recidivism rates among offenders, after the implementation of the project, when compared to a baseline period (Shepard, Falk, & Elliott, 2002).

Policies and Protocols

CCR efforts often go hand in hand with the development and implementation of policies and protocols that can improve safety for victims and increase offender accountability. OVW-funded Southwestern Pennsylvania Legal Services (SPLAS), worked with the local victim services agency, Women's Help Center, and the President Judge in the Court of Common Pleas to remove a significant obstacle to victims filing for protection orders in their jurisdiction. Aware that victims were often overwhelmed and intimidated by the difficulty of initiating a Petition for Protection,

²⁷The partners included the local domestic violence shelter, Clearinghouse for Supervised Visitation, the Florida Coalition against Domestic Violence, the State Attorney's office, and the county and circuit court judges.

and often decided to forego their right to obtain a remedy, SPLAS and Women's Help Center staff approached the judge to discuss the issue. As a result of their efforts, the Judge issued a local court rule requiring the court clerks to notify unrepresented victims of the availability of SPLAS staff to assist them with the protection order process. SPLAS, in turn, referred victims to the Women's Help Center for advocacy and other services. Following the implementation of the court rule, the jurisdiction saw a reduction in the number of victims who did not follow through with the protection order process.

OVW-funded grantees from the Arrest and Rural programs, two of the largest grant programs represented in this report, developed and/or implemented policies and protocols on the following topics with the greatest frequency: providing information to victims/survivors about victim services, appropriate response to underserved populations, confidentiality, protection order enforcement, and immediate access to protection order information. Overall, an average of 382 grantees used OVW funds to develop, revise, and/or implement policies and protocols during each reporting period.

Training

The threads of CCR, policies, and training are unavoidably intertwined, particularly where they are being implemented most effectively, because each one builds on the others. An example of this is Okaloosa County, Florida, which used Supervised Visitation funds to offer training to victim assistants from the State Attorney's Office and advocates from the local domestic violence shelter, as well as to County and Circuit Judges. This grantee reported the following:

This training not only educates, it also starts conversations and precipitates changes that have had a domino effect in our community. The latest benefit is the recent inspiration of a Judge that attended a training offered by Praxis International. It is through his new understanding, his powerful determination and his valuable assistance that we are now planning to provide some of the much needed training on domestic violence to the Judges in the north end of the County.

- County of Okaloosa, Florida

If the protocols and policies developed as part of a CCR are to be effective, participating agencies must also engage in training and cross-training to ensure that each agency's staff understand not only the protocols and the reasons underlying them, but also how their roles and responsibilities relate to those of staff in their partner agencies. The Iowa Coalition Against Domestic Violence/University of Northern Iowa Integrated Services Project (ISP) has a goal of developing integrated services for domestic violence victims with substance abuse issues. Project participants include staff at four domestic violence agencies and five substance abuse treatment agencies that collectively cover 15 Iowa counties. The project conducted 32 training events that resulted in the following: 85 substance abuse treatment staff (including nurses and mental health professionals) at four agencies received eight hours of domestic violence training, and 50 victim service staff at three agencies received eight hours of substance abuse treatment training. This represented 75 percent of the staff at these agencies. The project reported that this training has

already resulted in changes in the way services are provided to victims at the substance abuse treatment centers.

Another example of cross-training and the intersection between CCR and training comes from the West Virginia Foundation for Rape Information Services, which also receives funds under the State Coalitions Program:

An additional new collaborative effort in the past six months was with our state's Prosecuting Attorneys Institute. The director of that agency initiated a contact with our coalition about the possibility of cross-training the prosecutors and advocates/SANEs on testifying in court. This was a wonderful opportunity for new prosecutors to practice their skills while giving the 'witnesses' the opportunity to experience testifying outside of an actual courtroom setting.

- *West Virginia Foundation for Rape Information Services*

For the purposes of the OVW-funded programs reporting on activities reflected in this report, *training* is “providing information on sexual assault, domestic violence, dating violence, and stalking²⁸ that enables professionals to improve their response to victims/survivors as it relates to their role in the system.” The purpose of training is to increase the understanding and ability of professionals to respond effectively, and is generally delivered to groups of related professionals or to multidisciplinary groups.

All OVW discretionary and formula grant programs, with the exception of Transitional Housing, support training of other professionals to improve their response to sexual assault, domestic violence, dating violence, and/or stalking. This fact underscores the significant role training plays in combating violence against women. An average of 701 OVW grantees engaged in grant-funded training during each reporting period, training 476,903 professionals²⁹ over the two-year period covered by this report, including the following:

- 78,926 law enforcement officers
- 72,686 victim advocates
- 36,480 health professionals³⁰
- 34,395 attorneys and law students

Technical Assistance Program grantees conducted 420 training events, trained a total of 18,447 people, and spent 4,955 hours conducting training between January 1 and June 30, 2007.

The greatest number of grantees³¹ provided training on the following topics: domestic violence overview, dynamics, and services; safety planning for

²⁸ Additional victimizations include child abuse for the Rural Program, and elder abuse and exploitation for the Training Grant Program.

²⁹ This total includes people trained by Technical Assistance Program grantees during their first reporting period, January through June, 2007. However, because many of these grantees were not yet collecting data on the professions of the people they were training, their numbers have not been included in the specific categories of people trained.

³⁰ This number includes people trained who were reported in the categories “health care provider” and “mental health professional.”

³¹ Grantees report on training topics by checking a box if they offered training on that topic during the relevant six-month reporting period; the actual number of training events offered on the selected topics is not reported.

victims/survivors; protection orders; confidentiality; advocate response; law enforcement response; and coordinated community response. Being informed about and gaining understanding of these topic areas are critical to an effective response to violence against women and to preventing further harm and unintended negative consequences to victims/survivors.

As the first responder, the police officer is often the person who can direct the victim to appropriate services and send a clear message to the perpetrator that the community views violence against women as a serious criminal matter; training of law enforcement personnel is therefore critical. Methods and practices of police training have historically been shown to be instrumental in either implementing change or, conversely, in thwarting implementation of progressive policies (Buzawa & Buzawa, 2003).

For example, implementation of mandatory arrest policies in some jurisdictions resulted in dual arrests—i.e., the arrests of both victims and batterers—and an increase in the number of women who were arrested. A New York City-based study looked at these and other unintended consequences of a mandatory arrest statute as applied in 2000, and found that “further training and better supervision is required for responding officers to better implement the requirement of the [mandatory arrest] law” (Frye, Haviland, & Rajah, 2007).

An attorney representing a victim in a divorce who does not understand the indicators of domestic violence and is not knowledgeable about safety planning may fail the client in numerous ways: first, by not recognizing that the client is in a relationship with a batterer and therefore not understanding the tactics of intimidation and manipulation employed by batterers; and second, by not recognizing the danger his or her client may be in, especially given the fact that victims are in greatest danger when they are attempting to leave or when they are newly separated from their abusive partners (Fleury, Sullivan, & Bybee, 2000).

Training health care providers in screening for and identifying domestic violence among their patients is a critical step in improving safety for victims. One study found that only 6 percent of physicians ask their patients about possible domestic violence, even though 88 percent of them knew that they had female patients who had experienced abuse (Elliott, Nerney, Jones, & Friedmann, 2002). Another study measuring the attitudes and values of 752 health providers before and after a three-hour domestic violence training program found the following: after the training (including at the six-month point), the providers reported feeling that they were better able to identify and assist victims, they were more comfortable making referrals, and they saw a greater role for themselves and the health care system in stopping domestic violence (Hamberger et al., 2004). This demonstrates that even a limited investment in training can yield significant results. OVW grantees trained 36,480 health care and mental health professionals; this is the third highest category of professionals trained in all grant programs that provided training.

Technical Assistance

For the purposes of the OVW-funded programs reporting on activities reflected in this report, *technical assistance* is “any of a wide variety of activities designed to facilitate individual or agency change in some systematic manner by providing

expertise to solve a problem.” While almost all discretionary and formula grant programs support training activities, only five grant programs (LAV, State Coalitions, Tribal Coalitions, Disabilities, and Technical Assistance³²) support technical assistance activities. Technical assistance is generally provided by professionals with specialized expertise to other professionals seeking assistance with specific questions and issues, and is often delivered to individuals or staff at particular organizations.

Since 1995, OVW has contracted with technical assistance providers who have provided OVW grantees with training, expertise, and problem-solving strategies to enhance the effectiveness of their efforts to address sexual assault, domestic violence, dating violence, and stalking. The technical assistance providers have done this by offering educational opportunities, conferences, peer-to-peer consultations, site visits, and tailored assistance to OVW grantees, providing them with opportunities to learn from experts and from one another about how to effectively respond to crimes of violence against women. OVW is focused on building the capacity of criminal justice and victim services organizations to respond effectively to sexual assault, domestic violence, dating violence, and stalking and to foster partnerships between organizations that have not traditionally worked together to address violence against women, such as faith- and community-based organizations.

The Black Church and Domestic Violence Institute, a recipient of Technical Assistance Program funds, reported the following:

The Black Church and Domestic Violence Institute has facilitated an increasing number of faith-based community programs holding special events on domestic and sexual violence. Encouraged and trained by BCDVI, more secular agency staff are bringing crisis center resources to their own congregations. As a result, some clergy are influenced to address the issues of violence against women among their congregants, due to the requests of these trained parishioners. Cultural competency training that is the catalyst for a partnering of secular and sacred organizations is more critical now, than ever.

*- Black Church and Domestic Violence Institute,
Atlanta, Georgia*

An average of 232 grantees from the Tribal Coalitions, State Coalitions, Technical Assistance, and Disabilities Programs provided technical assistance during each reporting period. These grantees conducted 114,213 technical assistance activities, including 3,298 site visits, to a broad range of professionals during the two years covered by this report.³³ An average of 95 LAV grantees provided technical assistance to legal professionals³⁴ and victim advocates during each reporting period.

³²Technical Assistance Program grantees first reported data using uniform semi-annual reporting forms for the period January to June 2007. Actual numbers for training and technical assistance for this single reporting period have been added to the averages for each reporting period for all other programs.

³³These numbers include activities of Technical Assistance Program grantees provided in the period between January 1 and June 30, 2007: 14,791 technical assistance activities, including 272 site visits that amounted to 23,961 hours. All other grantees' technical assistance activities took place during all four reporting periods.

³⁴These professionals included attorneys, judges, prosecutors, legal services staff, guardians ad litem, Friends of the Court, and court mediators. LAV grantees report only that they provided technical assistance to those professionals, not the number of technical assistance activities.

Community Education/Public Awareness

In addition to training activities, grantees from the Rural, Campus, and State and Tribal Coalitions Programs also conducted educational and public awareness programs as part of their grant-funded activities. These grantees provided 20,220 such programs and events to 648,052 students³⁵ and 379,859 other community members over the two-year period covered in this report. The programs include awareness and prevention programs conducted for incoming freshman with Campus funds, public awareness events sponsored by the coalitions (e.g., awareness months for sexual assault, domestic violence, and stalking; Clothesline Projects; and Silent Witnesses), and community education activities delivered by Rural Program grantees to students and community members on such topics as domestic violence, child victimization, and healthy relationships.

The West Virginia Foundation for Rape Information Services used OVW funds to host its first statewide public awareness event: placing a pair of shoes to represent each rape victim/survivor served by all the state's rape crisis centers on the steps of the State Capitol, with each of their stories attached. Known as "The Shoe Project," this was then replicated by the local centers in their own communities. The grantee reported that "the impact was very visible and powerful - yet we could not have coordinated it without the staff these funds provided to our coalition."

Community awareness activities, as is true with training events, grow out of and lead to strengthening community collaborations. The Niwhongh xw E:na:wa tribal coalition, which receives funds under the Tribal Coalitions Program, was part of a native coalition of domestic violence and sexual assault partners—the first such coalition in northern, rural California. They reported that their efforts over a five-year period have facilitated a shift in their community's attitude toward violence against native women. They also reported the following:

We have received calls from all of the local tribes and numerous community members and agencies requesting either services, program information or help in the education on response to DV [domestic violence] and SA [sexual assault]. We have been able to attend numerous events to educate the public on the services available and the dynamics of domestic violence and sexual assault. We have recently added youth to our coalition membership, and plan on working more to educate youth on intimate partner dating violence and date rape.

- *Niwhongh xw E:na:wa Tribal Coalition, California*

VAWA funding to the Kentucky Domestic Violence Association was instrumental in supporting the Kentucky Battered Immigrant Women's Task Force, which participated in the organization of an "International Women's Day" event attended by 75 members of the general public. Attendees were educated through film screenings and panel discussions about the intricacies of trafficking in women and the intersection of prostitution and trafficking.

A collaboration between a Rural grantee and Wal-Mart led to an outreach effort that increased public awareness of domestic violence in the state of South Carolina. Wal-

³⁵This number includes middle school, high school, and college students.

Mart joined the South Carolina Attorney General's Office in a pilot project that placed awareness posters with tear-off resource cards written in both English and Spanish in the women's fitting rooms and dressing rooms of five Wal-Mart stores in the Pee Dee region of the state. The local shelter, the Pee Dee Coalition, found that after three months the number of phone calls they were receiving increased by over 60 percent. As a result of the success in the Pee Dee Region, in May 2006 posters were placed in the women's dressing rooms and fitting rooms of all Wal-Mart stores in South Carolina. The South Carolina Outdoor Advertising Association arranged for the poster to be made into a billboard, which was placed in 60 locations around the state.

Services to Victims/survivors and Families

The provision of services to victims/survivors and families has been identified as the major conduit for creating safety. Studies indicate that victims who seek services do so as part of an on-going process rather than as a one-time occurrence; seeking services may often be related to how long the abuse has been occurring and the severity of the violence (Goodman, Dutton, Weinfurt, & Cook, 2003). In addition, the types of services sought may alter over time as the needs of victims change (Coker, Derrick, & Lumpkin, 2000). Over the past several decades, activists and communities have worked diligently to create responsive programs and services to meet the often complex needs of victims/survivors and families affected by sexual assault, domestic violence, dating violence, and stalking. In addition to providing direct services such as crisis intervention, advocacy, counseling, legal, and shelter services, communities across the country engage in a wide variety of educational and preventive services.

During the two-year reporting period, four of OVW's discretionary grant programs (Arrest, Campus, Rural, and STOP VAIW) funded an array of direct services to victims/survivors. These services included crisis intervention, victim advocacy, criminal justice advocacy, civil legal advocacy, counseling and support, victim-witness notification, and emergency shelter. The Legal Assistance for Victims Program provided primarily legal services to victim/survivors. Two additional programs (Supervised Visitation and Transitional Housing) provided services to families and children affected by domestic violence; these services included supervised visitation and exchange, parenting groups, housing assistance, and financial and employment counseling. The number of victims/survivors, parents, children, and other dependents served by these seven grant programs averaged 104,184 per six-month reporting period.

Victim advocacy, broadly speaking, includes crisis intervention, emergency assistance (housing, food, clothing, medical care, etc.), referrals to community resources including support groups, counseling services, etc., and the provision of information and assistance within civil and criminal justice systems, including court advocacy and court accompaniment.

Crisis intervention may be described as a process of restoring basic needs to individuals in crisis. During the time of crisis, as well as in the aftermath, victims/survivors require safety and security. Victim advocates provide the reassurance of confidentiality and privacy in their communication, and work with the victim/survivor to develop a safety plan specific to her/his individual circumstance.

Crisis intervention includes hotlines, advocacy, short-term shelter, and referrals to community services. Crisis hotlines, which have existed in most major cities since the mid-1970s, are phone numbers available to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These hotlines are now available nationally, statewide, and locally for victims/survivors and their family members and friends to receive support, information, and referrals. Social service providers and members of the public may also call the hotlines for information.

A 24-hour Spanish crisis line was established by the OVW-funded Nebraska Domestic Violence and Sexual Assault Coalition as part of its Latina Outreach Project. This project is a joint effort with Inter-Church Ministries to reach out to the Hispanic faith communities in their state to provide education on domestic violence and to promote the availability of the crisis line. The grantee reported the following:

Without this funding, we would not be able to effectively operate our legal advocacy hotline. This hotline averages over 225 calls per month. Many victims and survivors depend on this service for legal information and referrals. It provides a free service to those who cannot afford legal representation, in order to better navigate the legal system. It is the only one of its kind in Nebraska. With this funding we were able to hire a bilingual advocate to help victims who speak Spanish.

- *Nebraska Domestic Violence and Sexual Assault Coalition*

Legal Advocacy and Legal Services

Providing legal advocacy and legal representation for victims/survivors of sexual assault, domestic violence, dating violence, and stalking is an essential component in the effort to end violence against women and to improve the safety of victims/survivors. Precisely because of the nature of the victimizations they have experienced, victims/survivors often do not trust authority figures such as law enforcement officers, prosecutors, and judges. The criminal and civil justice systems are mazes of complex laws, rules, and practices that can lead to an experience of confusion, frustration, and intimidation on the part of the victim (Bennett, Goodman, & Dutton, 1999; Belknap, Fleury, Melton, Sullivan, & Leisenring, 2001). Having knowledgeable advocates (attorney and non-attorney) providing information, support, and/or representation in civil and criminal matters (e.g., obtaining a final order of protection or being involved in the terms of a plea agreement) can result in significant differences in the quality of the victim's experience and in improved outcomes for that victim.

An increase in the provision of legal services to victims of intimate partner abuse was one of three factors identified by economists Farmer and Tiefenthaler (2003) as contributing to a decline in the incidence of domestic violence in the 1990s.³⁶ Other researchers found a direct inverse relationship between the availability of legal advocacy services and the rate of intimate partner homicides, based on their tracking of the expansion of legal advocacy services for victims and intimate partner homicides over a twenty-year period, from 1976 to 1996 (Dugan, Nagin, & Rosenfeld, 2003). An evaluation of a law school based advocacy program that

³⁶The other factors cited were improvements in women's economic status and the aging of the population.

provided victims with legal representation and support throughout the court process involved in obtaining a civil protection order (i.e., for up to six weeks), found that after six weeks, women receiving the intensive advocacy from trained law students reported significantly lower levels of psychological and physical re-abuse than victims receiving regular court services (Bell & Goodman, 2001).

Legal Assistance

OVW's Legal Assistance for Victims (LAV) Program is the primary VAWA-funded vehicle for delivering legal assistance to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. This program has consistently provided services to an average of 39,429 victims/survivors during each six-month report period.³⁷ In addition to providing legal services, LAV-funded lawyers and non-lawyer staff provide safety planning, support services, and general advocacy to the victims/survivors they represent. OVW requires that legal services programs applying for LAV funds consult and coordinate with non-profit, non-governmental victim services programs, including sexual assault and domestic violence programs. LAV and other OVW-funded grantees provided training to 72,686 victim advocates, 34,395 lawyers and law students, and 12,477 court personnel in their communities. Such training not only improves the understanding of these professionals and the quality of their response to violence against women, but also serves to strengthen the coordinated community response. LAV Program funds also support training and mentoring of law students and pro bono attorneys who provide free or reduced-fee legal services. LAV Program grantees trained 3,786 law students who worked on 10,735 cases and 5,296 pro bono attorneys who accepted 7,538 cases on behalf of victims/survivors during the two-year reporting period.

The Washington Coalition of Sexual Assault Programs provided training to more than 1,846 individuals, including 100 judges and approximately 214 attorneys at 64 different training events between September 2003 (when they first received their LAV grant) and December 2005. Training topics included serving victims/survivors with limited English proficiency, unmet legal needs of rape survivors, confidentiality, and responding to subpoenas. This grantee also produced 28 publications, including a comprehensive attorney practice manual, legal brochures, newsletters, and a Know Your Rights booklet in four languages. They have responded to more than 400 requests for technical assistance and have become a leading resource in the state of Washington for members of the legal community who work with survivors of sexual violence.

Training judges, other lawyers, and guardians ad litem (GALs) involved in divorce and custody cases regarding the dynamics of domestic violence among other issues is critically important for victims and their children. Any of these professionals, if not knowledgeable about the seriousness of domestic violence, could inadvertently issue a custody and visitation order or participate in shaping an order that places the victim in ongoing danger of physical violence, harassment, or control (Toolkit to End

³⁷The LAV Program reports the highest percentages of partially served (18-21 percent) and not served (7-9 percent) victims/survivors of all grant programs represented in this report. These percentages reflect the critical nature of the work done by LAV grantees and the importance of continued and possibly increased funding to address the unmet legal needs of victims/survivors. Reasons most commonly cited by grantees for not serving or for partially serving victims/survivors include program reached capacity, victim/survivor did not meet eligibility or statutory requirements, and program unable to provide service due to limited resources/priority-setting.

Violence Against Women, 2001). When experienced LAV attorneys provide representation in these cases, they not only serve their clients, but they can also serve as mentors and role models for other attorneys, and can provide an opportunity for learning on the part of judges, counselors, and others involved in the cases. It is also important for the battered woman to have skilled representation, since batterers can be highly manipulative and effective in high-stake, high-pressure situations such as a contested divorce and custody. Studies of custody disputes indicate that batterers are two times more likely to request exclusive custody of their children than are nonviolent fathers (American Psychological Association Presidential Task Force on Violence and the Family, 1996).

Bay Area Legal Aid of Portland, Oregon, an LAV grantee, used a portion of their LAV funds to recruit and train pro bono attorneys, and dramatically increased the number of attorneys recruited from one attorney in the reporting period ending June 2006, to 23 in the period ending December of that year.

Our recruitment of pro bono attorneys and placement of domestic violence cases with private counsel has seen a tremendous increase during the last year [from 2006 to 2007]. Our pro bono program initially began in cooperation with the Contra Costa Bar Association. Bay Legal coordinates a six-week training for attorneys wishing to take family law cases, then places cases and provides mentoring and technical assistance. Last year, we expanded our program to Alameda County in cooperation with the Volunteer Legal Services Corporation of Alameda County. We are also now collaborating with the Legal Aid Society of San Mateo County. Clients who are served, pro per, at BayLegal's restraining order clinic in Redwood City, but who may need representation at restraining order hearings are identified and referred to the Legal Aid Society for placement with pro bono panel attorneys. Since the beginning of our LAV grant, we have recruited over 40 pro bono attorneys and placed approximately 30 cases. As pro bono panel members become more experienced and the program is expanded into other counties, we expect to be able to provide crucial representation to even more survivors of violence.

- Bay Area Legal Aid, Portland, Oregon

LAV grantees provide representation to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Providing legal representation to non-intimate partner sexual assault victims/survivors requires a significantly different approach from that used to represent domestic violence victims; for example, there are usually no family law issues to be addressed. Instead, it may be important to assist the victim/survivor by intervening with the person's employer or landlord or with school officials to work out special accommodations to ensure safety or to protect the victim's status. This will be particularly true if the offender is in the victim/survivor's workplace, building, neighborhood, or school. An attorney may become involved in the criminal case, advocating on behalf of the victim/survivor for restitution, for example, and supporting the victim/survivor in the pre-trial and trial phases of the case (Mindlin & Vickers, 2008).

The Victim Rights Law Center (VRLC), an LAV grantee, has focused on representation of sexual assault victims/survivors in Massachusetts. Partnering with rape crisis centers, SANE programs, law schools, and law firms, the VRLC provides

high quality, full representation on a range of civil legal issues, including protection orders, public and private housing matters, employment and immigration issues, privacy concerns, and education problems. The civil legal services provided by VRLC staff span the spectrum from brief issue spotting and referrals to one- to three-hour consultations and longer-term, full representation. Many cases involve numerous legal issues and many clients return at a later date for assistance on additional matters. Between January 1 and June 30, 2007, the VLRC served 250 victims/survivors, 124 of whom received assistance with multiple legal issues. This grantee has created multilingual client brochures that describe the services they provide and contain their contact information. They have worked with the Executive Office of Public Safety to ensure that these brochures will be distributed to victims/survivors as part of the victim packet in the Massachusetts Sexual Assault Evidence Collection (MSAEC) kit.

One of the primary purposes of the LAV Program is to ensure that victims/survivors receive legal services that are comprehensive and that address the multiplicity of legal issues they face. An LAV grantee in North Carolina serving victims/survivors who were immigrants reported the following:

Without LAV funding, we would not have been able to help victims of domestic violence stabilize their living situations with the extended relief available in protective orders and associated immigration remedies for battered women. For example, we have not only been able to prevent seemingly inevitable evictions and foreclosures, but we have also helped battered immigrant victims obtain legal status to apply for public and subsidized housing. We have been able to work with local housing authorities to ensure that battered immigrants without the necessary status to obtain public housing could apply based on the citizenship status of other household members, including minor children.

- Pisgah Legal Services, North Carolina

On average, LAV grantees handled 56,092 legal issues on behalf of victims/survivors during each six-month report period; 9,205 victims/survivors received help with more than one legal issue in each reporting period. The most common legal issues addressed by LAV-funded attorneys and/or paralegals were as follows: divorce (14,141 victims/survivors received assistance with this issue, on average, during each reporting period) followed by protection orders (11,799), child custody and visitation (10,750), and child support (6,769). These are critical areas for ensuring the safety of the victim and the victim's children, and for helping the victim to achieve personal and financial independence from the abuser.

Rural, Arrest, and STOP VAIW Program grantees also provided civil legal assistance (i.e., civil legal services provided by an attorney and/or paralegal) to an average of 2,412 victims/survivors during each six-month reporting period; these services are generally limited to assistance with protection orders.

Civil Legal Advocacy/Criminal Justice Advocacy

While the LAV Program focuses primarily on meeting the legal needs of victims/survivors by providing comprehensive legal services and legal representation, a number of other programs (Arrest, Rural, STOP VAIW, and Campus) also support

activities that address victims/survivors' needs in the criminal and civil legal systems. These programs fund both governmental victim assistants and non-governmental advocates to meet these needs. Victim assistants (also known as victim-witness specialists or advocates) working in law enforcement and prosecution offices support victims by explaining the criminal justice system and what victims can expect, assist with the preparation of victim impact statements, accompany victims to hearings or interviews, and notify victims of upcoming hearings and other events in the criminal case. VAWA grantees provided these types of services, referred to as *criminal justice advocacy* for purposes of this report, to an average of 26,602 victims/survivors during each of the four reporting periods.³⁸

The City of Gainesville, Florida, an Arrest Program grantee, placed a domestic violence victim assistant in the office of the domestic violence detectives. The victim assistant was thus able to respond to domestic violence calls alongside the law enforcement officers, and to offer immediate support and services to victims. The grantee reported that “[t]his has been a tremendous benefit to victims and to law enforcement. The victim receives immediate assistance to understand the process of the investigation and prosecution. With the support and understanding, the victims have been more cooperative and willing to pursue investigations and prosecutions.”

Non-governmental advocates may assist victims/survivors with the preparation of protection order applications, accompany victims/survivors to protection order or other civil or administrative hearings, and may also advocate for victims/survivors at administrative hearings on such issues as eligibility for Temporary Aid to Needy Families (TANF), food stamps, unemployment, and Social Security. This is referred to as *civil legal advocacy*. This type of service was provided to an average of 23,339 victims/survivors during each of the four reporting periods.

Orders of Protection

Civil orders of protection³⁹ are court-issued injunctions that prohibit or limit an offender's contact with the victim/survivor and proscribe further abusive behavior. Because they are initiated by the victim, and can be modified and even dismissed at the request of the victim, they provide victims/survivors with flexibility and a sense of control not present in the prosecution of a criminal case. Victims of intimate partner violence (IPV)⁴⁰ responding to the 2000 National Violence Against Women Study reported receiving protection orders after their most recent incidents of violence at the following rates: 17 percent for physical violence victims, 16 percent for rape victims, and 37 percent for stalking victims (Tjaden & Thoennes, 2000). While research on the effectiveness of protection orders in preventing reabuse is mixed, some studies have shown significant decreases in the probability of reports of abuse subsequent to the filing of a protection order (Carlson, Harris, & Holden, 1999), even if the final order was not granted (McFarlane et al., 2004), when compared with reports made prior to the protection order request.

³⁸Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

³⁹These orders may also be called restraining orders, anti-harassment orders, or sexual assault, domestic violence, or stalking protection orders.

⁴⁰ Intimate partner violence (IPV) and domestic violence are used interchangeably to mean violence that is committed by intimate partners.

Both attorneys and non-governmental advocates funded under OVW assist victims/survivors with protection orders, often meeting them for the first time at the courthouse or at a protection order hearing. Many victims/survivors prepare the protection order complaint by themselves and may not fully understand the law and what they are entitled to from the court. VAWA-funded attorneys and advocates, and other attorneys who have received training on sexual assault, domestic violence, dating violence, and stalking, are in a position to provide effective representation to women seeking protection orders. This is because they understand the dynamics of domestic violence, the strategies employed by batterers to intimidate and manipulate the victims, and the full range of relief to which the victim/survivor is entitled. This relief includes orders addressing child support, alimony, and custody, and in some jurisdictions may include restitution and relocation costs (Toolkit to End Violence Against Women, 2001).

LAV-funded staff provided assistance to an average of 11,799 victims/survivors seeking protection orders in each reporting period. Staff (e.g., advocates, law enforcement personnel, and prosecutors) from other OVW-funded programs provided assistance to victims/survivors who were granted 248,822 protection orders over the two-year period covered by this report.

One of the primary purposes of the Arrest Program, as the program's full name demonstrates, is to improve the enforcement of orders of protection. Without effective enforcement, an order of protection would be only a piece of paper. During the two years covered by this report, law enforcement agencies that received Arrest Program funding made 12,580 arrests for violations of protection orders; Arrest-funded prosecution offices disposed of 14,497 protection order violations, reaching convictions in 51 percent of those charges. Courts funded under the Arrest Program conducted post-conviction monitoring of offenders and disposed of 1,375 violations of protection orders by those offenders, imposing sanctions⁴¹ for 49 percent of those violations, and Arrest Program funded probation agents disposed of 2,031 violations of protection orders by probationers under their supervision and imposed sanctions for 59 percent of those violations. The topics of protection orders and enforcing protection orders (including full faith and credit) were each high on the list of most frequently reported training topics and policies developed or implemented by Arrest Program grantees, respectively. Tracking protection orders and protection order violations were two of the most frequently reported purposes of the data collection and communication systems for which Arrest Program grantees used grant funds.

⁴¹Sanctions included partial or total revocation of probation, fines, and/or added conditions.

Supervised Visitation and Exchange

For many battered women, leaving an abusive relationship does not end the abuse perpetrated by their ex-partners; in fact, leaving can escalate the risk or severity of the abuse. Studies show that it is not uncommon for violence on the part of the batterer to continue or escalate after separation (Fleury et al., 2000). When children are involved, this can be especially dangerous. When there are children, batterers will often use the court system to continue the abuse against their ex-partners, including fighting for custody or visitation rights (Saunders, 2007). In cases of domestic violence, during unsupervised visitations and exchanges, children are at higher risk of witnessing abuse or being directly abused by the abusive parent. In fact, supervised visitation practitioners report that batterers attempt to utilize many of the same classic battering tactics within the supervised visitation centers (Maxwell & Oehme, 2001). It is for these reasons that supervised visitation and exchange programs—with staff specifically trained and funded by OVW to work with families experiencing domestic violence—are so important to the ongoing safety of battered women and their children.

Supervised visitation and exchange services are designed with the safety needs of victims/survivors of sexual assault, domestic violence, dating violence, stalking, and child abuse in mind. They can provide a safe place for the child to interact with the non-custodial parent, while allowing minimum or no contact between the parents. Visitation centers have protocols in place so that custodial and non-custodial parents drop off and pick up their children for visits at staggered times, using separate entrances and exits. Many programs have multiple safety features in place such as security guards, cameras, and metal detectors at the entrances. Staff at supervised visitation centers may also be trained to recognize abusive tactics and disrupt them during the parent/child visit so that appropriate behavior is modeled for the child.

Supervised Visitation Program-funded centers work very closely with the communities that they serve. Programs are guided by collaborative advisory committees comprised of representatives from local community agencies, law enforcement, and the legal system. Through training and partnering with local judges, lawyers, GALs, and other court personnel, Supervised Visitation grantees have seen a growing use of court-ordered visitation and exchange services when domestic violence is found to be present.

Communication with the various courts has increased, resulting in judges crafting orders in partnership with the center at a higher level than before. The impact on the judges has been remarkable and one judge stated to visitation center staff that he "sees domestic violence all the time" in his cases now and wondered out loud if it was on the increase or if he was just more sensitive to it.

- Dallas County, Texas

The Supervised Visitation Program follows six guiding principles developed by the Supervised Visitation Program National Steering Committee in 2007. This multi-disciplinary group, which met over a three-year period, had national representation from domestic violence and child advocacy agencies, visitation and exchange centers, batterers intervention programs, mental health agencies, federal programs, educators, legal and judicial professionals, Supervised Visitation grantees, and

representatives from organizations with culturally specific points of view. The principles were then further enhanced by standards and practices making them practical for use by Supervised Visitation Program grantees. The six Guiding Principles are as follows:

- 1) Equal Regard for the Safety of Child(ren) and Adult Victims
- 2) Valuing Multiculturalism and Diversity
- 3) Incorporating an Understanding of Domestic Violence into Center Services
- 4) Respectful and Fair Interactions
- 5) Community Collaboration
- 6) Advocacy for Children and Adult Victims.

In 2002, the Office of Violence Against Women funded a four-year Demonstration Initiative for the Supervised Visitation and Safe Exchange grant program. Four demonstration sites were chosen: the State of Michigan; South Bay Area of California; City of Chicago, Illinois; and City of Kent, Washington. Each was asked to explore promising practices in the field of supervised visitation and safe exchange in cases where sexual assault, domestic violence, stalking, or child abuse was an issue. They developed and implemented policies, protocols, and practices that became national standards for OVW-funded Visitation Centers. These practices included increased collaboration efforts with community partners; increased awareness of, and responsiveness to, cultural needs; and improved and expanded security measures for the protection of the children, non-abusive parent, and center staff. Each site also performed safety audits in partnership with national technical assistance providers to measure the effectiveness of the programs. Following are excerpts from reports submitted by two of the demonstration sites:

As our clientele increases, so does the array of ways to use visitation for continued battering to present itself! During this reporting period, we have been reviewing our preliminary Safety Audit findings and working on developing a visual representation of the "continuum of access" so-to-speak. We have also begun working with the court to create an order specific to supervised visitation in DV cases that can be utilized when ordering to private providers or non-DV specific visitation programs. This order will address security, battering tactics, and safety for the protected party. We are also working with our local task force in an effort to create some kind of a monthly forum where advocates, batterers' intervention program providers, supervised visitation providers, court social workers, and others can thoroughly review specific (redacted) cases in order to identify how providers were or were not helpful. We are compiling information from our case files that can be used to show how visitation providers can be co-opted into the battering. This information will be used for future trainings as well.

- City of Kent, Washington

One of the things that appears to have been a great help through this grant has been the implementation of the consulting committee. Through this council, that meets quarterly with two subcommittee meetings in between, many key players have been educated about the issues of domestic violence, including FOC [Friend of the Court] workers, family court judges, attorneys, GALs, [Guardians ad Litem] and other visitation center staff. The multidisciplinary collaborative consulting committee developed a one-page referral that most of the

family court judges and FOC workers now utilize. [We] have increased communication between the Circuit Court and one of the county's District Courts. The District Court now has access to the Circuit Court's mainframe to see information about PPOs [Personal Protection Orders] and other civil matters when there is a domestic violence charge in front of the court.

- Michigan Department of Human Services

During each reporting period between July 2005 and June 2007, Supervised Visitation Program grantees provided services to an average of 3,148 families, including 4,740 children, 3,148 custodial parents and 3,148 non-custodial parents. During the two-year reporting period covered by this report a total of 63,588 one-on-one visits were provided and 60,046 supervised exchanges occurred. The majority of families (56 percent) were referred to the program by a family court order, and 85 percent had issues of domestic violence.

Shelter and Transitional Housing

Shelters provide essential services to women, men, and their children who are affected by domestic violence. Research indicates that domestic violence is strongly associated with homelessness (Browne & Bassuk, 1997). According to the National Coalition Against Domestic Violence (2008), there are currently over 2,000 shelters in the U.S. that serve battered victims and their children. They provide for the basic living needs of individuals such as shelter, clothing, and food. Shelters also provide victims with an opportunity to assess their situation and consider available assistance for creating a safe environment for themselves and their children. Over the past several decades, shelters have developed comprehensive residential and non-residential services. Shelters employ trained advocates and staff who are available to provide needed referrals, support, and guidance through the legal, social services, medical, and justice systems. Shelter programs also provide transportation, life-skills training, and services for children.

One study found that women staying in a shelter reported a reduction in the frequency and intensity of new violence (Berk, Newton, & Berk, 1986). Another study by Sedlak (1988) discovered that victims reported feeling less depressed and more hopeful after residing in a shelter for only two weeks. A more recent study found that overall, victims feel safer while residing in a shelter (Bennett, Riger, Schewe, Howard, & Wasco, 2004). Without funding, many victims and their children would have no place to turn, as illustrated in this statement by the Emmonak Tribal Council in Alaska: "Without this funding, the Yup'ik women with their children would be sheltering in the trees, in the smoke houses, steam baths or in trash bins."

According to the Gentle Ironhawk Shelter, funded by the Rural Program:

Before the Gentle Ironhawk Shelter opened in San Juan County, women traveled great distances to access shelter services. The nearest shelter to Blanding is 75 miles away in Moab, Utah, and over 100 miles from the Utah portion of the Navajo Reservation. Shiprock, New Mexico, houses another shelter (80 to 100 miles away), and a Kayenta, Arizona, shelter is 70-90 miles away from most areas. Access to these areas is by narrow, two lane highways.

The nearest commercial airline service with competitive rates and schedules is in Salt Lake City (300 miles), Albuquerque (310 miles) and Phoenix or Denver (over 400 miles). Gentle Ironhawk Shelter's Rural Grant has been one of the most effective outreach tools to offer battered women and children safety and services in this isolated area. Seventy percent of the victims reached through this initiative are accessing domestic violence, legal and shelter services for the first time ever.

- *Gentle Ironhawk Shelter*

Rural and STOPVAIW Program grantees provided emergency housing to an average of 3,255 victims and 4,224 of their family members during each reporting period and provided a total of 349,864 bed nights over the two-year reporting period.

While some victims may choose to return home after a stay in the shelter, others opt to remain on their own and require longer-term housing accommodations. However, securing housing is often a difficult task. In one study of women residing in a domestic violence shelter, over half of the women reported returning to the batterer due to economic hardships (Griffing et al., 2002). Another study of women residing in a shelter found that over 50 percent reported significant housing instability, citing the following: difficulty paying rent and utility expenses, overcrowded living conditions, harassment by current or former partner, and threat of eviction (Baker, Cook, & Norris, 2003).

In recognition of these challenges, Congress in 2003 authorized funding for transitional housing assistance and related support services to victims and their families⁴²; this funding was reauthorized and increased in VAWA 2005. Transitional housing is designed to bridge the gap between emergency and permanent housing and funded programs also offer supportive services to assist victims in developing self-sufficiency. Housing units are generally owned by the programs, but some programs rent the units or contract with local housing authorities. Programs may provide the housing at no cost to the victim or provide subsidies to offset the costs, and may pay all or portions of required deposits, utilities, and phone service. Residents are generally permitted to remain in the units from six months to two years, and are typically required to establish goals to work towards economic stability.

In addition to longer-term housing options, programs often provide a wide range of services including childcare, child development, financial assistance, therapy, life-planning, job and educational development, case management, peer counseling, and parenting groups. This story from the New Mexico Coalition Against Domestic Violence is a compelling illustration of the importance of transitional housing assistance:

A 33-year-old mother of two girls entered our shelter with just the clothes on her back. She had gone off drugs and alcohol when she learned that she was pregnant and had left her abusive partner to come into shelter. While with us, she maintained her sobriety and regularly attended a generic 12-step group at the shelter and started with an AA group in the community. She also attended our weekly domestic violence support/education group, and she and her little

⁴²This authorization was part of the Prosecutorial and Other Tools to End the Exploitation of Children Today (PROTECT) Act of 2003.

girls met with our staff counselor. We assisted our client with enrolling her youngest daughter in a therapeutic preschool and with implementing structure in the lives of both girls. We assisted her with becoming approved for housing, so she and her children are now reintegrated into the community in a new apartment, in a safe area within walking distance to a grocery store and other services. By the time she left, our client was making careful decisions based on her concerns for safety and stability in her and her children's lives.

- *New Mexico Coalition Against Domestic Violence*

Your Community in Unity Program describes below how funds for transitional housing have led to profound changes in the area served by their Rural Program grant:

We know that many women return to their abusers because they simply do not have the ability to afford housing for themselves and their children. This is especially true in rural areas where the women are often not just geographically isolated, but forbidden access to financial information, transportation, or communication with the outside world.

Because so many areas of the County are so extremely rural, women who have decided to leave their abusers have little choice but to relocate in Brigham City or Tremonton, a distance for many of over 120 miles. Without exception, women in this situation come to us with very little financial resources and employment capacity. With the combination of shelter residence while they find work, the rent and utilities support of the transitional housing program, and the subsistence support of the shelter in food, clothing, furniture, transportation, school and educational supplies, and household goods after leaving the shelter, we are seeing more and more of our clients leaving their abuser for good and begin the process of building safe and productive lives for themselves and their children. In the past, EVERY WOMAN coming from the extreme rural areas of the County returned to her abuser simply because she had no place to go after her time in the shelter had expired.

- *Your Community in Unity, Brigham City, Utah*

The Transitional Housing Program grantees served an increasing number of victims—from 957 victims (from June to December 2005, their first reporting period) to 3,765 victims (from January to June 2007), providing them with a total of \$2,827,929 in housing assistance⁴³ over the two-year period. Grantees provided victims the following categories of services with the greatest frequency during the most recent reporting period: case management (to 2,493 victims); housing advocacy (2,071); other victim/survivor advocacy (1,883); and counseling/support group (1,752).

⁴³This assistance consisted primarily of rental and utility expenses and also included the cost of relocation, household furnishings, and rental fees for security deposits, applications, and credit reports.

Criminal Justice Response

Law Enforcement: Identifying and Arresting Abusers

The research is increasingly clear: the first and most important role that law enforcement plays in responding to and preventing domestic violence is to identify domestic violence and its perpetrators. Victims of intimate partner violence do not generally report their initial victimization and typically suffer multiple assaults and/or related victimizations before they contact authorities and/or apply for court protection orders (Felson, Ackerman, & Gallagher, 2005; Harrell & Smith, 1996; Keilitz, Hannaford, & Efken, 1997). A Texas protection order study, not unlike others conducted across the country, found that 68 percent of the victims taking out orders had been physically abused by their partners in the two years prior to applying for a protection order (Carlson, Harris, & Holden, 1999). A Massachusetts arrest study similarly found that a majority of victims of intimate partner violence who called police reported that either the frequency or severity of ongoing abuse was increasing at the time before the call. A minority reported no increases in either frequency or severity of abuse, but increased controlling behaviors such as restrictions on freedom of movement, access to money, medical or counseling services, or social support (Buzawa, Hotaling, Klein, & Byrnes, 1999). The National Crime Victimization Survey (1992-2002), supporting these findings, documented that victims were more likely to report re-assaults than initial assaults (Felson et al., 2005). Women who have greater experience with the criminal justice system, especially those with protection orders, and/or those with more severe abuse histories, are also more likely to call police (Buzawa et al., 1999; Catalano, 2006; Holt et al., 2002).

If law enforcement fails to respond appropriately once called to the scene of a domestic violence incident, the research is also clear: victims are less likely to call again (Buzawa et al., 1999). However, if the response is appropriate and engenders victim confidence in law enforcement, victims are more likely to report future incidents (Davis & Maxwell, 2002; Davis & Taylor, 1997; Friday, Lord, Exum, & Hartman, 2006). Repeated victim contact by law enforcement officers assigned to specialized domestic violence units have been documented as particularly successful in significantly increasing the likelihood of victim reports of re-victimization and securing civil protection orders (Jolin, Feyerherm, Fountain, & Friedman, 1998; Lyon, 2002; Lyon, 2005).

A finding that arrest deters reabuse, whether suspects are employed or not, emerged from a major re-examination of a series of rigorous experiments in multiple jurisdictions. In none of the test sites was arrest associated with increased reabuse among intimate partners (Maxwell, Garner, & Fagan, 2001). An arrest study in Berkeley, California found that while arrests were associated with reduced reabuse, the highest reabuse rates were found where the responding officers left it to the victim to make a “citizen arrest” (Wordes, 2000).

Although not all victims want their abusers arrested, the vast majority of victims interviewed after the fact reported satisfaction with the arrest of their abuser, whether or not they initially favored arrest. In Massachusetts, 82 percent were either very or somewhat satisfied with the outcome of arrest; 85.4 percent said they would use police again for a similar incident (Buzawa et al., 1999). Other studies find similarly

high satisfaction rates (Smith, Davis, Nickles, & Davies, 2001). Even when police make arrests over victims' objections, the likelihood of victims reporting new abuse to police is not reduced (Apsler, Cummins, & Carl, 2003).

One of the major challenges facing law enforcement personnel in identifying and arresting offenders is that abusers often flee the scene before police arrive. Where tracked, absence rates range from 42 percent to 66 percent (Buzawa et al., 1999; Dunford, 1990; Hirschel, Buzawa, Pattavina, Faggiana, & Ruelan, 2007; Smith et al., 2001; Worden, 2001; Wordes, 2000). Pursuing abusers, beginning with the issuance of warrants, is associated with reduced re-victimization (Dunford, 1990). Abuse suspects who flee the scene are up to twice as likely to reabuse their victims as those arrested at the scene; similarly, those who subsequently default in court are more likely to reabuse their victims (Buzawa, et al., 1999; Dunford, 1990; Hartley & Frohmann, 2003). This fact increases the importance of chasing down and holding abusers accountable.

Research shows that specialized police domestic violence units not only increase victim contact and confidence, but also support evidence gathering. This has been shown to significantly increase prosecution, conviction, and sentencing of abusers (Jolin et al., 1998). Department call takers in specialized units tend to make more extensive inquiries, e.g., asking whether weapons are involved, whether children are present, if the suspect is on probation or parole or has a civil order lodged against him, or if he is drinking or drugging. The call takers advise callers to stay on the line until police arrive. Specialized law enforcement units have also been shown to be more likely to amass evidence that becomes useful to prosecutors (Townsend, Hunt, Kuck, & Baxter, 2006). Contrasting the work of a specialized police domestic violence unit with traditional patrol units, researchers documented in Mecklenburg County (Charlotte), North Carolina, for example, that the specialized domestic violence law enforcement unit collected evidence in 61.8 percent of its cases compared to only 12.5 percent collected by patrol officers. In addition, while 30 percent of victims handled by regular patrols declined to prosecute, only 8 percent of victims whose cases were handled by the specialized unit did so (Friday et al., 2006).

Intervention by specialized police domestic violence units is associated with a greater likelihood that victims will leave their abusers sooner—within four months, compared to 14 months for victims not receiving specialized police response (Jolin et al., 1998).

OVW has championed the aggressive pursuit and arrest of abusers, including, importantly, those absent from the scene when police arrive. OVW is responsible for the creation of specialized domestic violence police units in departments large and small across the country. For example, in 2005, the Lafourche Parish Louisiana Sheriff's Office received its first OVW grant, enabling the county to hire two full-time domestic violence law enforcement officers, one prosecutor, one victim services coordinator in the prosecutor's office, and a legal advocate in a community agency partnering with the criminal justice agencies. As suggested by the research, the specialized police response dramatically increased domestic violence arrests. The Sheriff, whose parish has a population of almost 95,000, arrested only 89 individuals for domestic violence in 2004; after OVW funding, between 2005 and 2007, arrests averaged 225 a year, an increase of more than 150 percent.

The Sheriff was also able to expand efforts to assist victims seeking safety through protection orders. Before grant funding, the number of victims assisted with protection orders was four to five a month. The number quadrupled to over 20 a month after funding was received. Increases in the number of arrests and of victims seeking orders also led to an increase in the number of Crime Victim Reparation applications filed on behalf of victims to help them recover monetary losses resulting from their abuse.

OVW grants enabled Pima County (Tucson), Arizona law enforcement officials to remove warrants from the file cabinet and serve them on the streets, rounding up dangerous abusers for prosecution. To accomplish this, the Domestic Violence Unit of the Pima County Probation Department, in collaboration with local police and deputies, assembled a specially trained team that addressed the backlog of 150 probation absconders. Before grant funding, half of these absconders would have eventually been arrested on these warrants only *after* they were arrested for a new domestic violence offense. Between March and June 2007, however, the police/probation arrest team conducted 16 warrant raids and arrested 23 domestic violence offenders on either probation or bench warrants. Domestic Violence detectives arrested another 94 on warrants, and another 20 suspects surrendered themselves after learning they had been targeted by police.

During each reporting period covered by this report, an average of 108 OVW grantees used funds for law enforcement activities. These grantees hired an average of 129 law enforcement officers and used funds to support an average of 91 specialized law enforcement units. Between July 1, 2005 and June 30, 2007 grantees trained 78,926 law enforcement officers, and law enforcement officers in Arrest Program-funded agencies responded to 592,707 calls for assistance from domestic violence victims, arresting more than 107,166 predominant aggressors and referring 118,878 cases to prosecutors. During the most recent reporting period (January 1-June 30, 2007), 524 grantees engaged in CCR-related meetings with law enforcement agency staff.

Prosecution: Enhancing Effective Prosecution of Abusers

Providing police and prosecutors with the tools, resources, and expertise to correctly identify specific domestic violence offenses and enhance charges and sentences consistent with statutes is essential. Research suggests that reaching out to victims, coupled with the proper charging of abusers, followed by rigorous prosecution, safeguards victims and their children from further abuse and reduces overall recidivism by criminal abusers. While simply prosecuting without regard to the level of risk that specific abusers pose has not been shown to deter further criminal abuse, (Belknap, Graham, Hartman, Lippen, Allen, & Sutherland, 2000; Davis, Smith, & Nickles, 1998; Fagan, Friedman, Wexler, & Lewis, 1984; Friday et al., 2006; Gross et al., 2000; Hirschel et al., 2007) a number of studies have found that prosecution can reduce subsequent arrests and violence (Ford & Regoli, 1992; Garner & Maxwell, 2008; Gover, MacDonald, & Alpert, 2003; Jolin et al., 1998; Tolman & Weisz, 1995; Wooldredge, 2007; Wooldredge & Thistlewaite, 2005). The key to reduced reabuse is not prosecution per se, but prosecution that affords meaningful sanctions in direct proportion to offender danger. For example, a Toledo, Ohio court study found that conviction with more intrusive sentences—including jail, work release, electronic monitoring and/or probation—was significantly associated with

reduced rearrests for domestic violence (23.3 percent) when compared with less intrusive sentences of fines or suspended sentences without probation (66 percent) (Ventura & Davis, 2004).

Another study of 683 defendants in Hamilton County (Cincinnati), Ohio similarly confirmed that sentence severity was significantly associated with reduced recidivism, especially for unmarried defendants (Thistlewaite et al., 1998). Similar research, which examined the cumulative effects of arrest followed by prosecution and court dispositions, including those with batterer treatment, found reductions in reabuse to be associated with greater post-arrest criminal justice involvement (Murphy, Musser, & Maton, 1998; Syers & Edleson, 1992). A study of almost 2,000 domestic violence defendants in Alexandria, Virginia found that repeat offenders, followed over a period of almost four years, were more likely to have had prior criminal history and to not have been sentenced to incarceration for domestic violence arrests. This finding led researchers to recommend jail sentences for domestic violence defendants with any prior criminal history (Orchowsky, 1999).

As with specialized law enforcement units, specialized domestic violence prosecution units have been found to be particularly valuable in promoting effective prosecution of abusers. These specialized prosecution programs generally include fast track scheduling (thereby reducing victim vulnerability pending trial); increased victim contact pending trial; and victim-friendly proceedings that remove, as much as possible, victim involvement with the mechanics of prosecution. These activities contrast with jurisdictions where studies indicate some prosecutors treat victims like civil claimants, requiring, for example, victims to sign complaints in order to file charges (Worden, 2001). While victims most commonly reported fear of retaliation as a barrier to their participation in prosecution, a three-state study found that the fear was reduced in sites with specialized prosecution programs, increased victim advocacy, and specialized domestic violence courts (Harrell, Castro, Newmark, & Visher, 2008).

Jurisdictions with specialized domestic violence prosecution programs generally support the highest rates of successful prosecution (Smith et al., 2001) largely because of prosecutors' commitment to proceed. Supporting the contention that prosecutorial determination is a powerful predictor of prosecutorial success, a large Ohio court study found that the amount of time prosecutors spent with victims preparing the case was positively associated with successful prosecution. The same study also found that high prosecution caseloads were negatively associated with successful outcomes (Belknap et al., 2000).

A study of specialized prosecution programs in Oregon and Washington found that increased use of evidence-based prosecution dramatically increased conviction rates and reduced case processing time in spite of an initial increase in the demand for trials. In Everett, Washington, dismissal rates decreased by more than half—from 79 to 29 percent; guilty findings increased from 10 to 53 percent, even though diversion increased from 2 to 22 percent; processing time declined from 109 days to 80 days; trials increased from 1 to 10 percent; and conviction rates at trial were 80 percent. In Klamath Falls, Oregon, only 10 to 20 percent of cases were screened out by prosecutors. Dismissals dropped from 47 to 14 percent and convictions rose from 47 to 86 percent after prosecutors adopted a “no drop” prosecution policy for domestic violence cases. Unlike Everett, diverted cases dropped from 6 percent to none. Trials

rose from 1 to 13 percent, with prosecutors winning 63 percent of the cases (Smith et al., 2001).

OVW funding, which has encouraged the establishment of specialized domestic violence prosecution units, is enabling rural and metropolitan jurisdictions and entire states to reach out to victims and to charge and enhance charges for repeat abuse, resulting in both increased felony prosecutions and increased sanctioning of convicted, abusers, as illustrated in the examples of grantee programs that follow.

Before receiving OVW funding, Strafford County, New Hampshire, with a population of just over 100,000, prosecuted domestic violence cases in more than a dozen small communities through reliance on local police officers with very limited resources. There was no central database to track cases across town lines and no way to track domestic violence cases, since they were combined with all other misdemeanors. As a result, neither domestic violence cases nor their victims generally received special attention. With little specialized domestic violence training offered dual arrests were common, compromising subsequent prosecution. Protection orders were often unserved, and no special release conditions were requested by local police or imposed by judges for arrested abusers. Consequently, witness intimidation and tampering further compromised successful prosecution. After OVW funding, the County prosecutor centralized all domestic violence prosecutions for the county's 13 police departments, the county sheriff's office, and the area's State Police troop. As a result, domestic violence prosecutions increased substantially to 1,000 in 2007.⁴⁴

The borough of Queens in New York City, with a population greater than the entire state of New Hampshire, has experienced similar domestic violence prosecution transformation with similar positive outcomes. Funded by OVW since July 2003, the Queens District Attorney has established a Domestic Violence Bureau, consisting of more than a dozen assistant prosecutors and several paralegals, solely dedicated to the prosecution of domestic violence. The special unit has been able to provide for vertical prosecution, with one prosecutor handling a case from inception through disposition. This reduces the burden on both victims and investigators, keeping them from having to repeat their stories over and over. It has also resulted in increased conviction rates and reduced dismissal rates. Since the establishment of the Bureau, conviction rates have exceeded 60 percent (with the rate 80 percent if "Adjournments in Contemplation of Dismissals" are included).⁴⁵ The rate is even higher (83.4 percent) when prosecutors have been able to reach out to victims early in the process, which they have done in over half of the cases. As a result of the establishment of the special Bureau, cases are being disposed of more quickly than before with a median of less than 60 days to disposition; this contrasts with typical lag times of six months to a year (Buzawa et al., 1999). In the year before the specialized domestic violence prosecution bureau was formed, the Queens District Attorney's Office had a 32 percent misdemeanor conviction rate: that rate has nearly doubled to 63 percent.

OVW funds have also allowed law enforcement officers, prosecutors and courts across the country to make effective use of modern technology. Immediately

⁴⁴It is not possible to compare these figures to previous levels of prosecution because the courts did not separate out domestic violence cases, but it is reported that very few cases were prosecuted and, in any case, prosecution of 1,000 cases in a jurisdiction with a population of 100,000 is a very high rate.

⁴⁵Adjournments in Contemplation of Dismissals represent conditional discharges if the defendant remains arrest free and complies with various court conditions.

following an arrest, New York police can now transmit crucial information electronically to prosecutors for use in bail hearings and case prosecution. Digital photographs taken by officers at the scene can be automatically sent via a secure line to the Queens prosecutors within hours of the arrest and can be printed out in time to be shown to the presiding judge at the arraignment as part of a bail application. Similarly, digital recordings of 911 calls can be sent directly to the prosecutor assigned the case by the police within hours of an arrest. Most recently, the prosecutor acquired access to the New York Police Department's Domestic Incident Report database, allowing prosecutors to become informed as soon as cases are filed.

The Bureau has also developed special efforts to enhance its response to stalking, including collaboration with Safe Horizon, the state's first victim assistance agency tailored for victims of stalking, instrumental in the passage of New York's stalking law. Since grant funding began, prosecutors have proceeded against an average of 58 stalkers per year. This represents more stalking prosecutions than the total number of individuals arrested for stalking across the entire state of Florida or Tennessee in 2005.

The Summit County (Akron), Ohio Prosecutor's Office, funded since October 2003, has been able to greatly increase evidence-based prosecution, including cases where victims recant or are not present to testify in court. The office hired an additional prosecutor to handle some of the most labor intensive cases in which the victims had recanted; this gave overburdened prosecutors more time to spend on the remaining domestic violence docket of cases. The office also hired an administrative assistant who routinely provided prosecutors with transcripts of 911 calls, prior testimony, and jail phone calls—essential ingredients of successful evidence-based prosecutions—in a timely manner.

By 2006, the project reported the successful centralization of its felony domestic violence prosecution program, with three prosecutors implementing a new domestic violence grand jury protocol that dramatically reduced the number of remands and “no bills” returned by grand juries. The domestic violence unit's full-time trial prosecutor handled 52 cases within nine months in 2006; she disposed of 48 of those cases and conducted seven jury trials that resulted in five convictions and two acquittals. She obtained convictions in 81 percent of the cases, which were almost all felonies. Overall, in 2006 the Domestic Violence Unit conducted 45 trials, mostly of felony cases, and prevailed in 69 percent of them. The success of this prosecution unit is even more impressive considering that data from 2005 indicated that victims in 52 percent of the trials were identified as either missing or “uncooperative.”

By 2007, the unit was further centralized with four full-time prosecutors assigned domestic violence cases in two courtrooms each. Based on its success, the County provided half of the unit's funding. In 2007, the Office indicted 399 defendants on felony domestic violence charges. As of January, 2008, 340 of the cases were disposed of, with a 96 percent conviction rate. In obtaining these rates, prosecutors did not compromise victim safety by allowing high risk defendants to plead to lesser charges or for lesser sentences; 88 percent of the convictions were for felonies. Almost half of all sentenced abusers were imprisoned. Sentences ranged from five years for felonious assault to 23 years to life for an abuser convicted of murder. Before federal funding in 2003, only ten domestic violence cases were tried, and only four ended in guilty verdicts. During the first full year of funding, when the

specialized prosecution unit was being established, there were still only 22 trials with a conviction rate of only 59 percent. By 2007 that number has quadrupled and the guilty verdicts almost doubled.

Complementing the increase in criminal prosecutions, victims obtaining civil protection orders increased from 303 in 2003, before OVW funding, to 813 in 2007 with a 70 percent victim return rate to obtain orders up to five years. Research has shown that such high victim return rates reflect victim perceptions of order efficacy and court support (Ptacek, 1999).

During each reporting period covered by this report, an average of 80 OVW grantees funded prosecution activities, hiring an average of 79 prosecutors. Between July 1, 2005 and June 30, 2007, OVW grantees trained 6,421 prosecutors, and prosecutors in Arrest Program-funded agencies received 200,379 sexual assault, domestic violence, and stalking cases for prosecution. Charges were filed in 80 percent of the cases and 215,024 charges were disposed of, with 89,147 of those charges resulting in pleas or convictions. During the most recent reporting period (January 1-June 30, 2007), 464 grantees engaged in CCR-related meetings with prosecutors' offices.

Courts: Improving Accountability for Abusers

Successful and effective prosecution of domestic violence is augmented in jurisdictions where courts have consolidated domestic violence calendars and increased both pre- and post-conviction supervision of defendants. A 2004 study found 160 jurisdictions across the country with specialized domestic violence courts. The majority of these courts had the following traits in common: 1) effective management of domestic violence cases, coordinating all of the cases involving the relevant parties, and integrating requisite information for the court; 2) specialized intake and courts staffing for domestic violence cases; 3) improved victim access, expedited hearings, and assistance for victims by court staff, often assisted by related, specialized, vertical domestic violence prosecution units; 4) court processes to ensure victims' safety, from court metal detectors and separate waiting rooms to specialized orders and victim referrals; 5) increased court monitoring and enforcement of batterer compliance with court orders, often exercised by related specialized probation supervision units; 6) consideration of children involved in domestic violence; and 7) enhanced domestic violence training for judges (Keilitz, 2004).

Recent research has shown that specialized domestic violence courts are associated with decreased reabuse and reoffending in general. A study of Milwaukee's OVW funded domestic violence court, for example, found arrests halved for domestic violence defendants sentenced to probation after court reform, compared to those sentenced to probation before reform. Re-arrest for abuse dropped from 8 percent to 4.2 percent. The average number of new arrests for all crimes also dropped significantly. Researchers posit that one of the prime explanations for the drop was a corresponding rise in the use of incarceration as a result of increased court monitoring and enforcement of probationary conditions (Harrell, Schaffer, DeStefano, & Castro, 2006). Studies also found reduced reabuse rates at one other OVW-funded domestic violence court in Dorchester, Massachusetts over 11 months, but not in the third OVW-funded domestic violence court in Ann Arbor, Michigan (Harrell et al., 2008).

In all three sites, however, researchers found the courts were most effective with 18 to 29-year-old offenders with seven or more prior arrests, a population widely agreed by researchers to be among the most likely to reabuse and be arrested for non-domestic violence offenses (Buzawa et al., 1999; Davis et al., 1998; Friday et al., 2006; Gondolf, 2000; Heckert & Gondolf, 2000; Heckert & Gondolf, 2004; Hirschel et al., 2007; Klein, 1996; Klein et al., 2005; Rempel, Labriola & Davis, 2008; Macmillan & Kruttschnitt, 2005; Newmark, Rempel, Diffily, & Kane, 2001; Orchowsky, 1999; Puffett & Gavin, 2004; Ventura & Davis, 2004; Wordes, 2000).

At least three other studies of specialized domestic violence courts have found small but significant reductions in reoffending (Goldkamp, Weiland, Collins, & White, 1996; Gover et al., 2003), including the San Diego Superior Court, where rearrests dropped over one year from 21 to 14 percent (San Diego Superior Court, 2000).

Domestic violence courts are also associated with an increase in convictions and a decrease in dismissals (Davis, Smith, & Rabbitt, 2001; Harrell et al., 2006; Henning & Klesges, 1999; Newmark et al., 2001). In Cook County, for example, the four misdemeanor domestic violence courts significantly increased the likelihood of victim appearance over general courts: 73 percent compared to 40 percent in general courts. This, in turn, correlated with increased conviction rates of 73 percent compared to 22.9 percent in general courts. Specialized courts succeeded in holding abusers substantially more accountable, increasing the likelihood of jail for dangerous abusers from 6.7 to 31.3 percent (Hartley & Frohmann, 2003).

Although domestic violence victims generally rate their court experiences highly, they rate domestic violence courts even higher (Eckberg & Podkopacz, 2002; Gover et al., 2003; Hotaling & Buzawa, 2003). One study found 75 percent of victims declaring that they would be more likely to report future violence if a domestic violence court was available to them (Smith et al., 2001). One of the reasons for victim preference for domestic violence courts may be court linkage with increased victim services and advocacy referrals (Harrell et al., 2008; Henning & Klesges, 1999; Newmark et al., 2001). That may be the reason that the District of Columbia Domestic Violence Court was associated with an increased rate of civil protection order retention from 40 to 55 percent (Steketee, Levey, & Keilitz, 2000). Domestic violence courts are also associated with more efficient processing of cases (Peterson & Dixon, 2005). Research finds that domestic violence courts both increase offender compliance with court-ordered conditions and increase the penalties for non-compliance (Harrell et al., 2006; Newmark et al., 2001).

OVW funding has helped increase the number of domestic violence courts, creating new specialized domestic violence courts as well as expanding and improving existing domestic violence courts. Beginning in 2000, OVW's Judicial Oversight Demonstration Project developed, funded, and tested the most promising practices of three model domestic violence courts in Dorchester, Massachusetts; Milwaukee, Wisconsin; and Ann Arbor, Michigan. Extensive evaluations have helped expand understanding of their efficacy. There are numerous examples of other domestic violence courts funded by OVW (and often growing out of earlier OVW efforts to enhance victim services, effective law enforcement, prosecution, and probation programs) around the country.

Since 2005, OVW funding has enabled the Kalamazoo prosecutor to increase both the number of domestic violence prosecutions and the conviction rate; convictions rose from less than 50 percent before funding to 66 percent in 2006, and to 68 percent the following year. In addition, the prosecutor's office began prosecuting personal protection order violations, quickly achieving a 100 percent conviction rate and sending all violators to jail for a minimum of two days to a maximum of 93 days. To maintain its momentum, OVW grant activities culminated in August 2007 with the establishment of Kalamazoo's Domestic Violence Court.

In March 2007, OVW funding helped establish Pima County, Arizona's first domestic violence court. This is an example of the growing collaboration among the criminal justice agencies in the county to hold domestic violence abusers accountable and protect victims. For the first time, all county misdemeanor domestic violence cases are being arraigned by one judge. This judge, along with the County attorney, determines the high risk abusers who will be assigned to the special court and the lower risk abusers who will be handled by other judges. The domestic violence court features regular case review hearings and graduated sanctions for noncompliance. The centralization of cases means that prosecutors have complete files and are better able to hold offenders accountable in sentencing.

The Idaho Supreme Court used OVW funds to develop domestic violence courts in the counties of Bonneville, Jefferson, and Bannock. As of 2007, two more Idaho counties, Bingham and Madison, were in the process of developing domestic violence courts. New York State Unified Court System has created domestic violence courts in whole or in part with OVW funds or with OVW grantees in 22 counties within their unified court system. The Ingham County Prosecutor's Office in Michigan used OVW funding to hire a probation officer and to create a domestic violence court, allowing for the needed monitoring of offenders and the prompt hearing of cases.

OVW funds have also been used to provide needed staff for domestic violence courts. McHenry County Sheriff's Office, Illinois, used OVW funds to hire advocates to staff the domestic violence court and assist victims. In the first six months of 2007, they accompanied 2,500 women and children to court. Advocates also assisted 500 victims in obtaining protection orders in the court and accompanied 5,500 women to court for dispositions of orders of protection. A Spanish-speaking advocate, also funded by OVW, ensured that Latino women and children received assistance.

In Alabama, OVW funding enabled Jefferson County Sheriff's Office to hire a full-time court coordinator who screens, supervises, and transfers cases of convicted abusers from municipal court to a specialized domestic violence court. OVW funding has also enabled the new court to develop a tracking system for identifying repeat offenders.

An average of 32 OVW grantees funded courts during each reporting period. Between July 1, 2005 and June 30, 2007, OVW grantees trained 12,477 court personnel. During the same time period, courts receiving Arrest Program funds handled more than 242,311 sexual assault, domestic violence, stalking, and/or related charges, two-thirds of which were domestic violence misdemeanors; 50 percent of

the charges disposed of resulted in convictions.⁴⁶ These court programs engaged in post-conviction monitoring of 14,885 defendants and conducted 29,050 individual review hearings. During the most recent reporting period (January 1- June 30, 2007) 460 grantees engaged in CCR- related meetings with the courts and 76 grantees from the STOP VAIW and Rural programs engaged in these meetings with tribal courts.

Probation: Monitoring Convicted Abusers

The dramatic increase of arrests and successful prosecution of domestic violence perpetrators, accelerated in many jurisdictions by OVW funding, has resulted in increasing the number of abusers sentenced to probation. In far too many jurisdictions around the country, however, abusers who are convicted of misdemeanors experience unmonitored “bench” or unsupervised probation. Actual enforced, supervised probation is often limited to felons and only a limited number of select misdemeanants (Klein, 2004).

Probation supervision of convicted abusers, especially misdemeanants, matters. It matters in terms of offender accountability and, more importantly, victim as well as public safety. Research suggests that specialized domestic violence supervision programs effectively reduce reabuse and rearrests in general, hold offenders more accountable, and provide assistance to victims. In addition to a statewide analysis of specialized and traditional probation supervision programs for abusers across the state of Rhode Island (Klein et al., 2005; Klein & Crowe, 2008), other studies also suggest that supervising convicted offenders reduces the likelihood of reabuse and new offenses in general (Murphy et al., 1998; Syers & Edleson, 1992).

There are several essential ingredients for effective probation supervision of domestic violence perpetrators (Klein et al., 2005; Klein & Crowe, 2008). First, the supervision must be victim-focused: the primary goal of the supervision must be victim protection. This requires periodic probation officer contact and communication with victims. This, in turn, requires a paradigm shift away from traditional approaches to probation, which tends to be offender, not victim, focused.

Second, there must be strict monitoring of all probationary conditions, including attendance and satisfactory compliance with assigned batterer intervention programs. Significantly, while the research is decidedly mixed regarding the efficacy of batterer treatment programs (Babcock, Green, & Robie, 2004; Feder & Wilson, 2005), there is consensus that referred abusers who are unwilling or unable to complete these programs are significantly more likely to reabuse than those who complete them (Babcock & Steiner, 1999; Chen, Bersani, Myers, & Denton, 1989; Dobash R., Dobash R.E., Cavanagh, & Lewis, 1996; Edleson & Grusznski, 1988; Gondolf, 2005; Gordon & Moriarty, 2003; Puffett & Gavin, 2004). In other words, these programs provide important red flags, singling out those abusers too dangerous to remain in the community without further controls. By tightly monitoring programs, probation officers can bring noncompliant abusers back to court for further sentencing before the probationers’ victims are reabused.

⁴⁶This figure includes deferred adjudications.

Third, specially trained probation officers must provide face to face supervision of abusers. This can take the form of periodic office visits or home or work visits, scheduled or unscheduled. The officers must understand the dynamics of abuse and the special federal firearm prohibitions that automatically attach to any convicted or court restrained abuser⁴⁷ as well as relevant specific state statutes (Klein, 2006).

A study of a specialized domestic violence probation supervision program in Rhode Island found that specialized probation supervision resulted in significantly reduced recidivism compared to traditional probation of domestic violence probationers, but only for lower risk abusers, older abusers with limited prior criminal histories (Klein et al., 2005). Among probationers with limited prior criminal histories who had not previously been sentenced to probation for domestic violence, the recidivism rate over a one-year period for abusers supervised by the specialized domestic violence supervision unit for both reabuse and all other crimes was 46 percent compared to 60 percent for those minimally supervised in mixed caseloads by regular, non-specialized probation officers (Klein et al., 2005; Klein & Crowe, 2008). In another large study, researchers emphasized the crime control effects of probation over treatment alone or jail alone (Garner & Maxwell, 2008).

In Milwaukee, at one of OVW's judicial oversight demonstration courts, increased probation monitoring saw a large increase in probation revocations, 27 percent compared to 2 percent before OVW funding. Most of the violations (70 percent) were for technical violations such as failure to attend batterer programs (Harrell et al., 2006). As a result of tight judicial monitoring and enforcement of release conditions, Milwaukee probationers spent 13,902 days confined, compared to 1,059 days they spent confined before OVW funding of the domestic violence court demonstration project. In other words, those sentenced by the special domestic violence court had less time on the streets to reabuse and reoffend (Harrell et al., 2006).

OVW grants have resulted in the Pima County (Tucson), Arizona probation department reaching out to victims, an essential ingredient for the effective supervision of abusers. Teaming up with the Brewster Center, a victim advocacy agency, probation now offers support and services to victims of domestic violence probationers. As a result of providing victim-focused probation, the department is the recipient of valuable information that only victims can provide. Fearful of threats made by her abuser, for example, a probationer's victim not only reported the threats made but provided probation the intelligence necessary for probation to arrest the abuser in a local bar before the probationer could carry out his threats to the victim. Prior to connecting with the probationer's victims, the abuser in question would have been brought to the attention of probation only *after* he was arrested for carrying out his threats.

Focusing on victims, along with increased supervision of probationers, has dramatically increased probationer accountability. In the two years covered by this report, the revocation rate has fluctuated between 30 and 50 percent, typical only of probation departments with high enforcement.

⁴⁷18 U.S.C. §§ 922 (g)(1-7), (8) & (9)

As a result of OVW funding, the Lincoln County, Washington District Attorney hired a misdemeanor domestic violence probation officer and for the first time misdemeanor offenders, specifically domestic violence offenders, have been supervised on probation. Judges in the jurisdiction have authorized the domestic violence probation officer to impose additional conditions of probation as necessary throughout the probationary term. This has meant that domestic violence probationers are now required to do more than simply attend batterer programs. The intensity of probation monitoring and enforcement is confirmed by the high percent of probationers whose probationary sentences have been fully or partially revoked for non-compliance with court conditions or new abuse.

An average of 43 OVW grantees funded probation activities during each of the reporting periods covered by this report. Between July 1, 2005 and June 30, 2007 OVW grantees trained 7,838 corrections personnel which includes probation officers. During the same two-year time period, Arrest Program-funded probation agencies had 269,608 contacts with offenders and 34,869 contacts with victims. They disposed of 12,182 probation violations, of which 3,449 resulted in probation revocation and incarceration and 2,318 resulted in partial revocation. During the most recent reporting period (January 1-June 30, 2007) 376 grantees engaged in CCR-related meetings with corrections personnel.

Historically Underserved and Other Vulnerable Populations

Violence against women affects all populations in all areas of the United States. However, some groups are reported to be more vulnerable and to experience higher rates of violence than others (Field & Caetano, 2004). Unfortunately, research has not provided the necessary attention to many groups including ethnic, religious, and other vulnerable and historically underserved populations. It is understood that experiences of sexual assault, domestic violence, dating violence, and stalking may differ significantly in regard to the types of violence used or control exerted, appropriateness of help-seeking, gender roles, and social values. How a victim perceives and manages their experiences with violence may often reflect cultural and social norms, opportunities, and restrictions (Campbell, Sharps, Gary, Campbell, & Lopez, 2002).

This section addresses these underserved and vulnerable populations, presenting relevant research and program information on the following groups and ethnicities: American Indians and Alaska Natives, immigrants and refugees, women with disabilities, older women, children and youth, young adults/women on campus, and women living in rural areas. These groups have been chosen for discussion because they experience higher rates of victimization and often face challenges and barriers to receiving assistance and support to address their victimization. In response to these problems, Congress has authorized VAWA funding that focuses specifically on these historically underserved groups and the unique challenges they face. In each six-month reporting period with all grantees reporting, OVW grantees served the following victim/survivors from the groups discussed in this section of the report (numbers presented are averages per reporting period)⁴⁸: 6,742 victims/survivors

⁴⁸Victims/survivors were reported in all race/ethnicity categories that applied, but were only reported once in each of the categories.

who were reported in the category American Indian and Alaska Native; 2,891 victims/survivors who were 60 years of age or older; 6,034 victims/survivors with disabilities; 14,034 victims/survivors with limited English proficiency; 13,260 victims/survivors who were immigrants, refugees, or asylum seekers; and 41,686 victims/survivors who live in rural areas.

American Indians and Alaska Natives

Studies indicate that American Indian and Alaska Native women report higher rates of victimization than women from any other ethnic or racial background (Luna-Firebaugh et al., 2002; Rennison, 2001; Tjaden & Thoennes, 2000). However, accurate lifetime prevalence rates within or between American Indian groups do not currently exist (Chester, Robin, Koss, Lopez, & Goldman, 1994). In an effort to address this gap, the reauthorization of the VAWA of 2005 charged the National Institute of Justice with conducting a study to obtain the incidence rate of injuries and homicides resulting from sexual assault, domestic violence, dating violence, and stalking committed against American Indian and Alaska Native women. Findings that have been published in the last 25 years indisputably provide the impetus for acknowledging intimate partner violence (IPV) as a serious issue for American Indian and Alaska Native women.

The National Crime Victimization Survey, as reported by Rennison, (2001) revealed that rates of domestic violence per 1,000 women varied significantly by race; rates among American Indian women are much higher (23.2) than rates among Black (11.2), White (8.1), and Asian women (1.9) A study conducted with 1,368 American Indian women from six tribal nations found that nearly half of the women had reported physical assault and 80 percent were reportedly committed by an intimate partner (Yuan, Koss, Polacca, & Goldman, 2006). A survey of American Indian women between the ages of 18 and 77 years old found that 65 percent had experienced some form of interpersonal violence with 40 percent reporting a history of domestic violence (Evans-Campbell, Lindhorst, Huang, & Walters, 2006). Bohn (2003) conducted a study examining lifetime physical and sexual abuse. He found that almost 90 percent of the women had been physically or sexually abused in their lifetime and that two-thirds had been abused by multiple perpetrators. A more recent study of a program serving seven tribes in San Diego County discovered that both the social service providers and the consumers of services at the health clinic estimated the prevalence rate of domestic violence to be between 80 and 90 percent (Jones, 2007).

Efforts to protect these victims/survivors are complicated by the fact that many live in isolated communities and may not have access to telephones, transportation, or emergency services; in addition, criminal justice resources and legal assistance are often limited. Getting to or receiving services can often be tremendously challenging. For example, the Rosebud Reservation in South Dakota has a population of 24,000 residing within 922,000 acres. Alaska is home to 165 tribal nations that are “off-road” (Office on Violence Against Women, 2007). As reported by one advocate from an Alaskan Village during her testimony:

The nearest village is 20 river miles away...Law enforcement is out of Antioch which is only accessible by plane. They address 19 communities and villages and there are only two officers. Many

women just won't call. Between 1989 and 1998, our domestic violence cases increased by 122 percent. There are 95 tribes with no form of law enforcement. Murder and suicide are becoming common occurrences.

These situations render it difficult to know when intimate partner violence is occurring and to respond in a timely manner (Jones, 2007).

The matter of jurisdiction in Indian Country can often pose a significant barrier. Determining the appropriate agency to respond to an incident on tribal lands can be extremely confusing. In many areas there is an overlap of jurisdiction between tribal justice systems and local, state, and federal law enforcement. This confusion can result in serious delays in responding to crimes committed or worse, in no response at all.

Finally, strategies to address violence against American Indians and Alaska Natives must be culturally responsive. American Indians are a diverse group represented by over 560 federally recognized tribes, of which, 229 are Alaska Native villages with an estimated combined population of 2.5 million (U.S. Census Bureau, 2007). Each tribe reflects a unique combination of history, geographic location, language, socioeconomic conditions, and retention of traditional spiritual and cultural practices (Hamby, 2000).

The STOP VAIW Program provides funds to tribes for the development and support of programs, staff, training, policies, and codes in an effort to reach and serve American Indian and Alaska Native victims/survivors of sexual assault, domestic violence, and stalking. This funding has often been the impetus for significant changes in tribal communities. A compelling illustration of this is from the Hannahville Indian Community, which reported the following:

We have no other funding source that will allow us to build the infrastructure necessary to seriously respond to the crimes of sexual assault, domestic violence and the stalking of Indian women. You can have the best domestic violence and sexual assault response shelter in the world but that alone will do nothing to impact the level and frequency of violence against Indian women if partner responders do not understand the need for victim safety and offender accountability. Success cannot be measured solely by the number of victims you serve but must include the numbers that are empowered to address these crimes as community problems and not the problems that victims are faced with. This funding allows us to instigate change and educate an army to help in this fight. No other funding allows us to concentrate solely on the needs of Indian women and return to them a sacred role that is their birthright to hold. I have worked for this community for 10+ years. When I started here we had no hope of getting any federal response to the needs of Indian women. Consequently, women didn't even report the rapes that were happening to them because they feared being put on trial. That fear was real, they were put on trial. They were put on trial while their assailants partied, walked free and raped their best friends for practice. This funding opened the possibility of justice where none had existed. It gave the leadership in this community the opportunity to support a project that allowed us to define what justice meant. The federal responders at the beginning of this project had the passion and expertise and lack of ego to see it as

one of the most important opportunities to come into Indian Country in a long time.

- Hannahville Indian Community, Michigan

STOP VAIW grantees reported serving an average of 2,835 victims/survivors in each six-month reporting period between July 1, 2005 and June 30, 2007.⁴⁹ The most common categories of services provided were victim advocacy, crisis intervention, transportation, individual/group support, criminal justice advocacy, civil justice advocacy, civil legal services, and hospital accompaniment. All discretionary grant programs reported serving an average of 6,742 victims/survivors and 3,348⁵⁰ other family members who identified as American Indian or Alaska Native during each report period.

Immigrants and Refugees

Intimate partner violence can create experiences of isolation, fear, vulnerability and confusion for women and children within any family. However, when it occurs within the immigrant and/or refugee family the turmoil may be exacerbated. Reasons for immigration are as complex and diverse as the populations identified. Many have fled difficult and often violent situations in their home countries, while others have been drawn by increased economic opportunities. Unfortunately, not all individuals experience relief or benefits. Language barriers, isolation, immigration status, and traditional values are just a few identified conditions that increase the vulnerability of immigrant women and intensify their need to rely significantly on their abusers (Bhuyan, Mell, Senturia, Sullivan, & Shiu-Thornton, 2005). The immigration experience alone can often challenge traditional cultural values. When combined with other identified conditions, the risk for perpetration of spousal abuse intensifies (Shelton & Rianon, 2004). Domestic violence is thought to be even more prevalent and severe among immigrant women than among U.S. citizens (Anderson, 1993; Raj & Silverman, 2002). Homicide data from New York City revealed that immigrant women were disproportionately represented among female victims of intimate partner homicides (Raj & Silverman, 2002).

Violence against women, or gender violence, has been recognized as a special risk for immigrant or refugee women (Erez, 2001; Perilla, 1999). Recent research in the U.S. has confirmed that violence against women is one of the most common victimizations experienced by immigrants (Davis & Erez, 1998). There are a number of factors impeding immigrant women's use of the justice system. These include financial, social, and religious reasons and a lack of appropriate interpretation services (Orloff, Jang, & Klein, 1995).

Many immigrant and refugee victims of interpersonal violence are not aware of available services; of those who are, many are fearful of the stigma that may be associated with accessing the services. Literature suggests that a lack of effort among abused immigrant women to seek help can be attributed to their cultural traditions

⁴⁹ Between 63 and 78 STOP VAIW grantees reported on their activities in each 6-month report period; 93 individual grantees used funds to provide victim services. Grantees are asked to provide an unduplicated count for each report period. OVW has not attempted to aggregate the number of victims/survivors across six-month report periods to ensure against duplication.

⁵⁰ "Other family members" includes parents and children served by the Supervised Visitation Program, children served by the Rural Program, and children and other dependents served by the Transitional Housing Program. This will remain true throughout this section of the report addressing underserved and vulnerable populations.

(Bui, 2003). In addition, a fear of deportation is of tremendous concern. Often, the batterer will exploit this fear and use threats of deportation to maintain control (Kasturirangan, Krishnan, & Riger, 2004). Immigrant women are fearful not only of being deported themselves and losing their children, but they also worry about the potential for their husbands to be deported. The deportation of the battering husband often means the loss of economic resources, stability, and family ties. The woman may be left with feelings of guilt and may suffer social and cultural stigmatization, increased isolation, economic instability, and loss of familial support.

Before the Violence Against Women Act of 2000 and the establishment of a number of agencies that provide services designed for female immigrants and refugees, little effort had been focused on these vulnerable populations. With VAWA funding, service providers have been attempting to meet the varying needs of immigrant and refugee populations by offering translation services to assist with hotline calls and language-specific services that are deemed culturally appropriate. Often, programs only offer services that are deemed “Western” or “dominant culture.” For example, many cultures do not recognize psychology and its therapeutic approaches as beneficial or culturally appropriate. Discussing such personal details of abuse with strangers can reinforce a sense of cultural shame. A study by Bui (2003) examining “help-seeking” behaviors indicated that most women in the sample sought services at agencies staffed by employees who spoke the same language and were more likely to seek additional services from those agencies. In recognition of the effectiveness of culturally-appropriate and culturally-specific services, communities and funded agencies are beginning to offer culturally- and language-specific community education events. Such efforts are critical, especially since many battered immigrant women choose to seek support from their local communities first (Raj & Silverman, 2002).

VAWA funding has opened the door to the development of critical services for immigrant victims/survivors. Catholic Charities in Portland, Oregon, using Rural Program funds, was able to significantly expand the number of immigrant victims of domestic violence and child victims to whom they provided legal services. These services often resulted in the victims obtaining legal status and work authorization. The grantee, which expanded its service area to include the entire state, reported the following:

By traveling to remote areas, where there is frequently no access to information about immigration issues, we have succeeded in raising awareness of the protections provided by the federal government under the Violence Against Women Act (VAWA). This has led to a huge increase in referrals and legal representation. We have been able to provide immigrants and service providers with safety cards. These cards are small and provide key information on county resources, safety planning and the VAWA. We were able to print 1000 in English and 3000 in Spanish. We have been allowed to expand and develop our pro bono program for volunteer attorneys and interpreters. With the overwhelming need for legal representation our pro bono program allows us to provide a larger number of immigrants with vital representation.

- Catholic Charities, Portland, Oregon

The Philadelphia Legal Assistance Center has used its LAV funding to address important issues of first impression in cases involving immigrant victims/survivors. In several of these cases it was necessary for an immigrant woman to prove she was married in order to qualify for spousal support or an immigration benefit. In several instances, husbands had obtained divorces in their home countries and then tried to prove that the parties were not married. The staff attorney for these cases did exhaustive research and drafted a model memo of law addressing this issue.

Rural Program funding enabled a grantee in Iowa to hire an advocate from Russia who speaks five languages. This advocate provides outreach and emergency services to the immigrant population in the five-county area served by the grantee, who reported the following:

[The advocate is] increasing the trust of clients for our services. Her outreach to other service providers has increased the coordination of services to clients also. This advocate just accepted a committee position at the state coalition level to help coordinate the services of all bilingual advocates around the state of Iowa.

- Helping Services for Northeast Iowa

During each of the four 6-month reporting periods from July 1, 2005 through June 30, 2007, OVW discretionary grantees reported serving an average of 13,260 victims/survivors who were immigrants, refugees, or asylum seekers. Of note is the fact that more than half of these victims/survivors sought services from, and were served by, LAV grantees.

Women with Disabilities

Approximately 54 million Americans live with a wide array of physical, cognitive, and emotional disabilities (Tyiska, 1998). A relatively small number of studies have been conducted examining the prevalence of violence against women with disabilities. According to the Committee on Law and Justice (2001), studies show prevalence rates from 39 to 85 percent for women with disabilities who experience some type of physical or emotional abuse at the hands of an intimate partner or caregiver. A study of 5,326 women revealed that the 26 percent of women who reported having some type of disability were more than four times as likely to have been sexually assaulted within the past year as were women without disabilities (Martin, et al., 2006). An analysis of data from the 2005 Behavioral Risk Factor Surveillance System (BRFSS) Survey, which included 356,112 male and female subjects, revealed that disabled females were nearly three times more likely to be threatened by violence, two and a half times more likely to be physically abused, and over 12 times more likely to experience unwanted sex when compared to all other populations (Smith, 2008).

Women with disabilities often share similar violent experiences with non-disabled women, including the probability that their intimate partners are those who are most likely to physically, emotionally, or verbally abuse them. On the other hand, they may also be subject to particular types of abuse that are less likely to be issues for non-disabled women, such as denial or delay of medications; withholding of food, heat, and/or attendant services or assistance; and/or preventing the use of necessary assistive devices. Caretakers providing assistance may be parents or other family

members, paid staff, or intimate partners; the consequences of separation from these caretakers may seriously endanger a woman's health and well-being. Women with disabilities face additional barriers that may seriously interfere with, or take away, their ability to leave a violent relationship. These barriers include not being physically able to exit the house, fear of losing caregiver service, being unaware of whether the local shelter is physically accessible (i.e., has a wheelchair ramp, or has workers who know sign language), fear of being institutionalized, and loss of resources provided by the abusive partner or other family members.

OVW funds two discretionary grant programs (Disabilities Education and Training Grants) that train criminal justice professionals, court personnel, and victim service providers to respond effectively to women with disabilities who have been victimized. Programs specifically funded under these grants have worked diligently over the past several years to improve criminal justice response and services available to victims/survivors with disabilities. Other OVW programs also include statutory purpose areas or program priority areas to address the needs of such victims/survivors. The Vermont Center for Deaf and Hard of Hearing has used Rural Program funds to enhance such services by hiring a staff person to engage in outreach to the Deaf community. This person sends announcements twice a month or more to a Deaf listserv in Vermont, and attends numerous Deaf events to get the word out about services offered by Deaf Victims Advocacy Services (DVAS). This grantee reports:

Rural Program funding has allowed us to expand our services to include hard of hearing and late deafened persons who do not use sign language. The Hearing Loss Advocacy Network (HLAN) program was established under DVAS with these funds to focus on outreach and education of hard of hearing and late deafened persons who do not use sign language. As far as we know, we are the first program in America to focus solely on hard of hearing and late deafened persons who do not use sign language in the domestic violence and sexual assault field.

- Vermont Center for Deaf and Hard of Hearing

The University of Texas Pan American used OVW funding to collaborate with the People and Pets Coalition by co-sponsoring their annual conference. According to the grantee, "This provided an opportunity to educate the participants on the use of service animals for people with disabilities. The event also served as a platform to teach about the existing problem of animal abuse as it pertains to family violence."

Disabilities Program staff trained 19,691 people (including health or mental health providers, domestic violence service providers, disabilities organizations staff, law enforcement personnel, and residential, institutional, and independent living staff) to provide more effective services to victims/survivors with disabilities. Disabilities Program grantees provided 10,809 technical assistance activities, the great majority of which consisted of consultations with 1,035 domestic violence program staff, 968 disability organization staff, 373 dual program staff, and 490 residential, institutional, or independent living center staff.

From July 1, 2005 to June 30, 2007, Training Grants Program⁵¹ grantees trained 16,854 individuals, including 13,718 law enforcement officers and 1,187 prosecutors. Others trained included court personnel, victim witness specialists, and corrections staff. During each reporting period, discretionary grantees served an average of 6,034 people with disabilities who were victims/survivors of sexual assault, domestic violence, and/or stalking.

Older Women

The population of elders is expected to increase considerably over the next 30 years (Grossman & Lundy, 2003). It is estimated that one in four will be an elderly person by the end of the next generation (Tatara, 1999). Approximately 25 percent of elders over the age of 65 have been victims of physical, sexual, or psychological violence and over half have experienced more than one type of violence (Bonomi et al., 2007). Intimate partner violence does not just affect the younger populations. Until fairly recently, elder abuse has been largely hidden in our society. The extent of elder abuse, its nature, the characteristics of victims and perpetrators, and the efficacy of efforts to protect elders are largely unknown (National Center on Elder Abuse, 2005). Only a handful of studies have been conducted examining the relationship between older women and intimate partner violence. It is evident from studies that do exist that violence against older women by intimate partners is a significant issue, and one that is often overlooked. In one study, only 3 percent of respondent older women indicated having ever been asked about physical or sexual violence by their health care provider (Bonomi, et al., 2007); according to the National Center on Elder Abuse, data suggest that only 1 in 14 incidents come to the attention of authorities.

Possibly increasing their risk is the length of time in the relationship. Studies suggest that women from the “baby boomer” generation tend to remain in their relationships longer, thus rendering them at greater risk. Mouton (2003) found that over 41 percent of the study subjects chose to remain in their relationships in spite of the presence of violence. Another study of older women revealed that the median length of an abusive relationship was 24 years, with a range from 2 to 67 years, and for those who chose to leave the relationship, the length was 22 years. Even in cases where the balance of power changed, the abuse continued (Zink, Jacobson, Regan, Fisher, & Pabst, 2006). It is thought that as time progresses and people age, the level of violence may be reduced. Supporting this finding, the Zink et al., (2006) study revealed that while the severity of physical and sexual abuse decreased with age, the women were still being subjected to emotional and psychological abuse and the potential for lethality remained a considerable concern. Also, some data may indicate that husbands become more controlling upon entering retirement (Hightower, Smith, & Hightower, 2006).

Screening for abuse is essential. The presence and levels of abuse often go unrecognized. According to the Tribal Government of St. Paul Island,

Some family members, friends or even service providers may not know that what the elders are experiencing constitutes abuse. Many of these elders have been subjected to financial, emotional, physical

⁵¹The Training Grants Program supports training on issues related to violence against women with disabilities and women who are older, as well as on issues of elder abuse, neglect and exploitation. It is not possible to report the numbers of people trained only on issues related to violence against women with disabilities.

and/or sexual abuse by biological or otherwise related family members. However, due to emotional ties or actual threats, many elders do not wish to press charges. OVW funding has allowed the Rural Coordinator to provide information and referrals to Adult Protective Services as necessary. The Rural Coordinator attended the monthly Elders Tea Parties in order to maintain contact with individuals who are 60 and older. Due to the remoteness of St. Paul Island from the mainland of Alaska, information regarding how to report elder abuse or what constitutes elder abuse is unknown.

- *Tribal Government of St. Paul Island*

In addition to the need for screening elders for domestic violence, there is a need for readily available services that are appropriate and practical. In recognition of the need to respond to older women who are victims of abuse, Congress authorized OVW's Training Grants Program, which funds training of law enforcement officers, prosecutors, and court personnel to recognize, address, investigate, and prosecute cases of elder abuse, neglect, and exploitation. Volunteers of America, Northern New England reports:

The funding has had an impact on several levels. First, federal funds validate the pervasiveness of elder abuse in our state and the desired need for change. Second, the funding allows for professionals working statewide in the criminal justice system to receive consistent, standardized training and messaging about elder abuse. Third, the funding has sparked meaningful discussion about the beliefs of professionals regarding older victims, perpetrators, formal and informal caregivers, and families. Fourth, the funding has provided a statewide multidisciplinary forum for discussion about how the system should work and what needs to be improved. Fifth, the funding stream provides a measure of accountability so that changes will be made in the current identification, investigation, prosecution and adjudication of elder abuse cases.

- *Volunteers of America, Northern New England*

From July 1, 2005 to June 30, 2007, Training Grants Program grantees trained 16,854 individuals, including 13,718 law enforcement officers and 1,187 prosecutors. Others trained included court personnel, victim witness specialists, and corrections staff. During each reporting period, discretionary grantees served an average of 2,891 victims/survivors of sexual assault, domestic violence, and/or stalking who were age 60 or older.

Children and Youth

Children and youth often represent the most vulnerable of groups in the United States. Each year, millions of children and adolescents are exposed to and experience sexual assault, domestic violence, dating violence, and stalking. Studies have estimated that between 10 and 20 percent, or approximately 7 to 14 million children, are exposed to domestic violence each year (Carlson, 2000). Further, in a study by Thompson, Saltzman, and Johnson (2003) approximately 40 percent of battered women reported their children having been exposed to the violence perpetrated against them. In addition to exposure, researchers have also noted the intersection between domestic violence and child maltreatment. Osofsky (1999) found an

increased risk of neglect and abuse 15 times that of the national average in homes where domestic violence was present. A retrospective study of battered women identified that physical child abuse was present in nearly 58 percent of the cases in which domestic violence was present in the home (Dong et al., 2004).

Researchers have attempted to study the effects that domestic violence has had on children. In one study, researchers conducted a review and discovered that there were immediate and long-term consequences to a child being exposed to domestic violence. Immediate effects generally included acting out, aggression, nightmares, disturbances in sleep patterns, cognitive difficulties, difficulty in school, and in some cases, the presentation of post traumatic stress disorder. Long-term impacts suggest an increased likelihood that a child will become either a victim or perpetrator of domestic violence later in life (Margolin & Gordis, 2004). Perhaps indicative of the latter is the growing prevalence of dating violence among adolescents in the United States.

Recent analysis of the Youth Risk Behavior Survey (2003) examining physical dating violence among 9th to 12th graders found that one in 11 reported experiencing dating violence (CDC, 2006). A study examining psychological and physical dating violence among 7th to 12th graders found that 32 percent of the sample reported being victimized within 18 months of the study (Halpern, Oslak, Young, Martin, & Kupper, 2001). Further, data emerging from studies suggest that prevalence rates are nearly equal among male and female adolescents and that dating violence is prevalent among all sexual orientation groups (Ackard, Neumark-Sztainer, & Hannan, 2003; Freedner, Freed, Yang, & Austin, 2002; Howard, Beck, Kerr, & Shattuck, 2005; Howard & Wang, 2003a, 2003b). Research has also positively linked dating violence victimization among teens with depression and suicide (Ackard et al., 2003; CDC, 2006; Howard & Wang, 2003a, 2003b).

It is evident that the consequences of domestic violence to children and youth are considerable. When children are exposed to domestic violence, not only is there an increased risk of child abuse but a likelihood of continuing the cycle into adolescence and adulthood. The Rural Program provided funds to programs to serve child abuse victims when domestic violence is present. The funding also allows for collaboration between child protective services and domestic violence agencies to better address the needs of victims and children. An example of this collaboration is the Maine Coalition to End Domestic Violence, which uses Rural Program funds to place a domestic violence advocate in Child Protection Offices across the state. According to the grantee:

This funding has created the consistent presence of a trained domestic violence advocate in the CPS offices, which has been a tremendous resource for caseworkers as well as for victims. We have heard numerous examples of cases where the outcomes for women and their children were completely changed due to the relationship developed between the advocate and the CPS worker. Funding has also allowed for this specially-trained advocate to be a tremendous resource for the local domestic violence project on topics relating to child welfare statutes, child protective services, and child abuse/neglect, in general. This "expert" status of one employee of the local DV project on the subject of child abuse/neglect increases the knowledge of the entire project on these issues through both

informal and formal education. The result of a more informed DV project staff on issues of child abuse/neglect and the child welfare system further develops the projects' ability to accurately advocate on behalf of battered women. In addition, this knowledge also leads to more informed and accurate mandated reports and a more likely opportunity for frequent collaboration with child protective services.

- *Maine Coalition to End Domestic Violence*

Another Rural Program grantee, Friends of the Child Advocacy Center, utilized funding for their DV Witness Project, which is intended to serve domestic violence victims where children have witnessed the violence. The reported impact of their project on effective prosecution is notable: in cases where victims and their children were referred to the DV Witness Project, case filing rates by the District Attorney increased from 63 to 86 percent, conviction rates increased from 79 to 94 percent, more cases resulted in plea bargains (83 vs. 67 percent), fewer cases resulted in dismissals (2 vs. 10 percent), and offenders were equally likely to be charged with an offense related to DV (rather than a lesser charge). As the grantee states, "Analysis of the data clearly indicates that batterers are more likely to be held accountable when child witnesses are interviewed through the Project."

Rural Program grantees are also able to provide services to victims of dating violence. One such program reported using the funds to expand services to adolescent survivors; they provided face-to-face services to 1,483 adolescents and young adults regarding dating/domestic violence from the beginning of their grant through June of 2007. Following is the grantee's description of the services and the project's broader impact:

Adolescents have the opportunity to participate in the Building Healthy Relationships groups at their high school and they have access to the adolescent worker in their school to provide crisis counseling when needed. Many of these students have received multiple individual sessions and some have repeated the group experience numerous times. Some of these adolescents take this information home and share it with their mothers who have been victims of domestic violence. These adolescents have led their families to the shelter services or advocacy services provided by the Center for Survivors. We are serving adolescents who have never been served because it is too difficult for them to receive services at our office location. We are bringing intervention and prevention services to these adolescents. We are also increasing efforts to educate the parents and school staff about dating violence and its effect on the students. We hear from mothers of group participants who state, "I wish we would have had this service when I was young". Where would these students go to receive services and prevention information if it wasn't for this project?

- *Center for Sexual Assault and Domestic Violence Survivors,
Nebraska*

Rural, Transitional Housing, and Supervised Visitation Program grantees provided services to an average of 13,672 children (age 0-12) and 2,711 adolescents (age 13-18) during each of the four reporting periods.

Women on Campus

Violence against young adult women—including sexual assault, domestic violence, dating violence, and stalking—is a serious problem, particularly for women on college campuses. Women attending college are at even greater risk for rape and other forms of sexual assault than women in the general population or in comparable age groups (DeKerserdy & Kelly, 1993; Fisher, Cullen, & Turner, 2000; Koss, Gidycz, & Winiewski, 1987). In 1997, the National College Women Sexual Victimization study, which surveyed women at colleges of at least 1,000 students, found a rape victimization rate of 27.7 per 1,000 female students. Calculated over a one-year period, the data suggest that nearly five percent of college women are victimized in any given calendar year; calculated over a five-year period (to reflect the fact that college careers now average five years), it is estimated that the percentage of women in higher educational institutions who have experienced rape and/or attempted rape is between 20 and 25 percent (Fisher et al., 2000).

Given these prevalence rates, the importance of addressing this problem is critical. The problem has often not been recognized, acknowledged, or understood by the victims or perpetrators themselves, as evidenced by studies that found the following: only 12 percent of undergraduate women whose experiences fit the definition of rape identified themselves as rape victims, and only 5 percent of them reported their sexual assault to police (Schwartz & Leggett, 1999); and 84 percent of men whose actions matched the legal definition of rape, said that what they did was definitely not rape (Koss, 1998).

While in the past colleges may have addressed sexual and other violence through closed administrative procedures or mediation, today many institutions of higher education are engaged in a broader campus-based coordinated response to this violence. Their partners may include campus victim services, campus law enforcement, health providers, housing officials, administrators, student leaders, faith-based organizations, student organizations, and disciplinary boards. To be truly effective, the campus-based collaboration must develop training and policies specific to the campus environment and must also be linked to local criminal justice agencies and service providers.

To encourage these campus and community-based partnerships, OVW's Campus Program requires that all grantees form on-campus and off-campus collaborations and conduct training of campus disciplinary boards and law enforcement officers. Colleges and universities receiving Campus Program funds must also institute prevention programs that seek to change the attitudes and beliefs that are the underlying causes of violent behavior.

In fulfillment of these requirements, between July 1, 2005 and June 30, 2007 Campus Program grantees accomplished the following with OVW funds: they trained a total of 34,112 professionals, including 1,281 judicial board members and 3,125 campus police and security officers, to improve their response to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. They also provided prevention education about violence against women to 284,649 incoming students.

Campus grantees provided direct services to an average of 1,384 victims/survivors in each reporting period. Of those served, an average of 48 percent were

victims/survivors of sexual assault, 38 percent were victims/survivors of domestic violence or dating violence, and 14 percent were victims/survivors of stalking. Of the victims/survivors served by all grantees who provide victim services, 71 percent were between the ages of 18 and 25.

Victims/survivors and Families Living in Rural Areas

Rural areas are often defined by low population density. However, there is great variation in what figures and measurements actually define a rural area. Beyond population and size are issues of culture, being defined both by race and “attitude.” Nord (1999) suggests that rural areas tend to be much more homogenous than urban areas with respect to race and ethnicity. On the other hand, rural may also be defined by the social characteristics or living configurations of the place (Weisheit, Wells, & Falcone, 1994). In general, living in a rural area means small populations spread across large areas often in isolated places. While this situation may provide for small, close-knit communities, resources are often scarce and it can render anonymity or confidentiality improbable.

National studies suggest that women in urban areas are victimized at a higher rate than women in rural areas (Bureau of Justice Statistics, 2006). However, victims in rural communities often find that opportunities for medical, legal, or social services are very limited or even nonexistent. Compounding the lack of service availability is the complex interweaving of systemic, cultural, physical, psychological, and emotional barriers that may prevent women in rural and frontier areas from seeking assistance. On a systemic level, rural counties are often characterized by low-employment, poverty, lack of available services, and lack of appropriate housing or shelter (Bogal-Allbritten & Daughaday, 1990; Johnson, 2000; Websdale, 1998). Culturally predisposing factors such as patriarchal attitudes, lack of anonymity, fear of familial disapproval, and an ethic of self-reliance prevent women from seeking safety (Gagne, 1992; Lewis, 2003; Websdale, 1998). In a study in rural East Central Saskatchewan, Canada, a victim, upon being asked if she disclosed her abuse to her friends and family stated, “I didn’t even let on that there was a problem because at the time, I didn’t even realize there was a problem. I accepted the way life was as the way it should be and if there were problems, I felt they were mine to deal with” (Martz & Sarauer, 2000). On a physical level, geographic isolation combined with inadequate transportation and lack of telephone service make leaving a batterer, particularly in the midst of a crisis, nearly impossible (Gagne, 1992; Johnson, 2000; Krishnan, Hilbert, & VanLeeuwen, 2001; Navin, Stockum, & Campbell-Ruggaard, 1993).

Given the barriers identified, it is believed that sexual assault and domestic violence are grossly underreported in rural areas. Further, methodological issues with national data such as definitions, sampling, and data gathering techniques make it difficult to determine accurate rates of victimization. It is also difficult to clearly understand the amount and consequences of the violence women endure in rural areas. What is known is that young men in rural communities may be three times more likely to own a firearm than young men in urban communities, and firearms are more likely to be used against women in rural areas (Weisheit, Wells, & Falcone, 1995). The

consequences of these differences are not surprising: although the average annual rate of nonfatal intimate partner violence against women is higher in urban areas,⁵² the percentage of all homicides involving intimate partners is higher in rural areas (Bureau of Justice Statistics, 2006). In 2000, the rate of all homicides involving intimates was more than 20 percent in rural areas and less than 10 percent in large cities.

This dire statistic indicates that community outreach and public awareness are critical components in the delivery of services to victims/survivors and families experiencing sexual assault, domestic violence, dating violence, and stalking in rural areas. In addition, training for first responders including law enforcement and medical personnel to increase understanding and sensitivity has been identified as an effective tool for allowing victims/survivors to feel safe enough to report (Lewis, 2003). Finally, it is essential to provide services that address barriers for victims/survivors and families related to travel, confidentiality, and social culture. Some ways of achieving this are by establishing satellite offices around the rural county and working with the faith-based or community organizations and educational institutions.

Eastern Oklahoma State College, a Campus Program grantee, is a compelling example of the impact OVW funds can have in under-resourced rural areas. In the words of the grantee:

Eastern Oklahoma State College is a two year community college. We are very small and in a very rural area. Our students do not have many opportunities for entertainment and it has been proven to lead to negative behaviors. With training that is available through the grants and mandated CALCASA semi-annual trainings we are abreast of the newest ideas and get to hear first hand from institutions that are facing similar predicaments and how they were able to prevail. It also connects us with a large network of campuses who have grants, have had grants and who are so willing to provide data and assistance that is priceless. Our dynamics are unique as there are no services in our area - our local hospital is a triage facility, our local health department does immunizations and dispenses birth control. It takes this grant to network with other organizations in nearby and surrounding communities to provide the most effective services to those we serve. Since this grant it has been reported by faculty and staff members who have been here 25 or more years - that it is the best project that they have ever seen and they are grateful for our presence and service. Without this grant we would be back to business as usual, don't ask, don't tell because even if you do, there is no one who will listen and or provide you with services. I know this first hand as I was a student 25 years ago on this campus and one of my closest friends was victimized and in our area all she could do was take a shower and go on with her life, she tried hard but never got over it and attempted suicide on numerous occasions because she could not get past the shame and pain. That was years ago, she is now an advocate and outspoken leader about violence and the importance of reporting. If this grant allows us to keep one

⁵² Average annual rate per 1,000 between 1993 and 2004—7.6 in urban areas, 6.3 in rural areas, and 5.8 in suburban areas.

female from going through her lot, it will be the best money ever awarded.

- *Eastern Oklahoma State College*

Advocates Against Family Violence, Inc., which is funded by the Rural Program, reported that they have been able to place advocates out in the community in all six counties of Southwestern Idaho, providing services in areas where no services were available prior to the Rural grant. The grantee reported that because it was new to law enforcement and to services agencies, the idea met with some resistance at first. However, the placement of the advocates within a short time led to impressive collaboration with law enforcement agencies. In the grantee's words,

Officers and deputies with law enforcement agencies have started calling on our advocates in most victim cases. Advocates are now being called to the scene and/or receiving reports 24 to 48 hours after an incident. A relationship of trust and collaboration has developed between the officers and the advocates. We have been able to change attitudes, improve victim safety and increase awareness through this grant.

OVW's Rural Program is designed to help rural communities overcome barriers and to respond to domestic violence victims. In each reporting period from July 1, 2005 through June 30, 2007, Rural Program grantees served an average of 22,234 victims/survivors and 9,722 children. All discretionary grantees providing victim services served an average of 41,686 victims/survivors and 9,321 children who lived in rural areas (including reservations and Indian country) during each six-month report period.

Program Overviews

Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program

The Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program)⁵³ supports local jurisdictions that make victim safety and offender accountability in cases of domestic violence a top priority within the criminal justice system. Grantees are required to address domestic violence in their communities through a Coordinated Community Response (CCR) that focuses on collaboration between agencies in the criminal justice system, as well as partnering with victim advocates from nonprofit, nongovernmental domestic violence programs, including shelters, victim advocacy organizations, and domestic violence coalitions.

The scope of the Arrest Program includes the following purpose areas during the period covered in this report: implementation of mandatory arrest programs and policies; improvement of case tracking of domestic and dating violence cases; coordination of law enforcement, prosecution, probation, and parole functions in domestic violence cases; creating and coordinating computer tracking systems to enhance communication among law enforcement, prosecution, probation, and parole officers; supporting legal advocacy for victims, with special attention to underserved populations; providing judicial training on domestic violence to improve court response and sentencing; providing technical assistance and/or equipment to police departments, prosecutors, courts, and tribal areas to promote full faith and credit; and encouraging policies and training for law enforcement, prosecution, and judges on domestic violence against elder individuals or individuals with disabilities.

The Arrest Program encourages grantees to implement or strengthen mandatory or proarrest policies that emphasize the arrest of the predominant aggressor. The Arrest Program recognizes domestic violence as a serious crime and expects grantees to respond to domestic violence in their community through arrest, thorough investigations, vigorous enforcement of protection orders, rigorous prosecution, appropriate sentences, and strict enforcement of probation or parole conditions. Victim safety must be a fundamental consideration at each juncture in the criminal justice system. As illustrated by the Arrest grantee below,

Funding from this grant has enabled us to put several critical program components in place to continue improving Denver's response to domestic violence. Creation of the Triage Review Team has only been possible due to funding from this grant. This multi-disciplinary Team, comprised of both criminal justice and community

⁵³The scope of the program and purpose areas do not reflect the changes to the program created by VAWA 2005; these changes were implemented by the FY 2007 Arrest Program solicitation. Data reflecting these changes will be collected beginning with the January 1 to July 30, 2008 reporting period and will be reported in the 2010 Biennial Report.

based agencies is highly unique and is able to identify and address victim safety issues and concerns regarding repeat offenders in a manner not possible before. . . [T]he Team reviewed 1,693 cases during this report period [Jan-June 2007](a total of 3,422 in 2006), which represents all of the state charged cases and many of the city charged cases. The Triage Review Team has also facilitated a much more efficient system for re-filing cases that were inappropriately filed at the city level.

- Denver District Attorney's Office, Colorado

General Grant Information

Information for this chapter was submitted by 255 individual Arrest Program grantees⁵⁴ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 222
- January–June 2006: 196
- July–December 2006: 237
- January–June 2007: 215

Sixteen percent of Arrest Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 70 unique tribes or nations they were serving or intended to serve.

Staff

Arrest Program staff provide training, victim services, law enforcement activities, prosecution, court services, supervision of offenders, and batterer intervention programs to increase victim safety and offender accountability.

The number of grantees using Arrest Program funds for staff increased from 87 percent in the first reporting period to 95 percent in the last reporting period. Grantees most often used grant funds for victim advocates. Victim assistants who are part of the criminal justice system can help victims learn about their legal options, which makes it more likely that the victim will continue processing her case through the system and that the victim will be satisfied with the outcome (Buzawa & Buzawa, 2003).

Table 1. Full-time equivalent staff funded by Arrest Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	194	185	212	204
Total FTE staff funded	695	670	773	763
Victim advocates	167	165	205	203
Law enforcement officers	107	87	104	103

⁵⁴This number reflects an unduplicated count of grantees; grantees may have received funds in more than one six-month reporting period.

Prosecutors	73	60	72	74
Program coordinators	59	63	70	72
Probation officers	38	33	41	40
Legal advocates	37	33	44	41
Court personnel	36	36	33	34

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

The funding for the specialized Domestic Violence Prosecution Team is already having a dramatic impact on our ability to secure convictions in domestic violence, just six months after it has been staffed. The funding has allowed us to shine a bright light on the process of prosecuting domestic violence, a light that allows us to train all participants, ensure coordination within our office and across agencies, increasing prosecutions, and providing more support to victims. Within that focus, the greatest gift the grant has provided is time - staff time to investigate each case in depth and secure evidence that makes the case provable with or without the victim's testimony; staff time to form a personal relationship with each victim in order to help them get out of the abusive situation and see that their abuser is held accountable, and staff time to use these elements to prosecute effectively.

- Pueblo County/ Tenth Judicial District Attorney's Office, Colorado

This grant has allowed our office to offer the jurisdiction a dedicated prosecutor to consolidate prosecution of all domestic violence cases in the hands of a single attorney. With a dedicated prosecutor in those courts from the District Attorney's Office, that prosecutor can assume jurisdiction of those cases immediately and refer them to a grand jury.

- Forrest County District Attorney's Office, Mississippi

Training

High quality training is necessary for the development of an effective CCR to domestic violence. Domestic violence training builds a safer community for all residents. Almost all Arrest Program grantees provide training on domestic violence issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, and mental health and other professionals. This training improves professional responses to victims of domestic violence and increases offender accountability.

The most common topics for training events were domestic violence overview, advocate response, law enforcement response, protection orders, coordinated community response, domestic violence statutes/codes, safety planning for victims/survivors, prosecution response, confidentiality, and stalking overview.

Training may range from conferences and workshops to roll call training for law enforcement officers.

- Number of individual grantees using funds for training: 210 (82 percent of grantees)⁵⁵
- Total number of training events: 5,323
- Total number of people trained: 105,539

**Table 2. People trained with Arrest Program funds:
Selected professional positions**

Position	People trained (N = 105,539)	
	Number	Percent
Law enforcement officer	36,165	34
Multidisciplinary group	9,828	9
Victim advocate	8,263	8
Social service organization staff	6,610	6
Attorneys/law students	5,920	6
Court personnel	5,812	6

NOTE: Data presented for the six most frequently reported categories only.

In the past it was just another crime that many male officers said "she probably deserved it." That is not the prevailing attitude now. The first class I received in domestic violence [DV] was in 1992 when I entered law enforcement as a jail officer. To see the things happen to in particular women that were brought to jail when two arrests were made was so difficult. Each year training improved and knowledge and the law made its impact. But being a 15 year veteran of this agency allows me to say that until we received grant funding there were a lot of people who didn't think any of DV mattered. Now they know. They may not get a bond, may get a higher bond, may be sentenced to longer time, and the victims know someone cares about them. None of this could have occurred without your help and the cooperation of our sheriff to make it a top shelf issue.

- Bartow County Sheriff's Office, Georgia

There has been significant success in the area of training law enforcement. We have seen a large increase in the number of felony cases related to strangulation incidents being investigated and arrested, whereas before the misdemeanor cases were the norm. Attempted murder cases have been built with thorough investigations where we used to see these incidents addressed at a much lower level throughout the Sheriff's Department, District Attorney's Office and Court System. We have seen a change in how officers handle children and elders in a domestic violence home,

⁵⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

partnering with additional agencies to address the quality of life issues of those living in a home with domestic violence.

- *Riverside County Sheriff's Department, California*

As officers are being better trained to identify domestic violence at calls for service, they are making more arrests and charging crimes more accurately. This has a direct relationship to the number of cases being successfully prosecuted and appropriately sentenced. With detailed investigations, better evidence-collection, strong victim statements, and recorded defendant statements directly following a police call, cases have become much harder for defense attorneys to dismiss as he-said, she-said, as they have in the past. The increased caseload has also led to two separate programs being started in the jail, both fully funded.

- *Strafford County Domestic Violence Project, New Hampshire*

Victim Services

The availability of a wide range of services for victims of domestic violence is a critical part of a CCR. Victims need comprehensive support services that may include legal advocacy to secure a protection order or custody of their children; medical and counseling services from health care professionals; services from victim advocates, including safety planning or accompaniment to court; transitional housing assistance; or access to supervised visitation and exchange services.

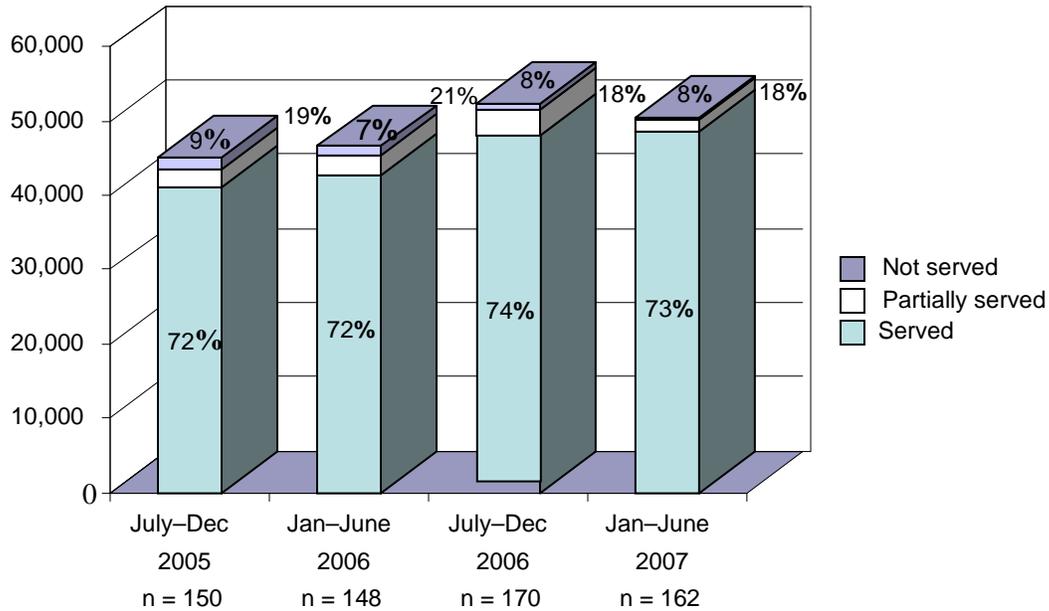
Arrest Program grantees provided services to an average of 48,225 victims of domestic violence to help them become and remain safe from violence in a 6-month reporting period.⁵⁶

- Number of individual grantees using funds for victim services: 198 (77 percent of grantees)⁵⁷

⁵⁶This number represents a calculated average of all four 6-month reporting periods.

⁵⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Figure 1. Provision of victim services by Arrest Program



n = number of grantees reporting victim services

NOTES: "Partially served" represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the Arrest Program grant. "Not served" represents victims/survivors who sought services and did not receive service(s) they were seeking, if those services were funded under the Arrest Program grant.

Victims/survivors Seeking Services

July–December 2005:

- 45,196 victims/survivors sought services from Arrest Program grantees.
- Of these, 43,595 (96 percent) victims/survivors received services and 1,601 (4 percent) were not served.

January–June 2006:

- 46,553 victims/survivors sought services from Arrest Program grantees.
- Of these, 45,436 (98 percent) victims/survivors received services and 1,117 (2 percent) were not served.

July–December 2006:

- 52,343 victims/survivors sought services from Arrest Program grantees.
- Of these, 51,536 (98 percent) victims/survivors received services and 807 (2 percent) were not served.

January–June 2007:

- 50,409 victims/survivors sought services from Arrest Program grantees.
- Of these, 50,128 (99 percent) victims/survivors received services and 281 (1 percent) were not served.

Reasons Victims/survivors Were Not Served or Were Partially Served

During each reporting period, the following barriers were noted most frequently by grantees as reasons why victims were not served or were partially served:

- Did not meet eligibility or statutory requirements.
- Services not appropriate for victim/survivor.
- Conflict of interest.
- Program reached capacity

Demographics of Victims/survivors Served and Partially Served

Arrest Program grantees served or partially served an average of 48,225 victims/survivors.⁵⁸ The majority of those victims/survivors were white (52–55 percent), female (89–90 percent), and between the ages of 25 and 59 (71–72 percent).

⁵⁸This number represents a calculated average of all four six-month reporting periods.

Table 3. Demographic characteristics of victims/survivors served by Arrest Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian/Alaska Native	1,481	1,134	1,279	917	2–4
Asian	687	1,057	920	1,150	2–3
Black or African American	9,870	12,081	13,212	13,141	27–31
Hispanic or Latino	4,716	5,108	5,369	5,337	12–13
Native Hawaiian or Pacific Islander	132	130	223	143	<1
White	20,522	20,640	24,697	22,369	52–55
Unknown	6,525	5,698	6,479	7,209	na
Gender					
Female	38,107	37,947	45,373	42,098	89–90
Male	4,528	4,686	5,165	4,784	10–11
Unknown	960	2,803	998	3,246	na
Age					
0–17	1,054	913	1,200	1,244	2–3
18–24	8,356	9,470	10,419	10,146	23–24
25–59	26,197	27,851	31,811	30,020	71–72
60+	1,014	887	1,097	1,052	2–3
Unknown	6,974	6,315	7,009	7,666	na
Other					
People with disabilities	1,434	2,000	1,881	1,928	3–4
People with limited English proficiency	2,950	3,533	3,623	3,787	7–8
People who are immigrants, refugees, or asylum seekers	1,658	2,547	2,454	2,927	4–6
People who live in rural areas	8,570	7,170	9,192	8,051	16–20

na = not applicable

NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, the number of race/ethnicities reported may be higher than the total number of victims/survivors served.

The majority of victims/survivors served or partially served were victimized by a current or former intimate partner (69-75 percent).

Table 4. Relationship to offender of victims/survivors served by Arrest Program

Relationship to offender	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Current/former intimate partner	29,499	29,924	35,031	32,167	69–75
Dating relationship	6,953	7,695	8,798	7,934	15–18
Other family member	3,840	3,749	4,628	4,178	11–13
Unknown	4,135	4,628	4,686	6,026	na

na = not applicable

NOTES: Because victims/survivors may have been abused by more than one offender, the number of relationships reported may be higher than the total number of victims/survivors served. Not all reported relationships are represented in the table. Percentages are based on known relationships only.

Types of Victim Services

Arrest Program grantees provide an array of services to victims of domestic violence and their children, including victim advocacy (actions designed to help the victim obtain needed resources or services), crisis intervention, and helping victims navigate the legal system. All victims receive safety planning, referrals, and information as needed. Victims of domestic violence often need a variety of services, including help with material goods and services, health-related issues, school-related issues, financial and transportation needs, employment, and legal issues. Women with children also need assistance with child care and other matters related to their children. Research indicates that women who work with advocates are more effective in accessing community resources and that it is essential for advocacy and other human service programs to recognize the need for a comprehensive response to the needs of survivors (Allen, Bybee, & Sullivan, 2004).

Grantees report that the following services were provided to victims/survivors over the four reporting periods.⁵⁹

- Victim advocacy: 93,225
- Criminal justice advocacy: 80,794
- Victim witness notification: 80,212
- Civil legal advocacy: 59,176
- Crisis intervention: 45,774

Arrest Program funding has allowed Dallas County to focus on the quality of services provided to victims rather than merely focusing on providing a bare minimum of services to an enormous quantity of victims. The addition of the misdemeanor advocate position funded

⁵⁹ Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

by this grant allowed us to contact domestic violence victims shortly after the offense was filed, while the abuser was still in custody. Prior to obtaining this grant, the Dallas County DA's Office was rarely able to have contact with domestic violence victims this soon after the offense occurred. The addition of the felony caseworker doubled the amount of time that each victim with a pending felony domestic violence case could spend with a caseworker. The caseworker from The Family Place, a non-profit domestic violence shelter and service provider, and the civil legal attorney allow battered women to have access to more resources and services than ever before (including shelter, counseling, and emergency civil legal assistance).

- Dallas County District Attorney's Office, Texas

[A] victim who was assaulted during this grant period and re-assaulted by the same offender . . . was assisted by the KCDVRU [Klamath County Domestic Violence Reduction Unit] and its community partners to obtain safe housing, financial stability, drug and alcohol counseling, as well as domestic violence counseling. The KCDVRU was able to assist her in job skill training to obtain employment. Due to the support of the KCDVRU and its community partners, the victim has now been empowered and has completed several positive steps such as: obtaining employment and safe housing, remaining clean and sober for the past 60 days, and also has decided to use her experiences to reach out to other victims of domestic violence by starting a support group at Klamath County Gospel Mission. This victim continues to remain in contact with the advocates who have touched her life to share her success stories.

- County of Klamath, Oregon

Victims working with the advocate have commented on the value of having her support them during the difficult process that occurs after an assault or other incident. Multiple victims have made statements similar to, "I went through this before, but I could never follow through because it was too hard. You've made such a difference this time," or "It's so great to have someone like you here." Not all victims have the wherewithal to follow through contacting the domestic violence center following an assault. The advocate can take the time to work with the victim so that she/he understands the options available in the system and to support the intense emotions that arise from a traumatic incident, thereby allowing the detective or other officers to focus on the intricacies of law enforcement response.

- State College Police Department, Pennsylvania

Criminal Justice

The Arrest Program supports the efforts of local jurisdictions to develop or enhance a CCR that brings together the resources and efforts of law enforcement, prosecution, courts, probation, victim services, and public and private service providers. It is expected that the criminal justice activities of Arrest Program grantees will reach beyond the individual unit or individual funded, and, as a result, grantees report criminal justice data for the entire agency within the jurisdiction receiving funds. The

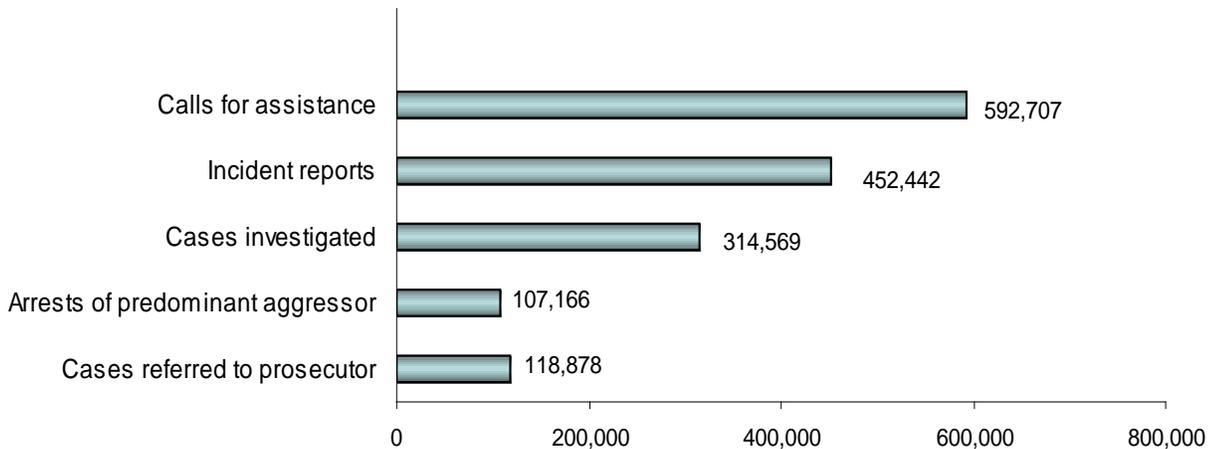
effects of Arrest Program funds are intended to have an impact on the criminal justice system as a whole.

Law Enforcement

The role of law enforcement is crucial in responding to domestic violence. The response and attitude of law enforcement officers influences whether or not victims will report domestic violence offenses (Davis & Maxwell, 2002; Jolin et al., 1998), and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court. Law enforcement officers should be proactive and aggressive in addressing domestic violence matters. In response to studies about arrest deterrence, law enforcement offices across the country began to adopt “proarrest,” “mandatory arrest,” and “primary aggressor” policies beginning in the 1980s. Subsequent replication studies indicate that arrest is associated with less repeat offending (Maxwell et al., 2001). A meaningful and serious response by law enforcement agencies that includes arrest, providing victims with information pamphlets, taking down witness statements and helping victims secure protection orders, were all associated with reduced reabuse (Klein, 2008a; Wordes, 2000).

- Number of individual grantees using funds for law enforcement: 115 (45 percent of grantees).⁶⁰

Figure 2. Law enforcement activities in Arrest Program domestic violence cases for all four reporting periods



Early in 2007 APD's [Austin Police Department's] homicide unit command gave the DVERT [Domestic Violence Enhanced Response Team] Unit much credit for helping to prevent domestic violence homicides in 2006: domestic violence deaths decreased from 9 in 2005 to 3 in 2006. To date in 2007 there have been no domestic violence related homicides reported in Austin.

- City of Austin, SafePlace, Texas

⁶⁰This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

[T]he grant gives the victim access to the police and prosecutor in a way never really available before. The TEAM has a cell phone assigned to them that allows the victim to call them with any questions and concerns they may have throughout the criminal justice process. The victim is given the cell phone or pager number of the TEAM officer that is assigned to their case. The victim frequently calls the TEAM officer and this has built a strong support network and trust that was weak before the grant funded project started. While this may not be possible in a large urban community it is very functional in a rural community where the officers are also looked upon as general parishioners within the community.

- Roscommon County, Michigan

Prosecution

Prosecution of domestic violence offenders varies from state to state. Generally, misdemeanor offenses are handled by city or county officials in municipal or district courts and felony offenses are handled by county prosecutors in superior courts. After police arrest a suspect, it is usually up to the prosecutor to decide to charge the offender and prosecute the case. Research provides support for a coordinated community response to domestic abuse that involves effective prosecution, probation, and court-ordered counseling (Murphy et al., 1998). Close cooperation with law enforcement and victim advocates, specialized prosecution units, specialized training for prosecutors, and vertical prosecution have all contributed to higher prosecution and conviction rates (Klein, 2004). Jurisdictions with specialized prosecution programs boast high conviction rates (Klein, 2008b). A study of Arrest grantees in Everett, Washington noted dismissals dropped from 79 to 29 percent following implementation of a no-drop policy. Similarly, the rate dropped from 47 to 14 percent in Klamath Falls, Oregon (Smith, Davis, Nickles & Davies, 2001).

- A total of 98 individual grantees used funds for prosecution (38 percent of grantees).⁶¹
- Prosecutors received 200,379 domestic violence case referrals, and filed charges in 160,833 (80 percent) cases.

⁶¹This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

Table 5. Prosecution of domestic violence charges by prosecutors funded by the Arrest Program for all four reporting periods

Charge	New charges filed		Charges disposed	Dispositions resulting in convictions	
	Number	Percent		Number	Percent
All charges	242,311	100	208,976	103,549	50
Misdemeanor domestic violence	162,340	67	136,953	64,638	47
Felony domestic violence	27,626	11	22,732	11,661	51
Domestic violence ordinance ⁶²	23,878	10	26,505	14,470	55

NOTES: Percentage of dispositions resulting in convictions is not a conviction rate; it reflects the percentage of charges—not offenders—disposed by a conviction. Charges disposed include deferred adjudication.

Prior to receiving the grant funding, there were a number of projects that Strafford County wanted to start, however funding always posed an issue with getting County approval. In the 10 years that the grant has been awarded to the Strafford County Domestic Violence Project, significant changes have taken place and changed the face of domestic violence prosecution throughout the state of New Hampshire. The first program that came to fruition was centralizing the prosecution of misdemeanor domestic violence crimes in the County. Since the County Attorney's Felony Unit already handled the felony charges, it only made sense to create a Unit within that office to handle the misdemeanors. Over time, the Unit added more and more police departments and as of September 1, 2007, it will cover the County's 13 police departments, New Hampshire State Police-Troop B, and the Strafford County Sheriff's Department. This has been a goal of the Project since its inception and has taken a great deal of hard work and effort on the part of the Project Advisory Board and the County Attorney's office.

- *Strafford County Domestic Violence Project, New Hampshire*

Our DVLP [Domestic Violence Liaison Prosecutor] Program prosecutors handle all Personal Protection Order (PPO) hearings, which have resulted in a drastic increase in jail time for PPO violations. The DVLP prosecutors review all domestic related charging requests, enabling them to identify investigative "gaps," repeat offenders, and repeat victims. DVLP prosecutors interview victims who come into our prosecutor's office; the prosecutors have been able in some cases to encourage victims to continue with prosecution of offenders.

- *Kalamazoo County Office of the Prosecuting Attorney, Michigan*

⁶²Number of charges disposed of for domestic violence ordinance is higher than number of new charges filed because some of the cases disposed of were pending at the beginning of the year.

The 2005 Arrest Program grant has continued to allow the Summit County DVU [Domestic Violence Unit]/SAFE [Strategic At-risk Family Education] program to prioritize the outreach to victims in the felony DVU caseload and bring needed consistency to the handling of these cases by the Summit County Prosecutor's Office, local law enforcement and the courts. Through our additional prosecutor we have been able to resolve more evidence-based cases favorably. Funding for the grant-funded DVU prosecutors provides staff with the resources to truly change how our office handles felony Domestic Violence cases. Through the leadership of the grant-funded prosecutors, courtroom prosecutors can achieve more success in this caseload and gain valuable training and insight regarding the dynamics of domestic violence.

- Summit County Prosecutor's Office, Ohio

Arrest Program funding has enabled ODA to establish a Domestic Violence Bureau - fully staffed with 15 ADAs [Assistant District Attorneys] and 3 paralegals - that is dedicated solely to the prosecution of domestic violence cases. Cases within the bureau are vertically prosecuted, with one ADA handling a case from case inception through disposition. Vertical prosecution has reduced the need for multiple interviews of victims and the reassignment of cases from one ADA to another. As a result, we have significantly increased conviction rates and have reduced dismissal rates. Including Adjournments in Contemplation of Dismissal, the conviction rate for this reporting period was 80.2 percent; not including ACDs, the rate was 64.6 percent. Cases are also being disposed of more quickly - with 67 median days to disposition during this period. In addition, Arrest Program funds have enabled prosecutors to reach out to victims early on in domestic violence cases - with outreach efforts successful in 55 percent of new cases during the reporting period. The impact of this early contact is evident in the bureau's conviction rate for the same period: convictions (including ACDs) were obtained in 83.4 percent of cases having outreach status.

- Queens County Office of the Borough President, New York

Courts

Courts funded by the Arrest Program conduct a range of activities, including the following: networking with criminal justice and social service agencies to identify resources to address gaps in the system of services; providing extensive and ongoing training on domestic violence issues; implementing practices to ensure consistency in case handling; enhancing case information flow among partner agencies to improve judicial decision-making and partner agency operations; emphasizing defendant monitoring and accountability; and enhancing protection for, and services to, victims/survivors.

Although relatively new, research has shown that specialized domestic violence courts are associated with decreased reoffending and reabuse. (Klein, 2008c). An evaluation of the Judicial Oversight Demonstration Initiatives funded by OVW indicates several positive outcomes resulting from the creation of a coordinated response to intimate partner violence that involved courts and justice agencies in a central role (Harrell, Castro, Newmark & Visher, 2008).

- Number of individual grantees using funds for court activities: 26 (10 percent of grantees).⁶³

A pro tem judge covers the lunch hour to eliminate the wait for victims who have arrived during lunch to have their protective orders request reviewed. Contested protective order hearings are scheduled during the lunch hour to provide a more convenient time for parties to appear.

- *City of Glendale Court, Arizona*

Judicial Monitoring

Judicial monitoring occurs when the court schedules regular court appearances at certain intervals to determine whether defendants are complying with the terms of their sentences. Over the course of the 5-year Judicial Oversight Demonstration Initiative, judicial review hearings have proven to be effective tools for improving the system's ability to hold offenders accountable (Harrell et al., 2006).

An average of 3,721 offenders were monitored in each six month reporting period. During the two-year time period covered by this report a total of 29,050 judicial reviews of individual offenders were conducted.

Judges monitor offenders to review progress and compliance with court orders. The data reported below reflect the consequences imposed for violations of court orders. With each type of violation the courts took no action in only 4 percent of the cases and issued fines in 1 percent. A significant number of cases resulted in the courts adding conditions (36 percent), or partially (13 percent) or fully (15 percent) revoking probation. The courts issued a verbal or written warning in 31 percent of the cases.

⁶³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 6. Disposition of violations of probation and other court orders by courts funded by the Arrest Program

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/incarcerated	
	n	%	n	%	n	%	n	%	n	%	N	%
Protection order (n = 1,379)	84	6	614	45	6	<1	316	23	218	16	141	10
New criminal behavior (n = 512)	46	9	49	10	33	6	131	26	75	15	178	35
Failure to attend mandated batterer program (n = 1,557)	18	1	700	45	18	1	354	23	196	13	271	17
Other condition of probation or parole (n = 2,712)	88	3	541	20	26	1	1,431	53	299	11	327	12

NOTE: Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins.

Every site is now issuing a Failure to Appear warrant if a defendant does not show up on their review date. This shows that the Court is serious about the project and the defendant's commitment to participate.

- Maine Judicial Branch Administrative Office of the Courts

Probation

If a probationer violates any terms of probation, the probation officer has the power to return the probationer to court for a violation hearing, which could result in a verbal reprimand or warning, a fine, additional conditions, or revocation of probation. As arrests of domestic violence offenders increased, probation and parole officers began to adopt policies and practices for dealing with domestic violence offenders. Following the example of police, prosecutors, and courts, some probation departments adopted specialized caseloads for domestic violence. Many specialized domestic violence units enforce intensive supervision on their probationers and many require attendance at batterer intervention programs. Some probation offices have also begun to reach out to victims to gain a better understanding of their needs. The American Probation and Parole Association states that “probation . . . professionals should be acquainted with and sensitive to the needs of victims while performing their primary service responsibilities to the public and to offenders” (Klein, 2004, p. 200).

- Number of individual grantees using funds for probation: 49 (19 percent of grantees)⁶⁴
- Total number of new and continuing cases handled by probation: 46,459

Offender Monitoring

Probation officers monitor offenders to review progress and compliance with court orders. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance. An average of 11,615 offenders were monitored by Arrest Program-funded agencies in each of the four reporting periods covered by this report. During the same two-year period these agencies reported the following contacts with individual offenders:

- 133,912 face-to-face contacts
- 107,813 telephone contacts
- 27,883 unscheduled surveillance contacts

In addition to offender monitoring, probation officers also contact victims as a strategy to increase victim safety. Arrest program-funded agencies contacted an average of 2,840 victims in each six-month reporting period. These victims received a total of 34,869 contacts over the two-year period.

A total of 12,182 violations were reported. The most frequently reported types of violations and responses to those violations were as follows:

- Failure to attend mandated Batterer Intervention Programs (27 percent, n=3,338) was the violation most likely to result in partial or full revocation of probation (52 percent, n= 1,745).
- Violations of protection orders comprised 17 percent (n=2,031) of violations and most often resulted in a verbal or written warning (34 percent, n=691).
- New criminal behavior represented 18 percent (n=2,242) of violations and most often resulted in partial or full revocation of probation (59 percent, n=1,321).

⁶⁴This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

Grantees report taking numerous steps in response to violations of probation, as illustrated in Table 7.

Table 7. Actions Taken in Response to Violations of Probation: Arrest Program

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/incarcerated	
	n	%	n	%	n	%	n	%	n	%	N	%
Protection order (n = 2,031)	140	7	691	34	77	4	483	24	337	17	303	15
New criminal behavior (n = 2,242)	193	9	235	10	86	4	407	18	380	17	941	42
Failure to attend mandated batterer program (n = 3,338)	269	8	716	21	142	4	466	14	758	23	987	30
Other condition of probation or parole (n = 4,571)	354	8	1234	27	97	2	825	18	843	18	1218	27

NOTE: Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins.

[T]he project has fundamentally changed the way domestic violence cases are supervised. The Probation Department will never go back to the old way of doing things. There really was a paradigm shift in the court's jurisdiction, as people came together to identify and then address gaps in services to victims and supervision of offenders in intimate partner violence cases.

- *Massachusetts Trial Court*

Without this project, there would be little or no response to any violation of probation, as there would be no one supervising the probation.

- *Pinal County Court Administration, Arizona*

Arrest program funding has allowed the APD [Adult Probation Department] DV Unit to address a backlog of almost 150 probation absconder cases through the creation of a tactically trained DV Arrest Team. Without grant funds, the unit's misdemeanor absconder cases would have sat in file cabinets in the probation department's Warrants Team office, without being worked, since this team only searches for felons. Previous experience has demonstrated that more than 50 percent of the time when other law enforcement agencies arrest domestic violence probation absconders, it is because the absconders have committed new DV offenses. The APD DVAT [Domestic Violence Arrest Team]'s ability to arrest many of these absconders quickly has prevented new DV

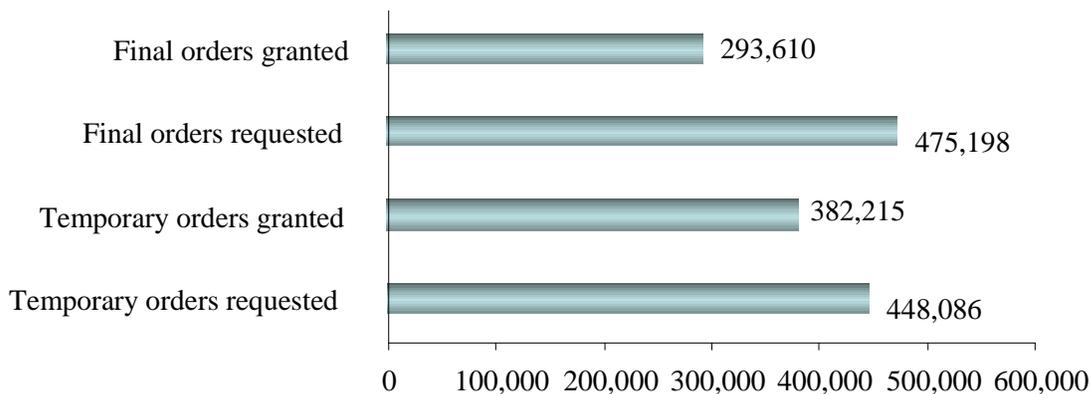
offenses from occurring in some cases. The DV Unit has had a disproportionate number of arrests of probation violators and searches of their residences than the rest of the department because of the nature of the DV population. The DVAT has conducted arrests of DV probation violators and performed searches of high-risk/profile offenders, on behalf of the officers in the unit, saving those officers time better spent performing case management tasks. The function of the DVAT has served to not only hold DV offenders accountable, but has enhanced the safety of victims.

- *Adult Probation Dept. of the Superior Court in Pima County, Arizona*

Community Measures

Arrest Program funds are designed to encourage a CCR that will affect the entire funded jurisdiction. For this reason, grantees are asked to report on the number of protection orders requested and granted within the funded jurisdiction.⁶⁵ Grantees reported a significant increase in these statistics as compared to the data reported in the 2006 Biennial Report (Office of Violence Against Women, U.S. Department of Justice, 2006).⁶⁶

Figure 3. Protection orders requested and granted under the Arrest Program



Remaining Areas of Need

Arrest grantees cited a number of remaining areas of need that were court related including: unification of and communication across civil/family/juvenile and criminal courts; legal representation of victims in divorce/custody cases; and docketing, scheduling, and prioritizing domestic violence related matters within local court systems. They identified the need for more qualified interpreters, more culturally specific resources, and more bilingual officers. With regard to domestic violence offenders, grantees identified the need for compliance and monitoring of

⁶⁵ Numbers represent cases in which complete data were available for both order requested and granted. In some jurisdictions grantees report difficulty in obtaining protection order data; for example, if a city is the grant-funded jurisdiction and protection order data are collected at the county level, it is not possible to report precisely on the number of orders requested or granted in the city.

⁶⁶ Grantees reported as follows: 181,390 final orders granted, 261,221 final orders requested, 269,348 temporary orders granted, and 301,803 temporary orders requested.

misdemeanor offenders, more jail space, enhanced release conditions, victim notification, and enforcement of firearms violations. Technology and training issues included the need for statewide databases and software licenses to link with Tribal Court systems; more training for tribal courts to expand judicial response and train emergency medical responders and firefighters; an emphasis on on-going training for law enforcement officers, new patrol officers and officers from smaller communities; and specialized training on non-lethal strangulation and stalking and training for 911 operators. Finally, grantees suggested providing more effective services for people who are physically and mentally challenged, for people who are homeless or incarcerated, and for victims/survivors from diverse cultural backgrounds.

Rural Domestic Violence and Child Victimization Enforcement Grants Program

The Rural Domestic Violence and Child Victimization Enforcement Grants Program (Rural Program) recognizes that victims of domestic violence and child victimization who live in rural areas face challenges that are rarely encountered in urban areas. The geographic isolation, economic structure, social and cultural pressures, and lack of available services in rural communities significantly compound the problems faced by victims seeking to end the violence in their lives. The unique circumstances of rural communities affect the ability of the criminal justice system to investigate and prosecute domestic violence, dating violence, and child victimization cases. In addition, socio-cultural, economic, and geographic barriers hinder the ability of victim advocates to identify and assist victims of domestic violence, dating violence, and child abuse. The Rural Program enhances the safety of victims of domestic violence, dating violence, and child abuse by supporting projects uniquely designed to address and prevent these crimes in rural America.

The Rural Program provides jurisdictions with an opportunity to design community responses, policies, and programs to address their unique social, economic, and geographic conditions. It supports projects that address the needs of rural law enforcement and prosecution agencies; the courts; and nonprofit, nongovernmental victim services programs that respond to domestic violence, dating violence, and child victimization.

Prior to receiving this funding, there were no significant services in this area for victims. Law enforcement was not trained in the issue of domestic violence. Little was done by any entity to ensure the safety of victims and children and to hold the offender accountable. In addition, victims and their children had no safe place to go. The nearest domestic violence shelter and services were 50 miles from Sandpoint and there is no public transportation available. We now have a safe house, victim advocates who respond with law enforcement to the scene of domestic calls, a coordinated community response team, a deputy prosecutor who is solely responsible for domestic cases, a domestic violence case coordinator in the county prosecutor's office, and much training has been given and continues for all parties involved. This year we were able to secure the Sandpoint City Prosecutor to sign on to our Memorandum of Understanding and participate in our response team meetings. This is a great addition to our team and she is a regular participant in our meetings. In a rural area such as Bonner County it would not be possible to provide these excellent services without this funding.

- Bonner County Homeless Task Force, Idaho

The Rural funding has allowed the Program to hire much needed advocates in order to cover the Reservation, which is 1.3 million acres and very rural. The Tribal Crime Victim Advocate Program works with all peoples, mainly Native Americans. The Reservation encompasses 11 communities and approximately 27,000 people. Because of our local college and the fact that this Tribe has concurrent jurisdiction with the state, the Program works with many peoples of other tribes. The media campaign has been very instrumental in helping the Program to become even more established throughout the Reservation, increasing our case load, allowing us to help many more people in need of our services. Rural funding has allowed the Program to establish a Coordinated Community Response Team, this is a great addition.

- *The Confederated Salish & Kootenai Tribe, Montana*

General Grant Information

Information for this report was submitted by 188 individual Rural Program grantees⁶⁷ for the July 1, 2005 to June 30, 2007 progress report period. Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 158
- January–June 2006: 122
- July–December 2006: 143
- January–June 2007: 122

Thirty-five percent of Rural Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 66 unique tribes or nations they were serving or intended to serve.

Staff

Rural Program staff provides victim services, training, outreach, advocacy, counseling, and court services to increase victim and child safety and offender accountability. Being able to hire staff is critical to the overall function and success of programs.

Our ability to hire additional staff using Rural Grant funds has increased our productivity by allowing direct services staff to focus on clients while support staff work behind the scenes to keep the facility running, organized and comfortable for clients and staff. Of particular importance, our shelter manager position has enabled us to fully utilize the impressive community resources of donated goods. In the past, we had very limited ability to manage this resource. The shelter manager position has made it possible to actually receive donations, store and organize them as well as to distribute them in a more effective manner. The more effective we

⁶⁷This number reflects an unduplicated count of grantees; grantees may have received funds in more than one six-month reporting period.

become in managing this resource, the more the community seems to respond by increasing their generosity.

- *The Friendship Center of Helena, Montana*

Grantees most often used grant funds for victim advocates and program coordinators.

Table 8. Full-time equivalent staff funded by Rural Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	153	119	137	120
Total FTE staff funded	630	486	551	519
Victim advocates	176	150	172	180
Program coordinators	78	61	80	76
Outreach workers	66	32	42	23
Administrators	49	42	46	41
Support staff	45	33	45	48
Trainer/educators	41	33	36	35
Legal advocates	28	24	17	23
Children’s advocates	28	28	32	28
Counselors	28	18	19	17
Legal advocates	28	24	17	23

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Training

Quality training is necessary for the development of an effective coordinated community response (CCR) to domestic violence and child victimization. Almost all Rural Program grantees provide training on domestic violence and child victimization issues to victim advocates, child protection staff,⁶⁸ law enforcement officers, prosecutors, court personnel, probation officers, and mental health and other professionals. This training improves professional responses to victims of domestic violence and child victimization and increases offender accountability.

The most common topics for training events were domestic violence overview, dynamics, and services; advocate response; coordinated community response; child victimization overview, dynamics, and services; confidentiality; and law enforcement response.

⁶⁸Child protection staff work in a social service agency (in most states) and receive reports, investigate, and provide rehabilitation services to children and families with problems of child maltreatment. Frequently, this agency is located within larger public social services agencies such as Departments of Social Services or Human Services.

- Number of individual grantees using funds for training: 159 (85 percent of all grantees)⁶⁹
- Total number of training events: 5,067
- Total number of people trained: 71,457

**Table 9. People trained with Rural Program funds:
Selected professional positions**

Position	People trained (N = 71,457)	
	Number	Percent
Victim advocate	9,508	13
Law enforcement officer	8,364	12
Multidisciplinary group	7,204	10
Educator	5,435	8
Health professional	4,637	6
Social service organization staff	4,501	6

NOTE: Data presented for the six most frequently reported categories only.

Both domestic violence and child welfare staff reported positive practice change and knowledge gain. The evaluators summarized the following results: Informal, personal, hands-on training supported by direct services was largely what distinguished this program. The advocates provided guidance in real time on real cases. The advocate was not just another body helping to relieve strained DHS caseloads. She was a knowledgeable resource who "cut through red tape" and thought creatively about community resources. Advocates helped DHS determine when women have the capacity to protect their children. They framed options for women in ways that empowered them. Advocates worked to untangle the impact of domestic violence, drug and alcohol abuse, and child abuse. They provided the level of attention and follow-through that "really tough" cases in rural areas demanded. DV staff reported greater knowledge about and comfort with DHS policies and procedures and were more prepared to deal with child maltreatment issues. DHS staff reported greater knowledge about batterers' use of power and control tactics and barriers to women leaving. They were far less likely to see moms as completely responsible for child welfare and expressed more compassion regarding difficulties battered women experienced protecting their children. Positive knowledge gains and practice changes for a majority of staff were documented in each round of evaluation site visits and surveys. Clients who might have otherwise slipped through the cracks or been reluctant to initiate contact with either the local domestic agency or DHS received services because the advocate reached out. Women and children felt more supported and reported relying on the advocate to explain the DHS and court processes. They also reported advocates helped with other issues and resources, not just child welfare. DV staff said women had more

⁶⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

access to and were more likely to use services, were less anxious about DHS and understood the DHS process better, and had a better understanding of the impact of DV on children.

- Oregon State Office for Services to Children and Families

Community Education

Rural Program grantees provide general information to the community to increase awareness of domestic violence and/or child victimization. Community education can be used as a tool to connect people in a community who have a common goal of building safe, supportive, and accountable communities.⁷⁰

The most common topics for community education events were domestic violence overview, dynamics, and services; dating violence overview, dynamics, and services; domestic violence prevention program; safety planning, healthy relationships/domestic violence prevention (grades 6–12); and healthy relationships/domestic violence prevention (community).

- Number of individual grantees using funds for community education: 167 (89 percent of grantees)⁷¹
- Total number of education events: 11,277
- Total number of people educated: 427,856

Table 10. People educated with Rural Program funds: selected groups

Group	People educated (N = 427,856)	
	Number	Percent
Community members	148,260	35
Middle/high school students	103,938	24
Elementary school students	49,030	11
Community groups	25,472	6
University/college students	22,326	5
Parents or guardians	19,173	4

NOTE: Data presented for the six most frequently reported categories only.

By far the most important aspect of this grant for STAR is the ability to travel to these rural areas and talk with people face to face. We have been welcomed with overwhelming graciousness and we have been invited back. Unfortunately, we may not be able to return to all of the places we have visited. We traveled to Elim, Alaska. Elim has a population of 300; 100 are children. We presented educational

⁷⁰Community education is not the same as training. Training involves providing information on domestic violence and/or child victimization that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

⁷¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

materials to each grade, including preschool. We gave two community presentations with a total of 25 percent of the adult population attending. Many villages have fewer than 300 people. Traveling to villages during Wellness Fairs and festivals allowed us to present to a larger population because visitors from other villages were also there. It also gave us an opportunity to renew past relationships with those we had met before. In Wales, Alaska, snowdrifts can be 20 feet high. We had to climb over a large drift to just to get to the school stairs. Siberia is just a few miles away on the other side of the Bering Sea. It is important to know where land meets sea; during spring break-up many lives have been lost due to falling through the ice.

- *Standing Together Against Rape, Alaska*

Victim Services

Victims need comprehensive support services that may include legal advocacy to secure a protection order or custody of their children; medical services and counseling services from health care professionals; services from victim advocates, including safety planning or accompaniment to court; and transitional housing assistance or access to supervised visitation and exchange services.

When domestic violence occurs in a rural area, special problems are encountered that significantly influence whether a woman will remain in a battering relationship. Domestic violence victims in rural areas are isolated both physically and emotionally. Employment opportunities may be scarce and victims may not have access to transportation or phone service. The issue of accessing services may become impossible for the victim who most likely has no experience with “the system” to begin with.

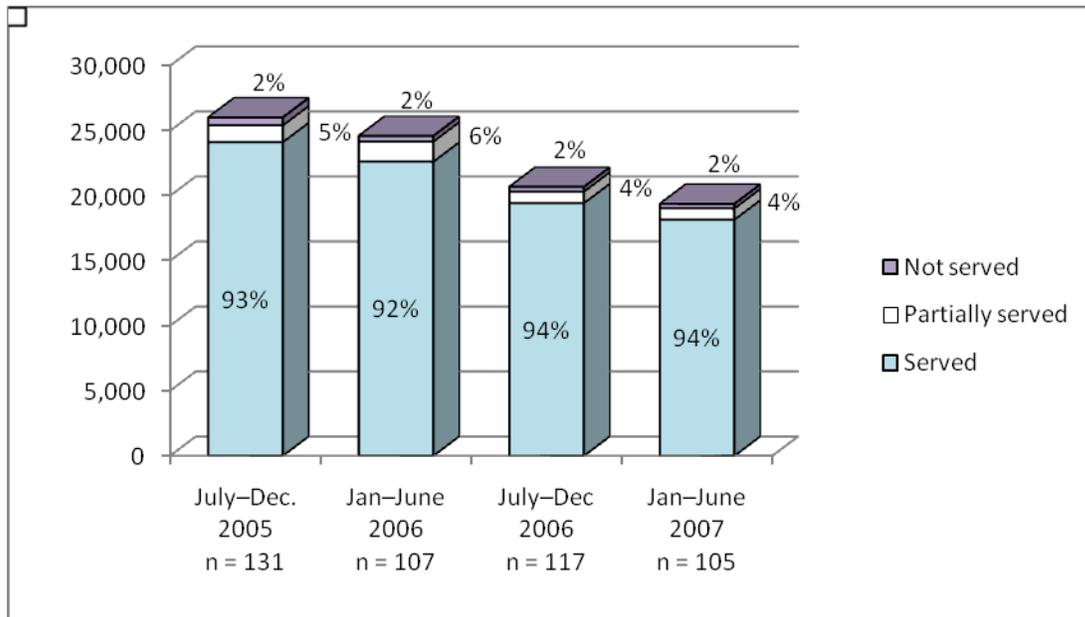
The batterer’s reputation for violence may be such that few members of the rural community are willing to risk retaliation by offering the victim shelter. Often, domestic violence shelters are not available and there may be only one shelter in the area. If a victim chooses to stay at either site, the whole town (including the batterer) may soon know her location. Anonymity and security become additional obstacles for the victim.

- Rural Program grantees provided services to an average of 22,000 victims of domestic violence and 9,700 child victims in a six-month reporting period.⁷²
- Number of individual grantees using funds for victim services: 164 (87 percent of grantees).⁷³

⁷²This number represents a calculated average of all four 6-month reporting periods.

⁷³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Figure 4. Provision of victim services by Rural Program



n = number of grantees reporting victim services

NOTES: Partially served represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the Rural Program grant. Not served represents victims/survivors who sought services and did not receive service(s) they were seeking, if those services were funded under the Rural Program grant.

Victims/survivors Seeking Services

July–December 2005:

- 26,020 victims/survivors sought services from Rural Program grantees.
- Of these, 25,414 (98 percent) victims/survivors received services and 606 (2 percent) were not served.

January–June 2006:

- 24,598 victims/survivors sought services from Rural Program grantees.
- Of these, 24,171 (98 percent) victims/survivors received services and 427 (2 percent) were not served.

July–December 2006:

- 20,678 victims/survivors sought services from Rural Program grantees.
- Of these, 20,318 (98 percent) victims/survivors received services and 360 (2 percent) were not served.

January–June 2007:

- 19,373 victims/survivors sought services from Rural Program grantees.

- Of these, 19,032 (98 percent) victims/survivors received services and 341 (2 percent) were not served.

While there are many days of running into barrier after barrier, we know that without Rural Grant funds women would not have access to the advocates who can help break down those barriers. In particular, we have received many personal stories of service providers, first responders and survivors who are grateful for our commitment to their community. A reality among many other providers is that success is based on numbers served and economics. We understand that rural advocacy takes patience and perseverance. A victim is often led to believe that no one can help her and it takes time to build trust with her and with the community at large.

- Crisis Intervention Shelter Services, South Dakota

Reasons Victims/survivors were Not Served or Were Partially Served

During each reporting period, the following barriers were noted most frequently by grantees as reasons why victims were not served or were only partially served:

- Victim/survivor did not meet eligibility or statutory requirements.
- Program unable to provide service because of limited resources/priority setting.
- Services were not appropriate for victim/survivor.
- Services were not appropriate or not adequate for victims/survivors with substance abuse problems.
- Services were not appropriate or not adequate for victims/survivors with mental health problems.

The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (79–82 percent).

Table 11. Relationship to offender of victims/survivors served by Rural Program

Relationship to offender	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Spouse or intimate partner	19,306	15,618	15,935	14,436	79-82
Dating relationship	2,197	1,583	1,507	1,850	8-10
Other family member	1,211	1,071	842	1,271	4-7
Unknown	2,405	6,399	1,237	899	na

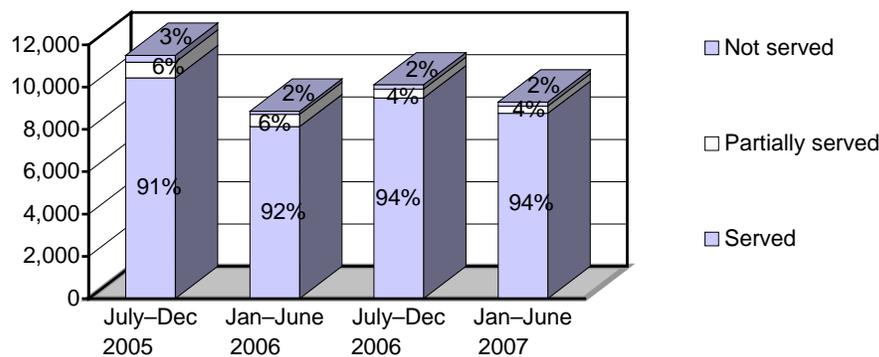
na = not applicable

NOTES: Because victims/survivors may have been abused by more than one offender, the number of relationships reported may be higher than the total number of victims/survivors served. Not all reported relationship categories are represented. Percentages are based on known relationships only.

Services for Children of Domestic Violence Victims

The well-documented relationship between domestic violence and child abuse indicates an urgent need to increase collaboration among child welfare agencies, courts, domestic violence programs, and other service providers. Rural Program grantees developed easily accessible interventions, especially those that focused on strengthening, or, whenever possible, restoring the bond between the battered parent and the children. Placing non-abusing parents at the center of decision-making with respect to their children and empowering these parents to make choices that enhance their safety and their children's safety will help restore healthy, nurturing environments in which children can thrive.

Figure 5. Provision of services to children by Rural Program



Children Seeking Services

July–December 2005:

- 11,494 children sought services from Rural Program grantees.
- Of these, 11,178 (97 percent) children received services and 316 (3 percent) were not served.

January–June 2006:

- 8,858 children sought services from Rural Program grantees.
- Of these, 8,705 (98 percent) children received services and 153 (2 percent) were not served.

July–December 2006:

- 10,102 children sought services from Rural Program grantees.
- Of these, 9,892 (98 percent) children received services and 210 (2 percent) were not served.

January–June 2007:

- 9,290 children sought services from Rural Program grantees.
- Of these, 9,102 (98 percent) children received services and 188 (2 percent) were not served.

Reasons Children Were Not Served or Were Partially Served

During each report period, the following barriers were noted most frequently by grantees as reason why victims/survivors were not served or were only partially served:

- Victim/survivor did not meet eligibility or statutory requirements.
- Program was unable to provide services because of limited resources/priority setting.
- Services were not appropriate for victim/survivor.

The majority of children served or partially served were victimized by a parent or other caretaker (85-93 percent).

Table 12. Relationship to offender of children served by Rural Program: July 2005–June 2007

Relationship to offender	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Parent/other caretaker	8,410	7,338	8,186	7,388	85-93
Other family member	905	565	927	1,209	7-14
Unknown	1,812	817	971	545	na

na = not applicable

NOTES: Because children may have been abused by more than one offender, the number of relationships reported may be higher than the total number of children served. Not all reported relationships are represented. Percentages are based on known relationships only.

Demographics of Victims/survivors and Children Served and Partially Served

Rural Program grantees served or partially served an average of 22,234 victims/survivors in a 6-month reporting period.⁷⁴ The majority of those victims/survivors were white (53–54 percent), female (92–94 percent), and between the ages of 25 and 59 (43–46 percent). The more than 9,700 children served or partially served were most likely to be female (51–58 percent) and between the ages of 0 and 6 (13–14 percent).

⁷⁴This number represents a calculated average of all four 6-month reporting periods.

Table 13. Demographic characteristics of victims/survivors and children served by Rural Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian	6,093	6,004	6,743	5,714	19–24
Asian	140	173	250	318	<1–1
Black or African American	1,959	1,634	1,132	1,302	4–6
Hispanic or Latino	6,969	4,845	5,242	5,463	18–22
Native Hawaiian or Pacific Islander	194	66	70	44	<1–1
White	16,931	14,226	15,413	14,499	53–54
Unknown	4,482	6,269	1,581	965	na
Gender					
Victims/survivors					
Female	22,749	18,068	18,376	17,303	92–94
Male	1,511	1,543	1,561	1,575	6–8
Unknown	1,154	4,560	381	154	na
Children					
Female	5,711	4,570	5,246	4,296	51–58
Male	4,315	3,249	4,176	4,122	42–49
Unknown	1,152	886	470	684	na
Age					
0–6	4,125	3,599	3,862	3,866	13–14
7–12	3,789	2,775	3,500	2,912	11–13
13–17	2,452	1,632	2,254	2,202	4–8
18–24	7,274	5,310	4,558	4,588	16–22
25–59	14,082	11,856	12,459	11,902	43–46
60+	814	774	1,138	1,247	3–5
Unknown	4,056	6,930	2,450	1,417	na
Victims/survivors					
People with disabilities	1,449	1,216	1,377	1,115	5–7
People with limited English proficiency	3,210	1,614	1,911	2,445	7–13
People who are immigrants, refugees, or asylum seekers	2,179	1,337	1,491	1,662	6–9
People who live in rural areas	20,596	17,002	16,927	14,151	70–83

Table 13. Demographic characteristics of victims/survivors and children served by Rural Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Children					
People with disabilities	1,324	180	258	182	2–12
People with limited English proficiency	474	155	370	401	2–4
People who are immigrants, refugees, or asylum seekers	154	47	337	258	1–3
People who live in rural areas	7,957	6,578	7,513	6,696	71–76

na = not applicable

NOTES: Data include victims/survivors and children who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, data may exceed the total number of victims/survivors served. Percentages are based only on victims/survivors and children for whom the information was known and only on information from project reports submitted by grantees.

Types of Victim Services

Rural Program grantees provide an array of services to victims of domestic violence, dating violence, and child victimization. These services include victim and child advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and support group/counseling. Victims of domestic violence often need a variety of services, including help with material goods and services, health-related issues, school-related issues, financial and transportation needs, employment, and legal issues. Women with children also need assistance with child care, counseling, and other matters related to their children. Research indicates that women who work with advocates are more effective in accessing community resources and that it is essential for advocacy and other human service programs to recognize the need for a comprehensive response to the needs of survivors (Allen et al., 2004).

All victims receive safety planning, referrals, and information as needed.

Grantees report that the following services were provided most frequently (not a complete list) during each 6-month reporting period:⁷⁵

Victims:

- Victim advocacy: 55,468
- Hotline calls: 49,436
- Crisis intervention: 41,245
- Individual/group support: 31,171

⁷⁵Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

- Civil legal advocacy: 28,766
- Criminal justice advocacy: 21,219

Children:

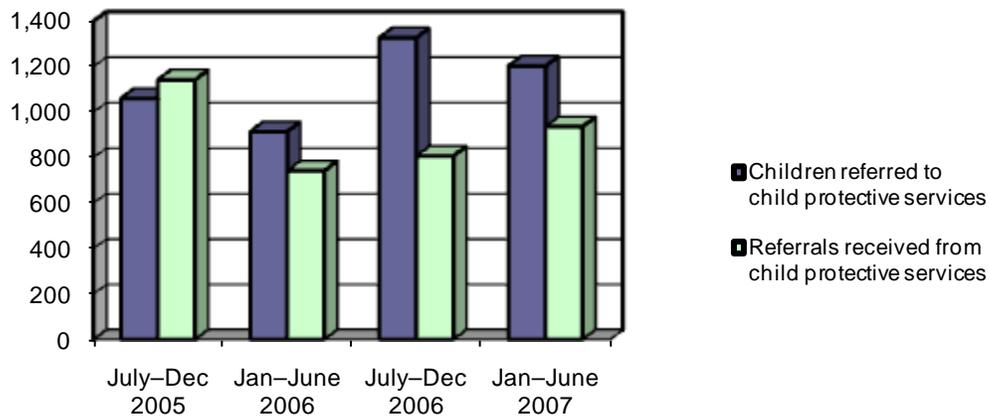
- Victim advocacy: 14,041
- Child advocacy: 13,166
- Crisis intervention: 13,000
- Support group/counseling: 12,029
- Hotline calls: 9,322
- Civil legal advocacy: 5,121

Without the funding of the Rural Domestic Violence and Children’s grant, we would not be able to have a shelter as there is no funding available and Tribal funds are limited. In this reporting period, 33 adult victims and 43 children were housed for 1856 bed nights. This is a significant need that would not have been met for victims who needed safety without the shelter. In many cases, other shelters were full and we took others from neighboring areas through referrals. Our shelter reached capacity many times this summer and we had to refer out clients as well. The shelter has not been empty at all this reporting period. Many are requesting long term stays. Our homeless shelter in this community is also very full. Since the shelter is operated 24 hours a day and seven days a week, victims have access to somewhere safe to go at any time.

- Menominee Indian Tribe of Wisconsin

During each of the four reporting periods, referrals to and from Child Protection Services were made by child protection agencies and domestic violence agency staff in response to situations that came to their attention (some risk for child maltreatment was present). Referrals increased from 1,060 during the first reporting period to 1,203 during the last reporting period.

Figure 6. Referrals to and from child protective services by Rural Program



Criminal Justice

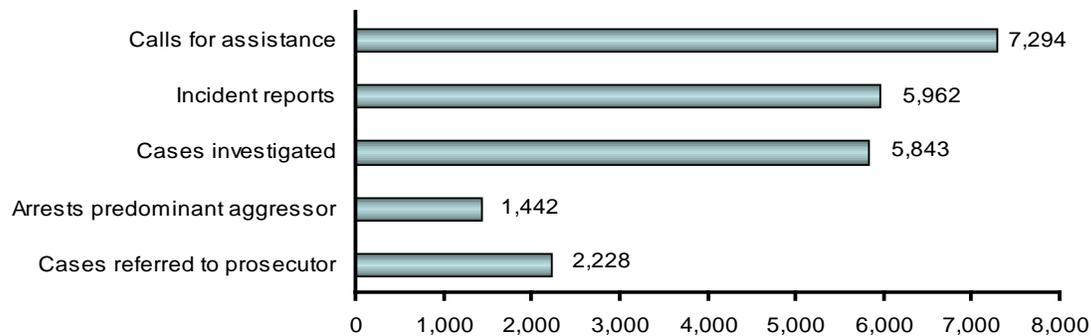
The Rural Program promotes a CCR that includes victim services, child welfare agencies, law enforcement, prosecution, courts, probation, and public and private community resources.

Law Enforcement

The role of law enforcement is crucial in responding to domestic violence. The response and attitude of law enforcement officers influences whether or not victims will report domestic violence offenses (Davis & Maxwell, 2002; Jolin et al., 1998), and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court. Law enforcement officers should be proactive and aggressive in addressing domestic violence matters. In response to studies about arrest deterrence, law enforcement offices across the country began to adopt “proarrest,” “mandatory arrest,” and “primary aggressor” policies beginning in the 1980s. Subsequent replication studies indicate that arrest is associated with less repeat offending (Maxwell, Garner & Fagan, 2001). A meaningful and serious response by law enforcement agencies that includes arrest, providing victims with information pamphlets, taking down witness statements and helping victims secure protection orders, were all associated with reduced reabuse. (Klein, 2008a; Wordes, 2000).

- Number of individual grantees using funds for law enforcement: 29 (15 percent of grantees).⁷⁶

Figure 7. Law enforcement activities in Rural Program domestic violence cases for all four reporting periods



NOTE: Grantees report only on law enforcement activities that are funded under the Rural Program and they may receive funds for one or for a number of these activities. Therefore, no relationships can be inferred or comparisons made between activities reported here.

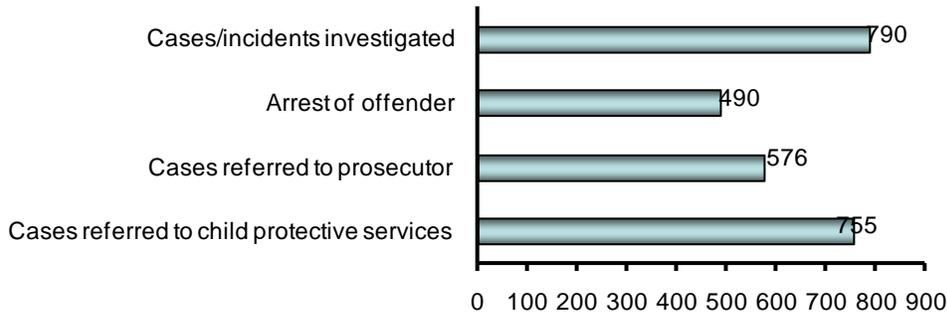
Receiving Rural Program funding has allowed Saline County to increase the size of the Sheriff’s Office Domestic Violence Unit to five employees, two of which are STOP grant funded. The additional Rural Program grant funded staff (two Investigators and one Advocate) has given the unit the ability to investigate misdemeanor battery, assault, and violation of order of protection cases, which they did not previously have time to do. The unit is also now able to investigate cases of child victimization related to domestic violence,

⁷⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

which other sources of grant funding (the STOP grant) prohibited the unit from doing. The unit is serving as a resource for other small law enforcement agencies throughout the county, and has conducted several law enforcement training sessions related to domestic violence. Training has also been conducted for probation officers and reserve sheriff deputies. The small rural police departments consult the Domestic Violence Unit on a regular basis, seeking information on how to handle specific cases of domestic violence. Because of the additional staff, orders of protection are now served more quickly, often the same day as they are issued. The Sheriff has also assigned a number of reserve deputies to work with the Domestic Violence Unit. One comment from the Rural Grant Program-funded Victim Advocate at the Domestic Violence Unit was that, "Just to let you know we are starting to hear from outside agencies more and more for assistance in their cases. Everyone is working great with each other!"

- County of Saline, Arkansas

Figure 8. Law enforcement activities in Rural Program child victimization cases



NOTE: Grantees only report on grant-funded activities and agencies may receive funds for only one activity. Therefore, individual activities are not necessarily related and inferences or comparisons should not be made.

Remaining Areas of Need

The most commonly expressed remaining area of need was for additional services in rural communities. Lack of efficient transportation systems is a critical issue for rural communities. Issues of isolation, diminished employment opportunities, shortage of affordable housing, and lack of availability of culturally specific services for American Indians and immigrants further create significant barriers for victims/survivors and their children. Grantees identified a need to better address child custody issues particularly through specialized training for guardians ad litem, judges, and custody evaluators. Finally, grantees reported new challenges being faced in rural areas such as sexual assaults occurring during “rodeo” events and in “boom towns” that spring up in response to the new oil discoveries.

Legal Assistance for Victims Grant Program

The Legal Assistance for Victims Grant Program (Legal Assistance Program) strengthens civil and criminal legal assistance for victims/survivors of sexual assault, domestic violence, dating violence, and stalking through innovative, collaborative programs. Grantees provide victims/survivors with representation and legal advocacy in family law, immigration, administrative agency, or housing matters, protection or stay-away order proceedings, and other similar matters. The Legal Assistance Program is designed to increase the availability of civil and criminal legal assistance and advocacy services to provide effective aid to victims/survivors who are seeking relief in legal matters arising as a consequence of abuse or violence. It supports a holistic approach to delivering services and advocacy for victims/survivors while addressing their legal and other needs.

Lawyers and legal advocates providing services through the Legal Assistance Program must be trained and mentored by personnel from respected domestic violence and/or sexual assault programs within the community to be served. Non-lawyers must be fully supervised by attorneys in accordance with local bar rules. Lawyers providing services through the Legal Assistance Program must be supervised by a senior attorney.

The Legal Assistance Program provides an opportunity for communities to examine how the legal needs of victims/survivors of sexual assault, domestic violence, dating violence, and stalking are met. By statute, funds may be used to do the following:

- Implement, expand, and establish cooperative efforts and projects between domestic violence and sexual assault victim services organizations and legal assistance providers.
- Implement, expand, and establish efforts and projects to provide legal assistance for victims of sexual assault, domestic violence, dating violence, and stalking, and by organizations with a demonstrated history of providing direct legal or advocacy services on behalf of these victims.
- Provide training, technical assistance, and data collection to improve the capacity of grantees and other entities to offer legal assistance to victims of sexual assault, domestic violence, dating violence, and stalking.

OVW encourages all grantees to develop programs to reach diverse and traditionally underserved populations, including racial, cultural, and ethnic minorities; people with disabilities; people who speak languages other than English; and victims of sexual assault, domestic violence, dating violence, and stalking in rural or inner-city areas.

OVW has a special interest in establishing or strengthening the following: programs that assist victims of sexual assault, domestic violence, dating violence, and stalking on lands within the jurisdiction of an Indian tribe; legal advocacy programs that are operated out of or under the direct auspices of sexual assault or domestic violence victim services organizations or shelters; projects focused solely or primarily on providing a broad range of legal assistance to victims of sexual assault; and programs that offer a broad range of legal assistance to stalking and domestic violence victims.

Legal Assistance Program funds support law school clinical programs that provide direct legal representation to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Clinical programs in law schools represent victims/survivors directly to meet the full range of their legal needs. In addition, these programs train law students in substantive law and the dynamics of sexual assault, domestic violence, dating violence, and stalking.

OVW also provides federal funding for Legal Assistance Program grantees to establish collaborative efforts among victim services programs and local agencies, local services (such as public housing agencies, hospitals, health clinics, campuses, and public libraries), and local businesses, so they can provide onsite legal advocacy and/or legal assistance information in locations where sexual assault, domestic violence, dating violence, and stalking victims/survivors will have access to them.

LAV funds have also allowed us to strengthen our outreach and work with partners in various ethnic communities. This has greatly enhanced our ability to serve clients, specifically those who are monolingual in Spanish, Chinese, Korean, Cambodian, Vietnamese, and Japanese. LAFLA, with LAV funds, employs year round law students to staff language lines in each of these languages and assist with additional interpretative needs. Sixteen community-based clinics are held per month in partnership with the Chinatown Service Center, Chinatown Senior Citizens Service Center, Asian Youth Center, Korean Youth and Community Center, Korean American Coalition, Korean Resource Center, Korean American Family Service Center, Little Tokyo Service Center, Long Beach Police Department Community Sub-Station, and United Cambodian Community. This has greatly increased the numbers of mono-lingual clients assisted by LAFLA.

- Legal Aid Foundation of Los Angeles, California

Both the LAV attorney and the LAV legal advocate serve on our community's collaborative Protection Order Committee, which meets quarterly. This committee includes a judge, law enforcement, social workers, court personnel, and others from our agency. One issue that the committee recently addressed was a trend in which social services, with the intent to promote victim safety, was requiring custodial parents to get protection orders against the abusing parent. The committee discussed the possibility that this policy may jeopardize victim safety in some instances and brought these concerns to the attention of the social service agency, which has since reviewed and adjusted its policies regarding the requirement to obtain protection orders.

- Community Violence Intervention Center, North Dakota

The Wichita KLS office recently worked with the Wichita/Sedwick County Domestic Violence Coalition on a sub-committee regarding Protection from Abuse and Stalking issues. After evaluating concerns that Sedgwick County granted too many mutual PFA [Protection from Abuse] restraining orders, staff determined that use of such orders was justified in fewer than 5 percent of all cases. Staff provided training on this issue, and Sedgwick County now uses the OJA [Office of Judicial Administration]-developed forms for PFA and PFS [Protection from Stalking] orders. Along the way during this process, staff provided all victims with envelopes containing community resources and information on registering their PFAs in other states.

- *Kansas Legal Services Inc.*

General Grant Information

Information for this chapter was submitted by 228 individual Legal Assistance Program grantees⁷⁷ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 194
- January–June 2006: 168
- July–December 2006: 193
- January–June 2007: 157

Seventeen percent of Legal Assistance Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 70 unique tribes or nations they were serving or intended to serve.

One particular problem which has been addressed is city and county law enforcement refusing to enforce tribal court victim's protection orders. The Chickasaw Nation recently launched its tribal court. They issued a protection order for a victim. The victim came to our office after she was told by local law enforcement that her tribal court protection order was not enforceable by them. Our client was working at the local WalMart and her abuser bought bullets and waved them at her saying "these are for you". OILS domestic violence project managing attorney, Nichole Lindsey facilitated communications between the tribal police department and the City of Ada police department and the policy was clarified that tribal court orders are valid and enforceable if they meet the VAWA requirements on their face. Ms. Lindsey has collaborated with tribal attorneys and court clerks to ensure that the tribal court orders meet the federal VAWA standards for full faith and credit. She also advised the District Attorney of the violation of the protective order and the surveillance tapes from the WalMart episode were used to prosecute the abuser.

- *Oklahoma Indian Legal Services*

⁷⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Staff

Legal Assistance Program staff provide direct legal services to victims/survivors of sexual assault, domestic violence, and stalking; training and mentoring for lawyers representing victims/survivors; and support services for victims/survivors.

Grantees most often used grant funds for civil attorneys. Many programs funded legal advocates who assisted victims/survivors with legal issues, such as filling out petitions for protection orders, and victim advocates who assisted victims/survivors with a range of issues.

Table 14. Full-time equivalent staff funded by Legal Assistance Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	190	168	184	157
Total FTE staff funded	624	626	665	569
Civil attorneys	329	333	353	312
Paralegals	62	71	73	55
Legal advocates	54	59	57	50
Support staff	53	44	50	39
Victim advocates	46	44	53	48

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

The LAV-funded UFS Immigrant Outreach Specialist has facilitated forums to encourage collaboration between law enforcement, immigrant communities, legal aid, victim/survivor advocates and within these disciplines. The Immigrant Outreach Specialist has provided administrative support to collaborative community efforts that had previously had no one to help facilitate continuity of the coordination of victim/survivor services. The Immigrant Outreach Specialist has educated victim/survivor advocates on a monthly basis about VAWA, Domestic Violence Laws, and Cultural Competency. This LAV-funded position has engaged insular communities and isolated service providers in insular or distant locations in the county. Due to the efforts of the Immigrant Outreach Specialist, improvement of legal and counseling services for immigrant victims has transcended the immigrant community and permeated to the agenda of mainstream victim/survivor advocates at the Mecklenburg County Domestic Violence Advocacy Council and the Domestic Violence Community Action Response Team in North Mecklenburg as well as business people from the private sector and other social service providers. The interest has been piqued and with LAV funding, the Immigrant Outreach Specialist is able to follow through with training and technical assistance. LAV-funded training and outreach has put the legal needs of immigrant victims on the agenda for Domestic Violence workgroups that formerly overlooked the complexities of this underserved population.

- *United Family Services, North Carolina*

The SWADVC has a court advocate and Legal Program Director available twenty four hours a day, seven days a week. Either the Director or court advocate will have an initial conference with the victim to determine intervention needs. The client/victim will be assisted with an Order of Protection, safety planning, shelter services, and resource counseling. An appointment will be arranged with an attorney provided by the Legal Assistance for Victims Grant. After regular business hours, should there be an immediate need for an attorney consultation, one will be contacted by the SWADVC as part of our agreement with our attorneys on staff. The SWADVC and its legal program will maintain an open file on each client and will provide follow-up support as long as needed.

- Southwest Arkansas Domestic Violence Center

Training and Technical Assistance

A large majority of Legal Assistance Program grantees provide enhanced training for lawyers who represent victims/survivors and training for other professionals who serve victims/survivors of sexual assault, domestic violence, and stalking.

The most common topics for training events were domestic violence laws; confidentiality; domestic violence overview, dynamics, and services; protection orders (including full faith and credit); divorce/custody/visitation/child support; and identifying legal issues. This training is critical because the legal issues victims/survivors face are complex and cover a wide range of topics.

- Number of individual grantees using funds for training: 200 (88 percent of all grantees)⁷⁸
- Total number of training events: 4,775
- Total number of people trained: 89,693

Table 15. People trained with Legal Assistance Program funds: Selected professional positions

Position	People trained (N = 89,693)	
	Number	Percent
Attorney/law student	21,286	24
Victim advocate (domestic violence, sexual assault, and dual)	19,675	22
Multidisciplinary group	8,306	9
Law enforcement officer	7,554	8
Social service organization staff	4,698	5
Health professional	4,052	5

NOTES: Data presented for the six most frequently reported categories only.

⁷⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Legal Assistance Program grantees provide technical assistance to a range of professionals, including victim advocates, attorneys, judges, legal services staff, mediators, friends of the court, and guardians ad litem who are dealing with victims/survivors of sexual assault, domestic violence, and stalking. A total of 146 individual grantees (63 percent of all grantees)⁷⁹ reported providing technical assistance to victim advocates (25 percent of grantees reported this); attorneys (20 percent); legal services staff (18 percent); prosecutors (11 percent); judges (10 percent); and friends of the court, mediators, and guardians ad litem (9 percent). Topics of technical assistance included information about domestic violence (54 percent of grantees reported this), sexual assault (25 percent), and stalking (21 percent).⁸⁰

Wisconsin Judicare was able to host its first seminar on December 19-20, 2005 in Wausau Wisconsin. Fifty-seven attorneys, advocates, tribal lay advocates and court personnel attended. Judicare hosted local attorneys at this event to provide strategy and insight on working with domestic violence victims in local courts. Tribal elders and representatives from the state-wide Indian domestic violence organization were also speakers at this event. Participants learned tribal culture, history, jurisdiction, Indian child welfare act and similar legislation and related topics. Participants also learned immigration law - from the basics with terminology and structure of CIS to details on self petitioning and U/T visas. Local domestic violence shelters spoke on recanting victims and the dynamics of domestic violence. The State Bar of Wisconsin provided attorneys attending these two days 15.5 CLE credits, 0.5 GAL Credits, and 2 Ethics Credits, as we had an attorney speak about safety planning and ethically representing victims. The other training was on migrant camps and the dynamics of violence in migrant communities where reporting is very dangerous. An attorney from the migrant project of Wisconsin spoke to a room of about 20 individuals. Participants learned resources, referral information, and basics of Wisconsin immigrant populations.

- *Wisconsin Judicare*

One promising practice that we have instituted in this grant period is the Lunchtime Legal Series at SafePlace. Our CLA [continuing legal education] coordinating attorney invites local legal experts to present information on relevant legal topics for shelter advocates and counselors. Two recent trainings featured a prosecutor speaking on how to prepare clients for trial and a defense attorney discussing the criminal court system from the defense point of view. These lunchtime presentations offer an opportunity for non-attorney shelter workers to get important tips on preparing clients for the legal systems. In addition, we are able to build relationships with the private bar and other institutions, such as the prosecutor's office, that serve our clients. We continue to seek out opportunities to train other service providers about our services and the legal issues that affect our clients. We have had great success during this grant period in terms of reaching a wide array of professionals during these trainings. We have trained attorneys, law students, advocates and volunteers. It is our hope that a more educated group of

⁷⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

⁸⁰Because grantees report by checking boxes, rather than by reporting the numbers of technical assistance activities and the number of people receiving technical assistance, this information can only be reported by number of grantees.

providers will make appropriate referrals to the CLA Program and give clients even better service based on knowledge gained through the trainings.

- *Travis County Domestic Violence and Sexual Assault, Texas*

Victim Services

The Legal Assistance Program provides a wide range of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Beyond traditional legal services, lawyers and non-lawyers provide safety planning and other support services. The partnerships between legal service providers and victim services programs allow the grantees to increase the number and type of support services they offer to victims/survivors. The Legal Assistance Program recognizes that victims/survivors of sexual assault, domestic violence, dating violence, and stalking require competent legal representation so they can be free from abusive relationships and remain safe and financially independent or achieve complete autonomy. The need for legal services includes emergency access to protection orders, legal representation in divorce and custody matters, housing, economic assistance, employment advocacy, and immigration assistance. Economic viability is a critical factor in the decision-making process for a battered woman who is considering separation from the batterer.

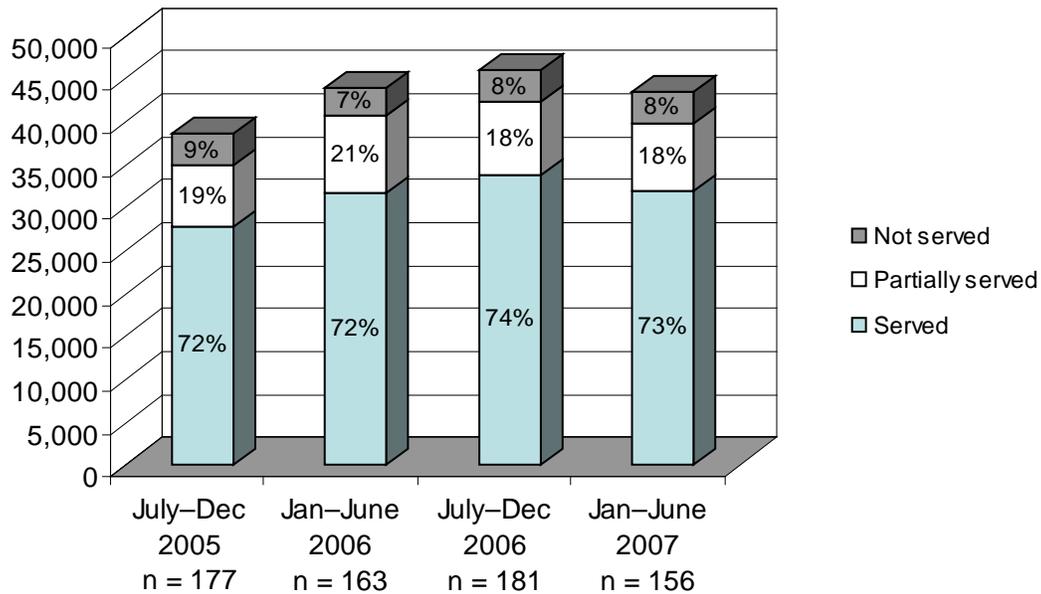
Legal Assistance Program grantees provided services to an average of 39,429 victims/survivors of sexual assault, domestic violence, and stalking in a 6-month reporting period⁸¹ to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 226 (99 percent of grantees).⁸²

⁸¹Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

⁸²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Figure 9. Provision of victim services by Legal Assistance Program



n = number of grantees reporting victim services/legal services

NOTE: “Partially served” represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the Legal Assistance Program grant. “Not served” represents victims/survivors who sought services and did not receive service(s) they were seeking, if those services were funded under the Legal Assistance Program grant.

Victims/survivors Seeking Services

July–December 2005:

- 38,523 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 34,896 (91 percent) victims/survivors received services and 3,627 (9 percent) were not served.

January–June 2006:

- 43,960 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 40,751 (93 percent) victims/survivors received services and 3,209 (7 percent) were not served.

July–December 2006:

- 45,963 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 42,246 (92 percent) victims/survivors received services and 3,717 (8 percent) were not served.

January–June 2007:

- 43,443 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 39,823 (92 percent) victims/survivors received services and 3,620 (8 percent) were not served.

Reasons Victims/survivors Were Not Served or Were Partially Served

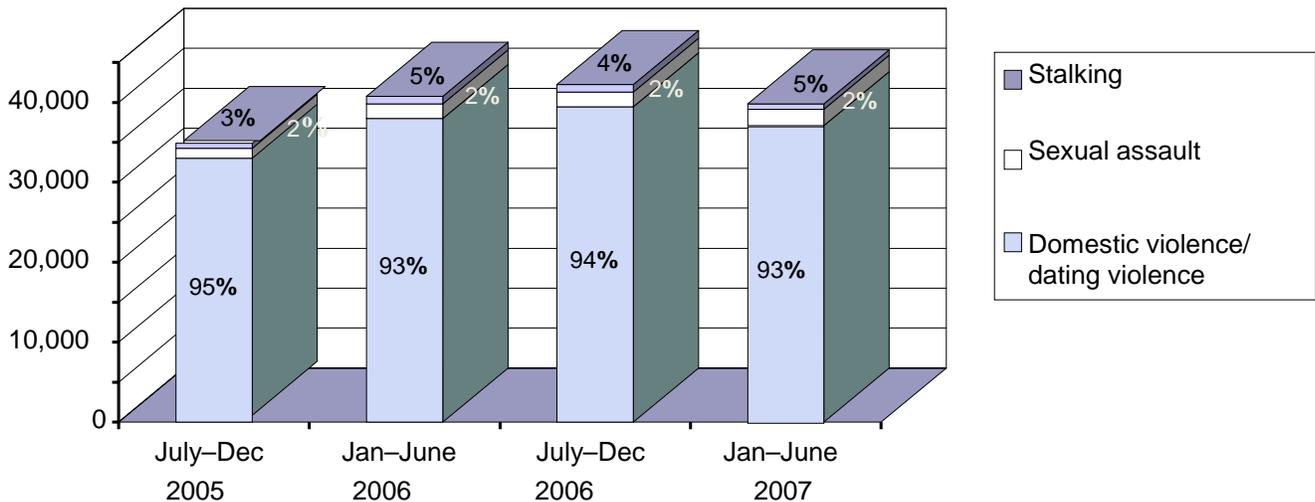
During each report period, the following barriers were noted most frequently by grantees as reasons why victims/survivors were not served or were only partially served:

- Victim/survivor did not meet eligibility or statutory requirements
- Program unable to provide services due to limited resources/priority setting
- Conflict of interest
- Program reached capacity

Type of Victimization

Legal Assistance Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Those served by Legal Assistance Program grantees were overwhelmingly reported as victims/survivors of domestic violence/dating violence (93–95 percent).

Figure 10. Provision of victim services by Legal Assistance Program, by type of victimization



Demographics of Victims/survivors Served and Partially Served

Legal Assistance Program grantees served or partially served an average of 39,429 victims/survivors.⁸³ The majority of those victims/survivors were white (47–53 percent), female (94–96 percent), and ages 25–59 (75–79 percent).

Table 16. Demographic characteristics of victims/survivors served by Legal Assistance Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian	2,203	2,957	1,488	1,574	4-8
Asian	1,604	1,350	1,672	1,777	3-5
Black/African American	4,574	4,977	6,199	4,534	12-15
Hispanic/Latino	9,041	9,762	10,116	9,845	25-27
Native Hawaiian/Pacific Islander	287	314	213	186	<1-1
White	15,692	19,721	20,698	20,178	47-53
Unknown	1,680	1,803	2,151	1,833	na
Gender					
Female	33,377	38,792	39,846	37,250	94-96
Male	1,313	1,731	2,233	2,315	4-6
Unknown	206	228	167	258	na
Age					
0-17	632	697	822	1,521	2-4
18-24	5,751	6,852	7,171	7,210	17-19
25-59	26,062	29,949	30,389	28,878	75-79
60+	557	969	802	726	2-3
Unknown	1,894	2,284	3,062	1,488	na
Other					
People with disabilities	2,087	2,679	2,608	2,477	6-7
People with limited English proficiency	7,894	8,348	7,362	7,973	17-23
People who are immigrants, refugees, or asylum seekers	7,950	8,343	9,458	9,630	20-24
People who live in rural areas	12,188	14,972	13,779	12,510	31-37

na = not applicable

NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, the number of race/ethnicities reported may be higher than the total number of victims/survivors served.

⁸³This number represents a calculated average of all four 6-month reporting periods.

Victims/Survivors' Relationships to Offender

The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (89-91 percent).

Table 17. Relationship to offender of victims/survivors served by Legal Assistance Program

Relationship to offender	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Spouse or intimate partner	32,000	37,508	39,307	37,046	89-91
Dating relationship	1,398	2,076	2,292	2,025	4-5
Other family member	1,072	1,576	1,415	1,479	3-4

NOTE: Because victims/survivors may have been abused by more than one offender, data reported may be higher than the total number of victims/survivors served. Not all reported relationships are represented. Percentages are based only on victims/survivors for whom the information was known.

During this period there were 15 immigration walk-in clinics held in the MMLA Minneapolis Office, Anoka County Human Services Building, and the Muslim American Society. In addition, there was outreach at the Somali Benadiri Community of Minnesota, the Bosnian Women's Network, the Coyle Community Center, Shelter House, Anna Marie's, Hennepin County Brookdale Courts Building, and Lao America. MMLA's Willmar staff traveled to Marshall, MN once a month to meet immigrants. These staff meet with approximately 10-25 immigrants each session. The rural hotline provides service to clients of all rural partners, and referrals to the hotline have come from all partners.

- *Mid Minnesota Legal Assistance*

As part of a larger social services agency, we are uniquely positioned to address all the needs of our clients in the IDVC. We are also a first line of inquiry for many clients needing assistance. Our agency, Safe Horizon, operates New York City's 24-hour emergency Domestic Violence Hotline, an 800 telephone service that provides crisis counseling, safety planning, shelter assistance and referrals to Safe Horizon programs including the law projects that serve the IDVC. Our law project, in turn, operates a legal helpline that provides legal information, advice and assistance to domestic violence victims in both English and Spanish and is accessible Monday through Friday 9:30 am to 5:30 pm. In addition to providing legal information and assistance, our helpline is used to conduct a telephone-based intake system for victims seeking representation in family law matters. Paralegal staff, law students and trained volunteers screen and assess all calls in both English and Spanish, provide information and referrals, and conduct detailed telephone interviews for income eligible clients. Staff attorneys review cases to determine if they are eligible for representation. This telephone based intake system is designed to provide maximum flexibility to clients who do not have to miss work or make child care arrangements until after a preliminary eligibility assessment has been conducted. Through this helpline numerous referrals have been made for representation on behalf of clients in the IDVC.

- *Safe Horizon Inc., New York*

Nonlegal Victim Services

Legal Assistance Program grantees provide direct legal services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking in matters arising from the abuse or violence. Grantees also provide other support services and safety planning as needed.

Grantees report that the following nonlegal services were provided to victims/survivors over the four reporting periods⁸⁴:

- Safety planning (provided by lawyers): 61,983
- Safety planning (provided by other staff): 59,933
- Support services (provided by lawyers): 28,312
- Support services (provided by other staff): 43,486
- Pro se clinics/group services (provided by lawyers): 4,741
- Pro se clinics/group services (provided by other staff): 4,046

With the LAV program funding we have not only been able to provide comprehensive legal services to sexual assault, stalking, and domestic violence victims who did not have access or could not afford legal services, but we have been able to provide our survivors with a virtual "one-stop center." The shelter is centrally located in a small town, and services such as medical, dental, social service, TANF, police, FBI, and other community offices are within a three-mile radius. The shelter and legal staff work hand in hand to provide our clients with as many of the above services to help them regain their own identity and become self-sufficient for themselves and their children. 80 percent of the shelter staff is bilingual and is available to assist our clients who have previously been discouraged from asking for help, for the fear no one would understand their language or their culture.

- *Gentle Ironhawk Shelter, Utah*

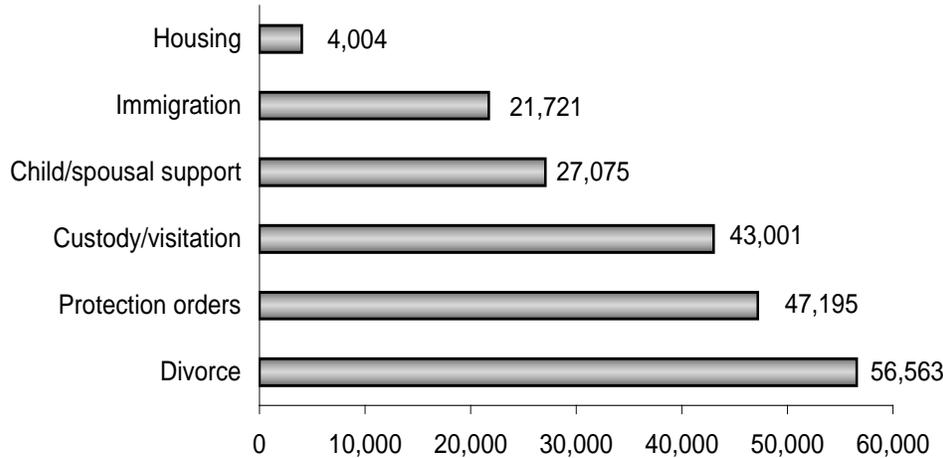
Legal Issues

Legal Assistance Program grantees represent victims/survivors of sexual assault, domestic violence, and stalking in a variety of legal matters, including family law (divorce, child custody, and visitation), protection orders, immigration, and housing. More than one-quarter of victims/survivors receive help with more than one legal issue. A 2004 study indicated that the majority of victims had legal needs and that for some of these victims the legal problem was not directly related to either the criminal prosecution or the need to obtain a protection order, but instead related to issues of housing, custody and visitation, or other legal issues (Allen et al., 2004).

- Total number of legal issues⁸⁵ addressed: 224,368.
- Total number of victims/survivors who received assistance with multiple legal issues: 36,820 (23 percent of those receiving services).

⁸⁴Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

⁸⁵Legal issues represent the total number of new and pending matters for which victims/survivors received assistance. Victims/survivors are counted only once for each legal issue addressed during each 6-month reporting period.

Figure 11. Issues addressed by Legal Assistance Program

... the attorneys have referred clients for enhanced and collaborative services, including referrals to NYPD officers for clients to make a complaint, mental health referrals for counseling and to other civil legal services providers, for such matters as housing. Further, the family court attorneys accept referrals from FJC [Family Justice Center] partners for family court consultation and/or representation. Both attorneys have an evening intake shift in Brooklyn Family Court each week, and are available to provide consultations and information for FJC clients filing for orders of protection and/or for custody/visitation matters. These attorneys are frequently able to provide direct representation to FJC clients who become involved in family court litigation and initiate these proceedings during the attorney's intake shift. The Center's family court attorneys are accessible to staff from other FJC partners and frequently provide technical assistance to FJC partners on orders of protection, custody/visitation, and other family law matters. By being co-located with other civil legal service partners, the attorneys are also able to consult and confer with each other on family law issues.

-Sanctuary for Families, New York City

Legal Outcomes

Legal Assistance Program grantees report on the results achieved after legal services have been provided in cases for which there was a final disposition. These outcomes include provision of information and referral services only, brief services/negotiated resolution, court decision, and/or administrative decision. Grantees report on the disposition of each legal matter they addressed.

- Number of issues disposed of: 138,650

Table 18. Outcomes of legal matters disposed of by Legal Assistance Program

Legal matter	Dispositions (N = 138,650)		Information/ referrals/ advice (percent)	Court decision (percent)	Brief services (percent)	Negotiated resolution/ filed action (percent)
	Number	Percent				
Protection order	34,224	25	35	36	12	9
Divorce	34,098	25	47	22	15	6
Child custody/ visitation	26,644	19	46	26	13	7
Child/spousal support	15,263	11	45	28	13	8
Immigration	10,684	8	37	4	14	5

NOTES: Disposition data are for issues disposed of, not the number of victims/survivors. Percentages for outcomes are based on the number of issues disposed of in each category; not all outcomes are included.

Pro Bono Attorneys and Law Students

There are many ways in which the civil justice system can address the needs of victims/survivors of violence. Law schools, licensure programs, continuing legal education programs, pro bono projects, and law firms can provide and receive training on the many complex legal issues that victims/survivors face. Communities can also establish mentoring programs, supported by the bar, that offer expert consultation to lawyers handling civil litigation for victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Communities should also coordinate efforts among law firms and law schools, victim service organizations, and legal services programs to provide quality representation to victims/survivors. Pro bono programs at state and local bar associations and law firms can provide legal representation to victims/survivors of violence. In addition to individual representation, some private firms sponsor or coordinate pro bono projects in partnership with domestic violence programs, law schools, and legal service agencies.

From July 2005 to June 2007, Legal Assistance Program grantees recruited 5,739 pro bono attorneys and trained 5,296. Pro bono attorneys accepted 7,538 cases and completed 5,654 cases over the four reporting periods. During the same period, grantees recruited 2,683 law students and trained 3,786. Law students worked on an average of 2,684 cases per reporting period.

The greatest strength of our Pro Bono Program continues to be our ability to pair advocates and attorneys with a client to provide holistic services. This allows the volunteer attorneys to focus on legal issues while the advocate can provide support services and assist with safety issues. Our volunteers appreciate the efficient utilization of their time and the client is well served. In some of our highest contention cases we have even started to place two attorneys on the case. This helps prevent attorney burnout and gives the client the benefit of two legal minds strategically planning the case.

- Alaska Network on Domestic Violence and Sexual Assault

Remaining Areas of Need

In spite of increases in funding to the Legal Assistance Program, there remains a chronic unmet need for additional attorneys and other personnel to assist and represent victims/survivors of sexual assault, domestic violence, dating violence, and stalking who cannot pay legal fees, either because of a lack of resources or because their access to financial resources is controlled by the batterer. The degree of this need is reflected in the fact that this grant program has significantly higher percentages of victims/survivors who are partially served and not served compared to the other OVW-funded programs represented in this report. This grant program also represents more than half of the victims/survivors who are immigrants, refugees, or asylum seekers. Needs expressed by grantees regarding this population include more outreach and education; more immigration attorneys and advocates to assist with obtaining benefits and challenging denials; interpretation and translation services (including translation of legal documents); and attorney training for cultural competency.

Legal Assistance Program grantees reported difficulty in finding low-cost and pro bono attorneys, particularly in rural areas, to represent victims in family law cases such as custody disputes. The lack of protection order statutes that specifically address sexual assault victims/survivors, and the fact that victims/survivors of sexual assault by strangers or acquaintances have fewer resources to meet their civil legal needs, were also reported.

Grantees also reported the following as unmet needs: advocates located in courthouses and police stations to assist survivors with reports and accessing the justice system; training for law enforcement and court clerks on the dynamics of dating violence and domestic violence among young people; courthouse security; and assistance for victims with economic self-sufficiency, i.e., debt negotiation, permanent housing, education, job training, child care, car repairs, and collection of child and spousal support.

Grants to Reduce Violent Crimes Against Women on Campus Program

The Grants to Reduce Violent Crimes Against Women on Campus Program (Campus Program) is designed to meet the unique needs of students victimized by other students due to the additional challenges in a “closed” campus environment.

For example, a victim/survivor of sexual assault, domestic violence, dating violence, or stalking may continue to live in danger if the perpetrator resides in the same dormitory or attends the same classes. On smaller campuses, a victim/survivor may wish to remain anonymous but may find this to be virtually impossible in such an insulated environment. Similarly, stalking victims may find it difficult to escape their tormentors because the stalker may have a seemingly “legitimate” reason for remaining in contact with or in proximity to the victim/survivor (e.g., studying in the library). The fear and anguish suffered by rape victims/survivors may continue if they attend the same classes or live in the same dormitory as their rapists. In other cases, a victim/survivor may be harassed by classmates or by a perpetrator’s friends who claim that the victim/survivor “asked for it” or “provoked” the crime. Even if a victim/survivor changes her class schedule or living arrangements, it may not eliminate the threat of encountering the perpetrator on campus.

The Campus Program implements certain provisions of the Higher Education Amendments of 1998, as reauthorized by Congress in the Violence Against Women Act of 2000 (VAWA 2000).

Although many institutions of higher education now help victims/survivors initiate criminal proceedings through local law enforcement agencies, in the past institutions addressed sexual assault, domestic violence, dating violence, and stalking through closed administrative procedures or mediation. Violence against women is criminal behavior and colleges and universities send the correct message to victims/survivors, perpetrators, and the entire campus community when they give victims/survivors the right to choose the criminal justice approach over the administrative or mediation approach.

Many campuses are beginning to address violent crimes against women by developing campus-based coordinated community responses (CCR) that include campus victim services, campus law enforcement, healthcare providers, housing officials, administrators, student leaders, faith-based organizations, student organizations, and disciplinary boards. To be effective, these responses must be linked to local criminal justice agencies and service providers, including local law enforcement agencies, prosecutors’ offices, the courts, and nonprofit, nongovernmental victim advocacy and victim services agencies. This CCR is

intended to enhance victim safety and assistance as well as to hold offenders accountable.

The campus grant has been instrumental in sparking culture change at MIT. Momentum supporting violence prevention efforts on campus is growing. The CRG [Community Response Group] continues to be a valuable asset to violence prevention efforts on campus. Reporting of instances of sexual assault, domestic violence, and stalking continues to increase, giving students, faculty, and staff a gateway to getting support. Our community partners have been invaluable to this process. Their expertise and outreach have lent credibility to the process of implementing grant initiatives and have raised awareness within departments and groups on campus about violence, sexual assault and stalking, and how to help a survivor.

-Massachusetts Institute of Technology

The scope of the Campus Program includes the following:

- Provides personnel, training, technical assistance, data collection assistance, and other types of assistance with respect to the apprehension, investigation, and adjudication of individuals who commit violent crimes against women on campus.
- Trains campus administrators, security personnel, and campus disciplinary or judicial boards to more effectively identify and respond to violent crimes against women on campus.
- Implements and operates education programs for the prevention of violent crimes against women.
- Develops, increases, and strengthens support service programs, including medical or psychological counseling, for victims/survivors of sexual assault.
- Provides assistance and information about victims' options on and off campus to bring disciplinary or other legal action, including assistance in immigration matters.
- Develops more effective campus policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women on campus.
- Develops, installs, and expands data collection and communication systems.
- Designs victim service programs for the campus and improves delivery of victim services on campus.
- Provides capital improvements (including improved lighting and communications facilities).
- Supports improved coordination among campus administrators, campus security personnel, and local law enforcement.

Grant funding has enabled the enhancement of current campus coordinated response and protocols to provide effective services to

victims, and improved the coordination between campus, community, and state-wide partners in sexual violence prevention initiative. The support from the staff at DOJ has been invaluable throughout our grant years and we want to say, THANKS, for their continuing support and assistance at every step of the way. There is no question that the UO campus was able to dramatically make an impact on the lives of UO students when additional staff and fiscal resources from federal grant funding were provided. Since the inception of our grants (and as evidenced through previous grant reports and our annual university reports) grant staff have reached out to thousands of students each year and trained hundreds of student leaders and staff at the UO campus as well as on other campuses throughout the State of Oregon. The grants have given staff the opportunity to look systematically at the UO and what was needed for our students and the campus community. To date, our grant project coordinator position will continue on in her role after grant funding terminates. The university has provided support and moved forward to institutionalize her position and develop a concrete plan to sustain the current effective programs and services. In addition, a graduate teaching fellowship (GTF) has been added during the grant tenure to support the work of the coordinator and other sexual violence prevention and education initiatives on the campus. We invite the DOJ to contact us at anytime in the future to assist other campuses with their initiatives.

- *University of Oregon*

General Grant Information

Information for this chapter was submitted by 99 individual Campus Program grantees⁸⁶ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 78
- January–June 2006: 64
- July–December 2006: 74
- January–June 2007: 79

Four Campus Program grantees reported that their grants specifically addressed tribal populations; these grantees identified four unique tribes or nations they were serving or intended to serve.

Staff

Campus Program staff provide training, coordination, prevention education, and victim services to ensure a coordinated response to violence against women on college campuses.

The percentage of grantees using Campus Program funds for staff ranged from a low of 64 to a high of 78 percent, in the two most recent reporting periods, respectively. Grantees most often used their grant funds to support program coordinators and trainer/educators.

⁸⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 19. Full-time equivalent staff funded by Campus Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	69	63	64	77
Total FTE staff funded	110	99	93	115
Program coordinators	24	35	31	38
Trainers/educators	24	15	19	24
Victim advocates	16	15	17	19
Administrators	16	14	11	16
Support staff	14	10	7	8
Counselors	5	6	3	4

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Campus Program funding allowed us to effectively introduce the issue of violence against women to the campus and begin to create momentum and ownership of this issue. It funded the first professional staff person who could ensure that the institution-wide conversation about violence was maintained and pursued. It allowed us to create an advocate position to provide direct services. This reporting period, the money allowed us to hire a full-time Men's Programming coordinator to lead the men's response to this issue. The campus program funding simply allowed us some vital visibility early on - long enough for the university to register the devastating impact of violence against women, and then to begin to step up and take ownership. Since the start of the grant funding, the university has institutionalized 3 full-time professional positions, a victim's assistance fund, a generous operating budget, and a large, newly renovated space that includes 6 offices and a huge general meeting space. Campus funding jump-started that process.

- University of Kentucky

The Campus Program grant provided funding to hire two new staff members - a Victim Advocate/Training Coordinator and a Men Against Violence Project Coordinator. Neither of these positions would have been possible without this funding. Both positions are crucial in addressing the campus culture of silence described in Q 53 (most significant area of need). Because violence against women is not yet recognized as a priority area, neither position would have been considered for university funding. The lack of reports of sexual assault, dating/domestic violence and stalking on campus substantiates a "non-issue" in some administrators' and board members' minds. This funding presents the opportunity to educate campus community members on the prevalence and seriousness of the issues. Through training and educational programs to be executed by the new project staff, we will gain support in the process of cultivating awareness. Funding the Victim Advocate also allows us to provide direct victim support services. This position will provide an essential link between the campus and community resources, which will provide the best assistance to victims. The ease

victims will experience in navigating the multiple on- and off-campus systems will be facilitated greatly by the Victim Advocate. In addition, the Victim Advocate will be a face on campus dedicated to serving victims, which will help victims know support exists and will help the greater community know a need exists for victim services. Funding the Men Against Violence Project Coordinator allows us to work toward the prevention of dating/domestic violence, sexual assault and stalking on a fundamental level. This position will engage men as partners and allies in working against violence against women. This approach holds true promise for cultural change, especially when employed within a college setting where so many young people are developing their belief systems.

- *Pacific Lutheran University, Washington*

The Campus Program funding has permitted Northeastern University to hire a staff person and establish a Campus Center on Violence Against Women to coordinate efforts being undertaken in multiple disparate departments across campus. Past efforts have been hampered by a lack of coordination, and by the necessity that the work was done by personnel with multiple other professional roles. As a result of having a centralized vehicle for coordination of service delivery, planning, and assessment, the multiple units of the campus, and in the neighboring community, doing the work on these issues have learned of each other's efforts and can make informed cross-referrals with more confidence. The Center and the staff person have also made it possible for students to become involved in the prevention programming.

- *Northeastern University, Massachusetts*

Minimum Requirements

Each campus receiving funds must create a coordinated community response to address violence against women on campus. This multidisciplinary response involves the entire campus as well as the larger community. Examples of internal partners include student affairs, student health, athletics, residence halls, campus police, and campus judicial boards.⁸⁷ Examples of external partners include local law enforcement, local victim services providers, and state domestic violence and sexual assault coalitions.⁸⁸

The second minimum requirement is mandatory prevention and education programs about violence against women for all incoming students.

Prevention education for incoming students:

- 423,458 incoming students received prevention education.
- 284,649 incoming students received prevention education supported with Campus Program funds (44 percent of all incoming students).

⁸⁷ In the January 1 to June 30, 2007 reporting period, grantees (n=79) reported having an internal memorandum of understanding with the following partners: campus police/security (91 percent); counseling center (82 percent); residential life (82 percent); disciplinary/judicial office or board (78 percent).

⁸⁸ In the January 1 to June 30, 2007 reporting period, grantees (n=79) reported having meetings with the following external partners: law enforcement (73 percent); prosecutor's office (59 percent); dual sexual assault and domestic violence programs (57 percent); domestic violence programs (53 percent); and sexual assault programs (52 percent).

Our new student orientation educational program and peer advocacy program are serving as models for universities and colleges throughout the country. We have been asked to present and consult on advocacy and education at national conferences and have been able to provide assistance to other fledgling programs newly receiving government funding.

- *Central Michigan University*

The last minimum requirement is training for campus police and judicial board members on violence against women.

Training for campus police/security officers and judicial/disciplinary board members:

- 3,125 campus police/security officers received training with Campus Program funds.
- 1,281 judicial/disciplinary board members received training with Campus Program funds.

Campus funding has allowed us to be proactive in addressing violence against women on this campus. We have been able to develop and implement new initiatives that will help to ensure that victims/survivors safety and the reduction of future violence against women. Some of the new initiatives include the following: 1. The Violence Prevention Coalition would not have been possible without the Campus Program funding. The Coalition is a multi-disciplinary group of faculty, staff, students and community members who come together each month to revise and develop campus policies that are victim centered. Prior to the Campus grant, there was not a plausible avenue in which to have these discussions. 2. The training of Judicial Affairs officers would have not been possible without grant funding. Initially, there was some resistance to providing this training. However, because of the mandate by the grant to provide this training, we have been able to train all of our hearing board. We have also had the opportunity to take several training officers to the CALCASA technical assistance trainings. Now, our judicial board members are asking when the next training will be taking place. 3. The JCSU Social Work department offers a class titled, "The Nature and Dynamics of Violence," during the fall of each semester. This class allows future social workers to receive specialized training for working with victims of sexual assault, stalking and domestic violence. Because of this class, several students have decided to make violence against women their major area of emphasis.

- *Johnson C. Smith University, North Carolina*

Thanks to the OVW Campus Grant, Michigan State University now offers ongoing training to campus police and judicial board staff. This training has helped campus police and judicial board members better identify and assess abuse and safety issues for those victimized, and improve accountability for those who are abusive to MSU students. These training initiatives did not take place prior to the OVW Campus Grant. Because of the relationship building that has occurred from these efforts, it is anticipated that ongoing training will continue even after grant funds end.

- *Michigan State University*

Training

As campuses respond to sexual assault, domestic violence, dating violence, and stalking, high quality training is necessary for the development of an effective coordinated community response. In addition to the training done for campus police and judicial/disciplinary board members to fulfill minimum requirements, nearly every Campus Program grantee provides training to professional members of the campus community— student affairs staff, faculty, campus law enforcement officers, health and mental health staff, and other professionals—to improve their response to victims/survivors of violence on campus and to increase offender accountability.

The most common topics for training events were dating violence overview, dynamics, and services; sexual assault overview, dynamics, and services; stalking overview, dynamics, and services; and confidentiality.

- Number of individual grantees using funds for training: 91 (92 percent of all grantees)⁸⁹
- Total number of training events: 1,880
- Total number of people trained: 34,112

Table 20. People trained with Campus Program funds: Selected professional positions

Position	People trained (N = 34,112)	
	Number	Percent
Student affairs staff	12,732	37
Faculty/staff	5,846	17
Peer educator	5,696	17
Multidisciplinary group	1,959	6
Victim advocate	1,686	5
Law enforcement officer	1,518	4

NOTE: Data presented for the six most frequently reported categories only.

Prior to the Campus Program funding there was no funding at the University of Hawaii at Manoa to provide training, advocacy or policy development in the area of violence against women (beyond sexual harassment). This program funding has allowed us to provide training to new students, housing residents, housing staff, student athletes, campus security and judicial affairs staff; to develop and improve policies and procedures; and to implement the first primary prevention program - men reaching men - at this institution. Most importantly however, is that these grants have allowed us to implement programming, advocacy and policy improvements in a consistent and successful manner - so successfully in fact, that in May 2007 our state legislature approved funding to institutionalize this program at UH Manoa! As of October 1, 2007 there will be a

⁸⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

permanent, full-time, fully funded position to implement violence against women prevention programs at our campus! Thank you OVW and DOJ!

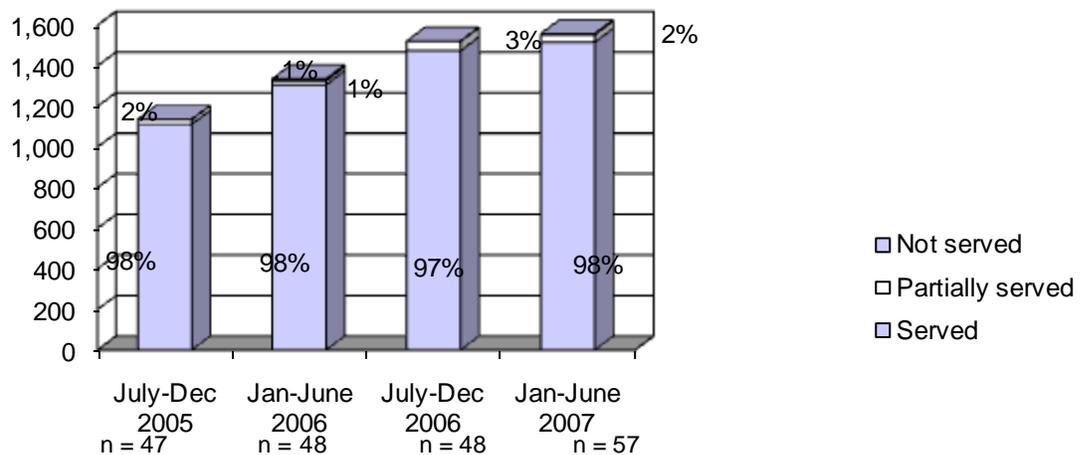
- University Of Hawaii

Victim Services

A critical component of the Campus Program is the development and enhancement of victim services in cases involving violent crimes against women on campuses. Campus Program grantees provided an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking, including victim advocacy (actions designed to help victims/survivors obtain needed resources or services), crisis intervention, and legal advocacy (assistance navigating the criminal and/or legal system).

- Eighty-two individual grantees (69 percent of all grantees)⁹⁰ used funds for victim services.
- Campus Program grantees provided services to an average of 1,384 victims/survivors⁹¹ of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence.

Figure 12. Provision of victim services by Campus Program



n = number of grantees reporting victim services

NOTES: "Partially served" represents victims/survivors who received some services, but not all of the services they requested, if those services were funded under the Campus Program grant. "Not served" represents victims/survivors who sought services and did not receive the services they were seeking, if those services were funded under the Campus Program grant.

⁹⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

⁹¹This number represents a calculated average of all four 6-month reporting periods.

First, we have been able to directly assist several student victims. Without assistance, we believe that most of the students would have dropped out. In one instance, we were able to get a stalking victim immediate housing and police escorts, and were successful in working with the probation office to get the stalking perpetrator arrested and held without bail for a period of time.

- *Texas Women's University*

Victims/survivors Seeking Services

July–December 2005:

- 1,136 victims/survivors sought services from Campus Program grantees.
- Of these, 1,136 (100 percent) victims/survivors received services and 0 (0 percent) were not served.

January–June 2006:

- 1,335 victims/survivors sought services from Campus Program grantees.
- Of these, 1,326 (99 percent) victims/survivors received services and 9 (1 percent) were not served.

July–December 2006:

- 1,521 victims/survivors sought services from Campus Program grantees.
- Of these, 1,520 (100 percent) victims/survivors received services and 1 (<1 percent) was not served.

January–June 2007:

- 1,558 victims/survivors sought services from Campus Program grantees.
- Of these, 1,553 (100 percent) victims/survivors received services and 5 (<1 percent) were not served.

Our university did not have a program that addressed these issues prior to receiving funding. The money has allowed us to establish a new CUP Victim Advocacy Center, with adequate resources and personnel. This includes providing comprehensive services to campus victims of sexual assault, domestic violence, and stalking on campus. In addition, it has provided for our Advocate to offer limited hours/services at our off-campus housing complex.

- *California University of Pennsylvania*

Campus programming funding has allowed Vassar College to do many things that would otherwise be impossible if we had not received funding. Most importantly, funds have allowed the college to establish an office with a full-time coordinator for student victims. As a crucial resource for students, SAVP provides crisis intervention, information/referrals and support for the campus community. The visibility and accessibility to this program has led to increased

campus discussion on the issues of sexual assault, relationship abuse, and stalking. The numerous collaborative efforts with on-campus and community partners have afforded the program the opportunity to evolve to meet the needs of the increasingly diverse student population.

- *Vassar College, New York*

This funding has allowed us to develop a comprehensive on-campus service program for survivors. The number of people we serve has nearly doubled since the inception of this grant. Prior to grant funding, we rarely served survivors of relationship violence or stalking; now those cases make up half of all clients served. We changed our name from the Program Against Sexual Violence to The Aurora Center to reflect that we are no longer "just" a sexual assault center. Our outreach to international families has involved so many other units contributing their time and expertise and this has led to more people around the university knowing about our services. This grant allowed us to start this project three years ago and it has grown in ways we never imagined.

- *University of Minnesota*

Reasons Victims/survivors Were Not Served or Were Partially Served

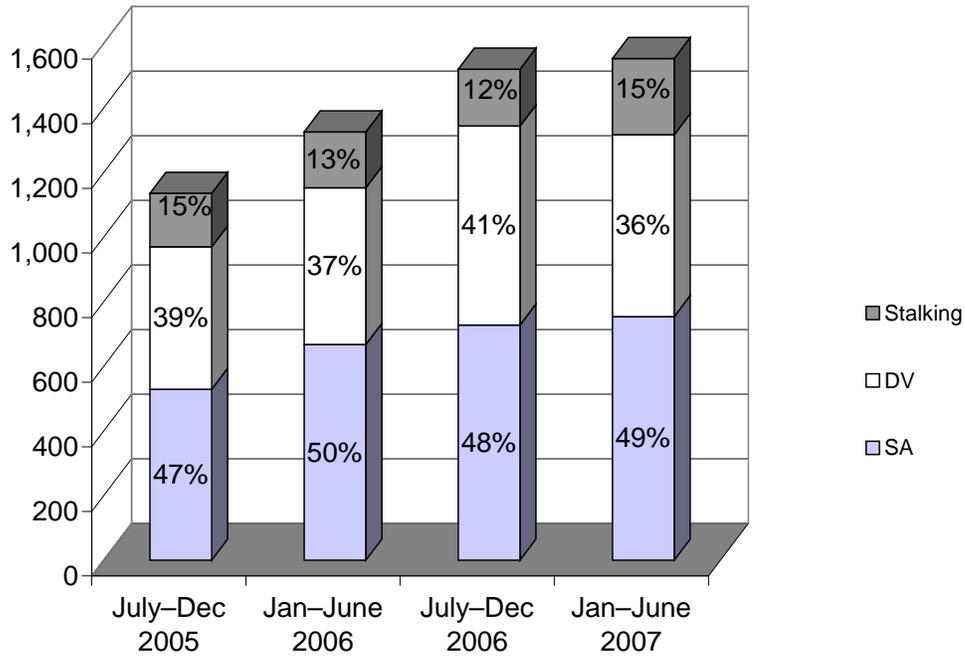
During each report period, the following barriers were noted most frequently by grantees as reasons why victims/survivors were not served or were only partially served:

- Services were not appropriate for victim/survivor.
- The need was not documented.
- Victim/survivor did not meet eligibility or statutory requirements.
- Services were not appropriate or not adequate for victims/survivors with mental health problems.

Type of Victimization

Campus Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Those served by Campus Program grantees were predominantly victims/survivors of sexual assault (47-50 percent).

Figure 13. Provision of victim services by Campus Program, by type of victimization



Demographics of Victims/survivors Served and Partially Served

Campus Program grantees served or partially served an average of 1,384 victims/survivors.⁹² The majority of those victims/survivors were white (63–68 percent), female (92–94 percent), and ages 18–24 (76–84 percent).

⁹²This number represents a calculated average of all four 6-month reporting periods.

Table 21. Demographic characteristics of victims/survivors served by Campus Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian	41	34	32	27	2–4
Asian	72	131	102	130	8–13
Black/African American	108	142	143	158	11–14
Hispanic/Latino	88	97	80	84	7–9
Native Hawaiian/Pacific Islander	5	10	7	9	1
White	635	647	701	835	63–68
Unknown	195	291	494	317	na
Gender					
Female	1,042	1,230	1,325	1,461	92–94
Male	77	83	109	91	6–8
Unknown	17	13	86	1	na
Age					
0–17	17	19	33	21	1–3
18–24	736	1,026	995	1,148	76–84
25–59	209	170	220	268	14–22
60+	4	5	2	11	<1–1
Unknown	170	106	270	105	na
Other					
People with disabilities	26	50	43	54	2–4
People with limited English proficiency	30	30	32	46	2–3
People who are immigrants, refugees, or asylum seekers	15	22	10	21	1–2
People who live in rural areas	114	143	177	234	10–15

na = not applicable

NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, the number of race/ethnicities reported may be higher than the total number of victims/survivors served. Percentages are based only on victims/survivors for whom the information was known.

Victims/survivors' Relationships to Offender

The majority of sexual assault victims/survivors served and partially served in this period were victimized by an acquaintance (57.6 percent), the majority of domestic violence victims/survivors were victimized by a current or former spouse or intimate partner (60.5 percent), and the majority of stalking victims were victimized by an acquaintance (42.1 percent).

Table 22. Victim/survivor’s relationship to offender (averages)⁹³

Relationship to offender	Sexual assault		Domestic violence		Stalking	
	Number	Percent	Number	Percent	Number	Percent
Current or former spouse or intimate partner	108	17.4	304	60.5	66	35.2
Other family or household member	45	7.3	39	7.8	4	1.9
Acquaintance	356	57.6	17	3.3	79	42.1
Dating relationship	59	9.6	142	28.1	21	11.3
Stranger	49	7.9	2	0.3	18	9.4
Unknown	87	na	34	na	20	Na
Other	30	.2	15	.0	6	.1
Total	734	100.0	553	100.0	214	100.0

na = not applicable

NOTES: The percentages in each victimization category are based on the total number of victim/survivor relationships to offender, minus the number of unknown relationships reported in that category. Because victims/survivors may have been abused by more than one offender and may have experienced more than one type of victimization, the number of reported relationships may be higher than the total number of victims/survivors served. Calculated averages are based on all four reporting periods.

Types of Victim Services

Campus Program grantees provide direct services to students who are victims/survivors of sexual assault, domestic violence, dating violence, and stalking on college campuses. A coordinated network of support services, often in partnership with the community, provides medical, legal, advocacy, and counseling services to victims/survivors on college campuses.

Grantees reported providing the following categories of services⁹⁴ with the most frequency:

- Victim advocacy: 4,181
- Crisis intervention: 2,889
- Hotline calls: 2,441
- Support group and counseling services: 1,779
- Legal advocacy: 971

⁹³Relationship numbers represent calculated averages of each category for all four 6-month reporting periods.

⁹⁴Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

Campus and Community Measures

The Campus Program seeks to strengthen security and investigative strategies to prevent and prosecute violent crimes against women on campuses. Campus Program grantees reported the following:

- 1,007 crimes were reported as occurring on campus—818 of these crimes were reported to campus police/security and 189 of these crimes were reported to community law enforcement.
- 949 crimes were reported occurring off campus—786 of these crimes were reported to community law enforcement and 163 of these crimes were reported to campus police/security.
- 457 offenses resulted in criminal charges being filed in the local jurisdiction.
- 578 offenses resulted in campus/disciplinary board actions.
- 400 temporary protection orders were requested and 348 were granted (87 percent).
- 338 final protection orders were requested and 294 were granted (87 percent).

We have also hired two part-time victim witness positions. These staff will be "on call" to respond with campus police to reported incidents of sexual assault, domestic or dating violence, and stalking. They have both attended training and will work directly with the campus police. They will also respond to the local emergency room if a student wishes. These staff members will follow up with victims in order to ensure that they are receiving the services they need. Without this funding, we would not have these positions. Having someone respond with police I believe will make victims more likely to follow through with their cases and access the services they need.

- *Virginia Commonwealth University*

Survivors, both students and staff, have come to me at an alarming and unanticipated rate, considering the particular climate and expectations of our campus. I think that there is a sense of relief on campus that survivors finally have somewhere to go and someone to speak with that will understand the complexities of what they have experienced and how they are responding to it. I think that the administrators on campus are realizing that sexual assault and dating violence are problems that plague every college campus, and that institutions need to be accountable to the student body by providing thoughtful policies, support, education, and prevention efforts. The support for the program has been overwhelming; some students are already talking about ways to prolong the program, regardless of funding.

- *Warren Wilson College, North Carolina*

Remaining Areas of Need

Campuses will continue to be challenged by both ongoing and emerging issues, such as working to dispel the myths surrounding rape and to remove the stigma against

victims/survivors. A recent emerging issue is the risk students face of being electronically stalked and lured into high-risk situations by their involvement with websites such as Facebook and Myspace. There is a critical need for education to raise awareness of the unique dangers presented by web-based technology and social networking sites, especially because of their widespread use by college students.

Other needs cited by Campus Program grantees include securing residence halls and academic buildings after hours; finding financial resources to help victims/survivors stay enrolled; involving men in the education of the community; training for campus-based personnel, including security guards, housing and residential life staff, and academic and graduate advisors; and expanding services to international students and to students who identify as lesbian, gay, bisexual, transgendered, or queer.

Also discussed was the need to improve CCR efforts with the surrounding community to provide students, faculty, and staff with support services, and to improve collaborations with sexual assault response teams.

STOP Violence Against Indian Women Discretionary Grant Program

The STOP (Services • Training • Officers • Prosecutors) Violence Against Indian Women Discretionary Grant Program (STOP VAIW Program) provides federal funds to American Indian and Alaska Native tribal governments to develop and strengthen the tribal justice system's response (including law enforcement, prosecution, victim services, and courts) to violence against American Indian and Alaska Native women and to improve services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. The STOP VAIW Program encourages tribal governments to develop and implement effective strategies tailored to their unique circumstances. American Indian and Alaska Native populations have historically been underserved with respect to victim services, legal protection, and offender accountability in the areas of sexual assault, domestic violence, dating violence, and stalking. In addition to the lack of culturally appropriate services for victims/survivors, tribal law enforcement and tribal courts are in dire need of financial and technical support.

The STOP VAIW Program supports tribal governments' efforts to implement a coordinated and integrated approach to reducing violent crimes against American Indian and Alaska Native women and enhancing their safety. Because these tribes reflect great diversity of history, geographic location, language, socioeconomic conditions, and retention of traditional spiritual and cultural practices, an effective, single approach across tribal nations is unlikely. STOP VAIW Program grantees are charged with developing and applying strategies that address their uniqueness as individual Nations in addition to their commonalities as a culture.

Our Native Women's Advisory Committee meets regularly to provide guidelines for project activities and help reconnect with traditional tribal strategies regarding domestic violence. Our Native women's support of traditional crafts group has grown: we have increased the number of women who meet every week now, compared to twice a month before, to empower and support each other in their journey for a happier and healthier life without domestic violence, for a life free of violence and oppression against Native Women.

- Sun'Aq Tribe of the Kodiak, Alaska

During the 5th Annual 2007 Wellness Gathering, the Aleut Community of St. Paul Island spoke loudly and clearly and firmly stating that it wants the "violence to stop and the community to heal". The Aleut Community requested more information regarding such diverse topics as restorative justice, effective Native American and Alaskan Native traditional and cultural healing practices, effects of violence on children, effects of concurrent factors such as

economic hardship, substance use and abuse, unresolved grief, and local option laws. We have embraced a traditional and wellness model that encourages healing within the community. The DV Division Program Coordinators work hard in conjunction with the Tribal Council, Tribal Government, the Wellness Committee and the Elders to promote an understanding among women and men of all ages within the Aleut Community that "Women are Sacred and Domestic Violence is not Traditional." Also, the definite commitment of the City of St. Paul Department of Public Safety as a supportive CCR-Team member was strongly shown by Chief Putnam's willingness to allow his dispatchers to attend training during scheduled work hours.

- Tribal Government of St. Paul Island, Alaska

We have come such a long way as a program. When we started WEAVE in January 2001, we were a one-person program, working one day a week, housed in a utility closet in our Family Service Dept. By the third week of January 2001, we had received 17 client referrals and were struggling to meet the complex needs of our clients and their families, many times volunteering time because eight hours was not enough to meet program needs. Since receiving OVW funding, we have been able to make comprehensive support services available five days a week in our office and also offer after-hour support, 24 hours a day, seven days a week while every major type of service that a primary or secondary victim of domestic violence, sexual assault or stalking may require can access. We have also been able to research, develop, and implement a culturally appropriate client centered survivor "talking circle" that lasted past the 12 week program design and at our clients' request, continued for nearly one year. We started with three clients and ended with 31.

- Confederated Tribes of the Chehalis, Washington

General Grant Information

Information for this report was submitted by 93 individual STOP VAIW Program grantees⁹⁵ for the July 1, 2005 to June 30, 2007 progress report period. Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 77
- January–June 2006: 63
- July–December 2006: 78
- January–June 2007: 69

Staff

STOP VAIW Program staff provides training to victim services providers, law enforcement officers, prosecutors, judges and court personnel, probation officers, and batterers' intervention services to ensure a coordinated response to violence against American Indian and Alaska Native women. In addition to training, program staff

⁹⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month period.

advocate for victims/survivors in shelters, police stations, prosecutors’ offices, and courts. They also answer hotline calls, provide counseling, provide transportation, and participate in Coordinated Community Response (CCR) efforts.

The number of grantees using STOP VAIW funds for staff increased from 79 percent in the first reporting period to 93 percent in the last reporting period. Grantees most often used grant funds for victim advocates. STOP VAIW advocates provide culturally appropriate services and training to “mainstream” shelter staff, law enforcement, prosecutors, and judges on culturally appropriate methods of assisting victims/survivors from the many tribal Nations.

Table 23. Full-time equivalent staff funded by STOP VAIW Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	61	59	69	64
Total FTE staff funded	107	95	117	116
Victim advocates	33	27	36	36
Program coordinators	14	19	20	19
Administrators	12	11	15	11
Law enforcement officers	10	8	11	11
Support staff	8	10	7	11

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Adequate funding for staff positions is critical. It can often mean the difference between the ability to serve a victim/survivor or not.

The half-time Legal Advocate funded by the STOPVAIW grant is able to connect Alaska Native women with the Legal Advocacy Pro-Bono Program through Sexual Assault Forensic Examiner’s membership in the Alaska Network on Domestic Violence and Sexual Assault. For virtually all the women, the pro-bono services are their only chance at competent legal representation in state court in matters associated with the victimization they have experienced.

- *Bristol Bay Native Association, Alaska*

Without the assistance of this funding there wouldn't be DV advocates for victims of violence and their children. The Program has expanded and provides a multitude of services with the two staff that we have. The Program has gained a positive image, not only amongst the Native community, but also the non-Native surrounding community and State. Without this funding there would be no one to speak on behalf of victims of violence, there would be no one to believe their story, no one to take them to shelter, take them to court, help them with legal papers, assist them with resources they need to leave their current situations, etc. There wouldn't be any support for victims, anywhere for them to turn to.

- *Coeur d'Alene Tribe, Idaho*

Training

Grantees train professionals to improve the response to American Indian and/or Alaska Native victims/survivors of sexual assault, domestic violence, dating violence, and stalking and to increase offender accountability. STOP VAIW Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking issues to victim advocates, tribal elders, tribal law enforcement officers, tribal prosecutors, court personnel, probation officers, and mental health and other professionals. Grantees train these professionals on the dynamics of sexual assault, domestic violence, dating violence, and stalking to strengthen an effective CCR to these crimes.

The most common topics for training events were: advocacy for American Indian and Alaska Native women; domestic violence overview, dynamics, and services; cultural issues specific to American Indians and Alaska Natives; and issues that apply to victims/survivors living in rural areas.

- Number of individual grantees using funds for training: 73 (78 percent of grantees)⁹⁶
- Total number of training events: 656
- Total number of people trained: 9,236

Table 24. People trained with STOP VAIW Program funds: Selected professional positions

Position	People trained (N = 9,236)	
	Number	Percent
Health professionals—tribal	649	7
Multidisciplinary group—tribal	617	7
Law enforcement officers—tribal	596	6
Social service organization staff—tribal	584	6
Tribal elder	556	6
Victim advocate—tribal	548	6

NOTE: Data presented for the six most frequently reported categories only.

Funding for training has allowed us to assist tribes in bringing back the heritage and culture to our tribal leaders; to show these leaders these crimes exist and until it stops, our Indian women and children will never be able to make their journey complete while on this earth.

- Citizen Potawatomi Nation, Oklahoma

⁹⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

We (community) have been offered the opportunity to learn about violence against women. Trainings have been offered to the community at large. Every time we hold training, we double the amount of participants. There are many sitting and learning about how to help and be supportive to women and families who are experiencing violence. It's made a difference in beliefs and attitudes. It has helped us to evaluate ourselves in a consistent manner. It has allowed us to have the support of extra people involved in the project, a time when we can all focus on domestic violence/sexual assault and/or stalking.

- *Spirit Lake Sioux Tribe, North Dakota*

Victim Services

The availability of a wide range of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking is a critical part of a coordinated community response. Sexual assault, domestic violence, dating violence, and stalking victims/survivors may need crisis intervention, comprehensive support and advocacy services that may include legal advocacy to secure a protection order, medical and counseling services from health care professionals, services from victim advocates, including safety planning or accompaniment to court,.

Studies indicate that American Indian and Alaska Native women report higher rates of victimization than women from any other ethnic or racial background (Luna-Firebaugh et al., 2002; Rennison, 2001; Tjaden & Thoennes, 2000). One goal of the STOP VAIW Program is to encourage tribal governments to develop, improve, and strengthen the services available to victims/survivors of sexual assault, domestic violence, dating violence, and stalking.

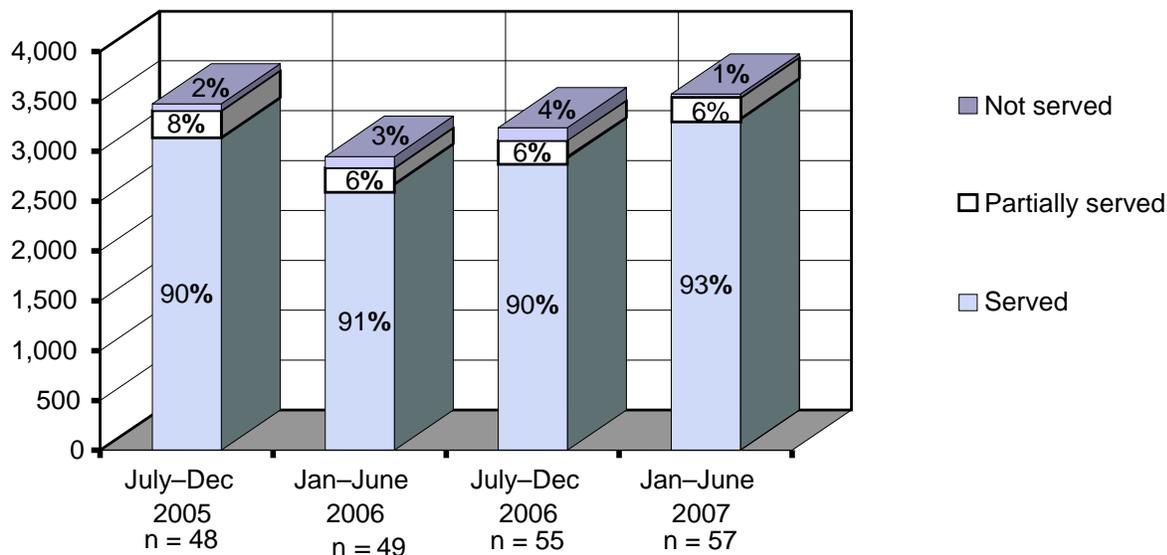
It is crucial that services be provided in a manner that addresses the specific cultural needs of American Indian and Alaska Native women. The lack of culturally sensitive and appropriate services for these victims/survivors can pose additional barriers. For example, women may choose not to engage in services or may terminate from services early if they fail to incorporate issues of culture and language.

I have seen an increase in victim safety now that the word is getting out about the services available to victims. We do safety planning with each victim and try to help them find ways to be safer. A good example would be of a victim that had been held hostage in her boyfriend's apartment for two months. All of her family had thought the victim was dead. I had talked with the victim before the victim had disappeared and had given the victim the crisis line number and the victim memorized the number. The police and I had made several trips to the apartment but no one ever answered and the police could do nothing. One day when the abuser let his guard down the victim was able to call the toll free number for help. The abuser was arrested and the victim was rescued from what might have been death. The abuser was planning to cut up the victim with a box cutter that night.

- *Prairie Band of Potawatomi Nation, Kansas*

- Seventy-five individual grantees, or 81 percent of all grantees, used funds for victim services: 75 (81 percent of grantees).⁹⁷
- STOP VAIW Program grantees provided services to an average of 3,200 victims/survivors of sexual assault, domestic violence, and/or stalking in a 6-month reporting period.⁹⁸

Figure 14. Provision of victim services by STOP VAIW Program



n = number of grantees reporting victim services

NOTES: “Partially served” represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the STOP VAIW Program grant. “Not served” represents victims/survivors who sought services and did not receive the services they were seeking, if those services were funded under the STOP VAIW Program grant.

Victims/survivors Seeking Services

July–December 2005:

- 3,473 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 3,406 (98 percent) victims/survivors received services and 67 (2 percent) were not served.

January–June 2006:

- 2,946 victims/survivors sought services from STOP VAIW Program grantees.

⁹⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

⁹⁸Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

- Of these, 2,833 (96 percent) victims/survivors received services and 113 (4 percent) were not served.

July–December 2006:

- 3,235 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 3,106 (96 percent) victims/survivors received services and 129 (4 percent) were not served.

January–June 2007:

- 3,571 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 3,538 (99 percent) victims/survivors received services and 33 (1 percent) were not served.

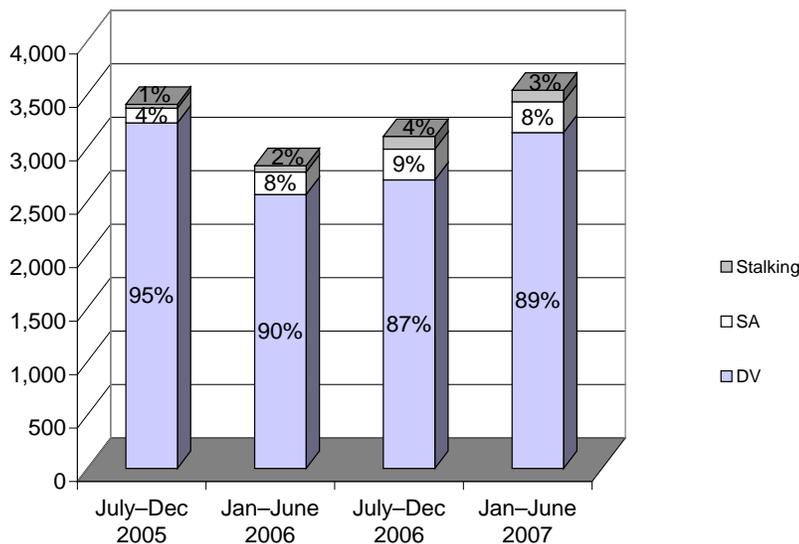
Reasons Victims/survivors Were Not Served or Were Partially Served

During each reporting period, the following barriers were noted frequently by most grantees as reasons why victims/survivors were not served or were only partially served:

- Lack of transportation
- Program reached capacity
- Victim/survivor’s geographic or other type of isolation
- Did not meet eligibility or statutory requirements

More than 90 percent of victims/survivors served during each of the four reporting periods received services for domestic violence and dating violence.

Figure 15. Provision of victim services by STOP VAIW Program, by type of victimization



Demographics of Victims/survivors Served and Partially Served

STOP VAIW Program grantees served or partially served an average of 3,200 victims/survivors.⁹⁹ The majority of those victims/survivors were American Indian and/or Alaska Native (84–95 percent), female (87–92 percent), and between the ages of 25 and 59 (55–64 percent).

Table 25. Demographic characteristics of victims/survivors served by STOP VAIW Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian/Alaska Native	3,193	2,589	2,713	2,844	84–95
Asian	3	3	7	6	<1
Black/African American	48	18	55	61	1–2
Hispanic/Latino	25	35	35	60	1–2
Native Hawaiian/Pacific Islander	4	6	8	8	<1
White	140	180	292	429	4–13
Unknown	30	21	88	138	Na
Gender					
Female	3,087	2,473	2,856	3,234	87–92
Male	262	357	250	277	8–13
Unknown	57	3	0	27	na
Age					
0–17	189	370	314	398	6–13
18–24	875	580	929	863	21–31
25–59	1,948	1,796	1,637	1,989	55–64
60+	95	55	100	101	2–3
Unknown	299	32	126	187	na
Other					
People with disabilities	104	149	206	233	3–7
People with limited English proficiency	22	41	30	31	1
People who are immigrants, refugees, or asylum seekers	3	2	1	6	<1
People who live in rural areas	2,355	1,824	1,947	2,523	63–71

na = not applicable

NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, the number of race/ethnicities reported may exceed the total number of victims/survivors served. Percentages based only on victims/survivors for whom the information was known and only on information from project reports submitted by grantees.

⁹⁹This number represents a calculated average of all four 6-month reporting periods.

The majority of victims/survivors served or partially served (68–76 percent) were victimized by a current or former spouse or intimate partner.

Table 26. Relationship to offender of victims/survivors served by STOP VAIW Program: July 2005–June 2007

Relationship to offender	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Spouse or intimate partner	2,531	1,984	2,334	2,378	68-76
Dating relationship	343	190	233	339	6-10
Other family member	408	552	503	573	12-19

NOTES: Because victims/survivors may have been abused by more than one offender, the number of relationships reported may be higher than the total number of victims/survivors served. Not all reported relationships are represented. Percentages are based on known relationships only.

Types of Victim Services

STOP VAIW Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking, including victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and legal advocacy (assistance navigating the criminal and/or civil legal systems). A victim/survivor may request counseling to help her cope emotionally, and at the same time request access to a shelter to keep her and her children safe. Most victims/survivors have not been exposed to the justice system, so assistance from an advocate can help them navigate through the various processes.

Grantees report that the following services are provided most frequently (not a complete list). Victims/survivors may have received these services during each 6-month reporting period:¹⁰⁰

- Victim advocacy: 8,135
- Hotline calls: 7,071
- Crisis intervention: 6,780
- Support group and counseling services: 5,095
- Transportation: 4,993

STOP VAIW funding continues to provide the Hopi Tribe with staff to provide victim advocacy. The reality of domestic violence, sexual assault, stalking and dating violence will never go away. Without the STOP program, the victims would be pushed to the side with no advocacy and their understanding of the criminal process would be deleted.

- *The Hopi Tribe, Arizona*

¹⁰⁰Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

We have been able to improve service delivery to victims of crime, and have been able to improve relationships, expand the services and service area, and make plans for additional services to be offered. By having the STOP program, victims can now be assured that no one will be turned away, and an advocate will be with them at all times. We have also been able to give better delivery of emergency items, such as diapers, transportation, personal items, and a number of other important things that are commonplace to everyone, but in crisis become necessities.

- *Shoalwater Bay Indian Tribe, Washington*

Criminal Justice

The matter of jurisdiction in Indian Country can often pose a significant barrier. Determining the appropriate agency to respond to an incident on tribal lands can be extremely confusing. There are many different jurisdictional scenarios, depending on whether the state is affected by Public Law 280¹⁰¹ or similar statutes, and whether the tribe has a criminal justice system (full or partial). Additionally, there are jurisdictions that do not have reservations, where reservations are heavily interspersed with land owned by non Indians. Because of this complicated jurisdictional legal landscape, there often are misunderstandings and disputes about which jurisdiction is responsible.

To add to the confusion, even if tribal law enforcement, a tribal prosecutor, and a tribal court system exist, there are limitations to the types of crimes and individuals that can be prosecuted under tribal law. A non-Native offender cannot be prosecuted in a tribal court, because the tribe has no jurisdiction over non-Natives. A crime of sexual assault, domestic violence, dating violence, or stalking committed against an American Indian or Alaska Native woman by a non-Native might be prosecuted by the county, state, or federal government. Many grantees whose tribal communities have a criminal justice system have developed or instituted important changes in tribal codes pertaining to sexual assault, domestic violence, dating violence, and stalking. Some have adapted state laws to be more culturally relevant, while others have formulated entirely new codes based on ancestral laws that had been historically successful before European influences.

Law Enforcement

The STOP VAIW Program supports tribal law enforcement activities to end sexual assault, domestic violence, dating violence, and stalking against American Indian and Alaska Native women. Tribal law enforcement officers are the most critical step in resolving a criminal case. They respond to emergency calls for assistance, interview the initial and best witnesses, and are often familiar with the personalities and circumstances involved. Every other agency including prosecution is dependent upon them for their information and understanding of the case. For this reason, it is not uncommon for tribal law enforcement officers to provide continuing assistance

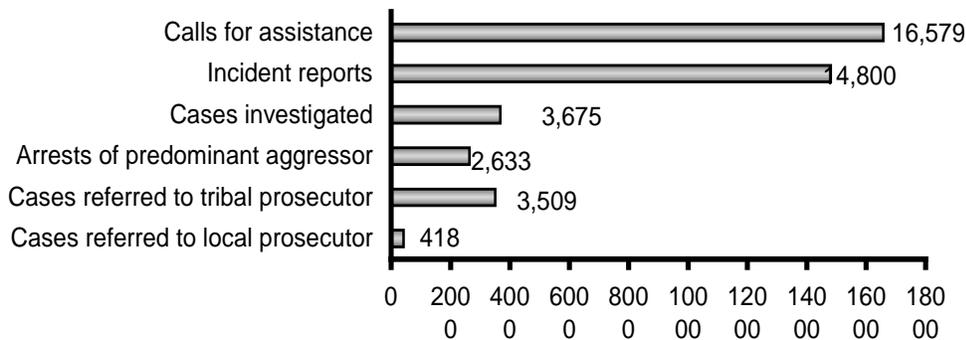
¹⁰¹Public Law 280 transferred federal criminal jurisdiction over Indian country in selected states to the states. This confusion can result in serious delays in responding to crimes committed or worse, in no response at all. Delays can occur as law enforcement agencies in different jurisdictions attempt to sort out who should respond to the call. In states not affected by Public Law 280, the Federal Bureau of Investigations or Bureau of Indian Affairs has jurisdiction in many cases. Tribal justice systems, where they exist, have concurrent jurisdiction over certain cases. The maximum sentence a tribal government can impose is one year in jail and a fine of not more than \$5,000.

throughout the entire length of the case (Deloria & Lytle, 1983). Further, the manner in which tribal law enforcement responds to a call is critical. Their response and attitude may influence whether victims/survivors will report sexual assault, domestic violence, dating violence, or stalking offenses, and whether appropriate evidence will be collected to allow prosecutors to successfully bring cases against offenders.

There have been many efforts to change the way tribal justice systems are structured, however tribes have retained their authority to determine the legal structure and forums to use in administering justice (Tribal Law and Policy Institute [TLPI], 2008). While some tribes have chosen to adopt “mainstream” criminal justice approaches, others are choosing to employ their own traditional manner of ensuring justice (Deloria & Lytle, 1983). Regardless, it is clear that tribal law enforcement is a vital component of the peacekeeping and accountability process for the Tribal Nations that they serve.

- Number of individual grantees using funds for law enforcement: 24 (26 percent of grantees)¹⁰²

Figure 16. Law enforcement activities in STOP VAWI domestic violence and stalking cases for all reporting periods



NOTE: Grantees report only on law enforcement activities that are funded under the STOP VAWI Program and they may receive funds for one or for a number of these activities. Therefore, no relationships can be inferred or comparisons made between activities reported here.

A Sexual Assault Criminal Investigator was hired in January. This position has raised the level of response to sexual assault cases by having a dedicated person to focus on each sexual assault call. The criminal investigator investigates and tracks each case regardless of geographical or jurisdictional boundaries and whether they are ultimately determined to be tribal, state, or federal.

- Rosebud Sioux Tribe, South Dakota

¹⁰²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

This program has allowed our program to partially fund two officers within our law enforcement agency. These officers are responsible for provision of court room security as well as follow up on domestic violence cases. This has been an important step forward for our Tribe, as we have not had positions such as these prior to the award of this grant program. Not only has the follow up on these cases improved, but so has our working relationship with the law enforcement agency.

- *Saulte St. Marie Chippewa Tribe, Michigan*

The STOP VAIW program funding has continued to allow our agency to dedicate one officer to domestic violence and expand law enforcement services to victims of domestic violence to include native women as well as non native women who reside within the exterior boundaries of the Pueblo of Pojoaque. Our agency also continues increased coordination efforts with local enforcement agencies to include Santa Fe County Sheriff's Department and the Bureau of Indian Affairs with the grant funding. The increased coordination has allowed our agency to more efficiently and effectively respond to reports of domestic violence within the exterior boundaries of the Pueblo of Pojoaque and outside the Pueblo boundaries under the auspices of Santa Fe County Sheriff's Commissions.

- *Pueblo of Pojoaque, New Mexico*

Prosecution

Tribal prosecutors play a significant role in securing safety and justice for Native survivors of sexual assault, domestic violence, dating violence, and stalking. By developing and implementing effective, victim-centered policies and procedures, prosecutors can increase the likelihood of victim cooperation throughout the criminal justice process (TLPI, 2008.) Prosecution of offenders varies by state and tribal nation. Given the complex jurisdictional issues, providing police and prosecutors with the tools, resources, and expertise to correctly identify specific sexual assault, domestic violence, dating violence, and stalking offenses and enhance charges and sentences consistent with statutes is essential. Incorporating the voice of the victims, coupled with the proper charging of abusers (Native and non-Native), followed by prosecution, safeguards victims and their children from further abuse and reduces overall recidivism by criminal abusers. While simply prosecuting without regard to the level of risk that specific abusers pose has not been shown to deter further criminal abuse (Belknap et al., 2000; Davis et al., 1998; Fagan et al., 1984; Friday et al., 2006; Gross et al., 2000; Hirschel et al., 2007), a number of studies have found that prosecution can reduce subsequent arrests and violence (Ford & Regoli, 1992; Garner & Maxwell, 2008; Gover et al., 2003; Jolin et al., 1998; Tolman & Weisz, 1995; Wooldredge, 2007; Wooldredge & Thistlewaite, 2005). The key to reduced reabuse is not prosecution per se, but prosecution that affords meaningful sanctions in direct proportion to offender danger.

- Twelve (13 percent of grantees) individual grantees used funds for prosecution.¹⁰³

¹⁰³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one six-month reporting period.

- Prosecutors received 2,201 sexual assault, domestic violence, and/or stalking case referrals and filed charges in 1,646 (75 percent) of the cases.

Table 27. Prosecution of sexual assault, domestic violence, and stalking charges by prosecutors funded by the STOP VAIW Program for all reporting periods

Charge	New charges filed		Charges disposed	Dispositions resulting in convictions	
	Number	Percent		Number	Percent
All charges	2,214	100	2,678	1,786	67
Domestic violence	1,778	80	1,980	1,285	65
Violation of probation	136	6	183	140	77
Stalking	27	1	15	5	33
Violation of protection order	103	5	163	100	61

NOTES: Percentage of dispositions resulting in convictions is not a conviction rate; it reflects the percentage of charges—not offenders—disposed by a conviction. Charges disposed include deferred adjudication. Number of charges disposed for domestic violence, violation of probation, and violation of protection order are higher than number of new charges filed because some of the cases disposed were pending at the beginning of the year.

Project staff has contact with the prosecutor on a daily basis and meets weekly with the prosecutor regarding cases that are currently going through the court system. When necessary that team will proceed with a victimless prosecution. It is during these meetings that the standards set in the protocols are reviewed on an as needed basis.

- *Hannahville Indian Community, Michigan*

The STOP VAIW grant pays for 35 percent of the tribal prosecutor's salary. The tribe had only contracted with a part-time tribal prosecutor until the hire of a full-time salaried tribal prosecutor in January of 2006. The addition of a full-time prosecutor has allowed for the tribal courts, tribal programs and the tribal community to take a closer look at the response of tribal programs and tribal service providers to holding offenders accountable and victim's rights. A full-time tribal prosecutor has been an asset to the coordinated community response the FVVS Program strives to implement on the Choctaw Reservation.

- *Mississippi Band of the Choctaw Indians*

Tribal Courts

There is widespread variety in the types of tribal court systems, and the laws applied are unique to each tribal nation. Some tribal courts resemble Western-style judiciaries, where written laws and rules of court procedure are applied. Many tribes employ traditional means of resolving disputes, including the use of peacemaking, elders' councils, sentencing circles, and banishment. Many tribes establishing new

tribal courts, or enhancing established ones, are developing hybrid or blended systems that will incorporate traditional dispute resolution processes and procedures that have proven effective within their culture and communities, while also ensuring that due process is provided.

We have begun trying sexual assault cases in tribal court. We have had meetings with state and federal organizations in regards to the response to sex crimes and offender accountability. The project's Domestic Violence Compliance officer is creating a change within the criminal justice system in terms of accountability for offenders and justice for victims. He monitors all the cases that proceed through tribal court. Court personnel are becoming aware of his duties and responsibilities. In addition, this position works with the tribe's Sexual Assault Criminal Investigator and further reports, "The grant has enabled us to fund a criminal investigator and project/victim witness coordinator that are solely dedicated to working with sex offender accountability and victims needs. We have assisted in developing and getting the council to pass a Sex Offender Registry Law & Order Code that requires all sex offenders to register with tribal law enforcement. We have been able to update the registry and make sure that all sex offenders are in compliance. We have also established MOU's & MOA's with federal, state, and surrounding counties on the reservation. We have begun trying sexual assault cases in tribal court."

- *Rosebud Sioux Tribe, South Dakota*

- Number of individual grantees using funds for tribal courts: 3 (3 percent of grantees)¹⁰⁴

Courts monitor offenders to review progress and compliance with court orders. In 100 percent of the cases where grantees reported violations of probation related to new criminal behavior (n=25) and failure to attend mandated batterer programs (n =12), grantees reported that for those offenders, probation was either revoked or they were incarcerated.

Remaining Areas of Need

The most commonly expressed remaining areas of need cited by STOP VAIW grantees was for additional services and increased accountability and collaboration with federal partners. Tribes are often located in rural, isolated communities. Lack of available housing options and economic resources along with efficient transportation systems is a critical issue. The waiting list for transitional housing can be as long as a year, if it is available at all. There is also a tremendous need for specialized services specifically for victims/survivors who are elderly, disabled, have substance abuse issues, and mental health concerns. Further, grantees indicated a serious need for trained sexual assault nurse examiners along with sexual assault advocacy programs.

In addition, more comprehensive treatment programs for offenders that incorporate more culturally specific approaches were noted. Given the historical legacy for most tribes, it is not uncommon for victims/survivors and offenders to present with

¹⁰⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

multiple issues. A greater understanding of historical trauma and inter-generational trauma is much needed.

Tribes indicated a desire and willingness to strengthen partnerships and collaborations with federal agencies including the Bureau of Indian Affairs and the federal prosecutors. However, it was noted that quicker involvement by the FBI is needed in addition to developing methods of accountability when action is not being taken. It was reported that too often, cases are not being investigated and prosecuted and victims/survivors are not being kept informed. This can create tremendous stress for the victim/survivor as well, jeopardizing safety. Jurisdictional issues continue to be a struggle, particularly when the perpetrator is non-Native and the tribe is not able to follow through and hold the offender accountable. Also within the federal purview is the need for training and organization around the trafficking of Native women. This appears to be a new area of concern but one that was noted by many grantees.

Education and Technical Assistance Grants to End Violence Against Women with Disabilities

The Education and Technical Assistance Grants to End Violence Against and Abuse of Women with Disabilities (Disabilities Grant Program) supports efforts to improve services to individuals with disabilities who are victims/survivors of sexual assault, domestic violence, and stalking. Grantees provide training, consultation, and information to service providers, including independent living centers, disability-related service organizations, and domestic violence programs that provide shelter and other forms of assistance to victims/survivors with disabilities. Grantees include states, units of local government, Indian tribal governments, and nongovernmental private entities.

Approximately 54 million Americans live with a wide array of disabilities. Research suggests that people with disabilities face a four- to ten-times higher risk of being physically or sexually assaulted.¹⁰⁵ Ensuring that individuals with disabilities who are victims/survivors of sexual assault, domestic violence, or stalking can access the complete array of services and protections they need to become safe requires a proactive and comprehensive approach.

The Disabilities Grant Program, as defined by statute, addresses the nature, definition, and characteristics of domestic violence, sexual assault, and stalking experienced by women with disabilities; outreach activities to ensure that women with disabilities who are victims of domestic violence, sexual assault, and stalking receive appropriate assistance; Federal antidiscrimination laws, including the Americans with Disabilities Act (ADA) and Section 504 of the Rehabilitation Act of 1973; and cost-effective ways that shelters and victim services organizations may accommodate the needs of individuals with disabilities in accordance with ADA.

Grantees form multidisciplinary teams comprised of, at a minimum, at least one nonprofit, nongovernmental domestic violence victim services program and/or nonprofit, nongovernmental sexual assault victim services program, and at least one disability program. Teams may also include faith- and community-based organizations.

Disabilities Grant Program funds support activities that are designed to increase efficient and appropriate services to women with disabilities who are victims of violence, build the capacity of the organizations providing these services, ensure that

¹⁰⁵The Office on Violence Against Women recognizes that there are individuals who do not consider themselves to be “individuals with disabilities” and who do not identify with this designation. However, for the purposes of the Disabilities Grant Program, “individuals with disabilities” refers to all individuals covered under the definition contained in the ADA (42 U. S. C. § 12102 (2)).

policies and practices about accessibility are in place, and encourage collaboration across disciplines.

The biggest gift provided through this funding opportunity is by far TIME: time to learn, time to build relationships, time to plan, time to gain needed support - essentially time to do it right. The level of collaboration built as a result of having time to tend to relationships is unprecedented. Yes, we have done collaborative work before (that's why we were interested in this initiative), but not with such intentionality as designed in this project. This experience is developing a new pathway for future systems change which can be applied across the whole social service delivery system in Illinois. The format of the Disability Education Grant pushes agencies out of business as usual and supports the process of change. This approach has given Illinois the opportunity to start with a clean slate and truly examine the realities of women with disabilities who are survivors of sexual assault. Tapping into resources across the U.S. has been an added bonus. Being tied into a network brings new resources to the table. Sharing collaboration charters, work plans, training outlines and best of all experiences from others states is a direct result of this grant.

- Illinois Department of Human Services

General Grant Information

Information for this report was submitted by 35 individual Disability Grant Program grantees¹⁰⁶ for the July 1, 2005 to June 30, 2007 progress report period. Unless otherwise noted, data was included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2005: 25
- January–June 2006: 23
- July–December 2006: 32
- January–June 2007: 25

Staff

Disabilities Grant Program staff provide training, consultation, and information to service providers about responding to violence against women with disabilities.

Nearly all Disabilities Grant Program grantees reported using funds for staff. Grantees most often used grant funds to support program coordinators.

¹⁰⁶This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month period.

Table 28. Full-time equivalent staff funded by Disabilities Grant Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	25	23	31	23
Total FTE staff funded	40	39	50	44
Program coordinators	15	14	17	16
Trainers/educators	8	9	10	7
Support staff	5	5	7	5
Administrators	4	4	7	7
Technical assistance providers	1	2	4	3

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Training

As communities have developed strategies to improve services to individuals with disabilities who are victims/survivors of sexual assault, domestic violence, and stalking, the need for high quality training has become evident. Quality training builds a safer community for all. Grantees train professionals in the service delivery system to respond more effectively to victims/survivors with disabilities by providing information on the unique needs of these individuals and the special challenges they face when they become victims of violence.

The most common topics of training events were barriers to accessibility, ADA, deafness or hearing loss, safety planning for victims/survivors with disabilities, and interpreter services.

- Number of individual grantees using funds for training: 26 (74 percent of all grantees)¹⁰⁷
- Total number of training events: 737
- Total number of people trained: 19,691

¹⁰⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 29. People trained with Disabilities Grant Program funds: Selected professional positions

Position	People trained (N = 19,691)	
	Number	Percent
Health/mental professional	4,258	22
Multidisciplinary group	2,246	11
Domestic violence program staff	2,112	11
Disability organization staff	1,904	10
Dual sexual assault and domestic violence program staff	1,363	7
Residential/institutional/independent living center staff	1,094	6

NOTE: Data presented for the six most frequently reported categories only.

Community Education

Community education is essential to increase awareness and knowledge about sexual assault, domestic violence, and stalking against people with disabilities.

The most common topics of community education events were the following: domestic violence overview; community resources for victims/survivors with disabilities; recognizing and responding to violence against women with disabilities; appropriate response to victims/survivors with disabilities who are deaf or hard of hearing; and sexual assault overview, dynamics, and services.

- Number of individual grantees using funds for community education: 22 (63 percent of grantees)¹⁰⁸
- Total number of education events: 457
- Total number of people educated: 34,599

¹⁰⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 30. People educated with Disabilities Grant Program funds: Selected categories

Group	People educated (N = 34,599)	
	Number	Percent
School/university	10,280	30
Community group	7,101	21
Individual with disabilities	4,546	13
Parent/guardian of individual with disabilities	810	2
Community business	285	1
Faith-based group	246	1

NOTE: Data presented for the six most frequently reported categories only.

The Project was able to collaborate with the People and Pets Coalition by cosponsoring their annual conference. This provided an opportunity to educate the participants on the use of services animals for people with disabilities. The event also served as a platform to teach about the existing problem of animal abuse as it pertains to family violence.

- *University of Texas-Pan American*

Technical Assistance

Grantees provide technical assistance to service providers to improve services to individuals with disabilities who are victims/survivors of sexual assault, domestic violence, or stalking. Technical assistance is provided through site visits and other types of consultations.

Topics of technical assistance included the following: assistive listening device and relay service, accessible materials, assistive technology and devices, requirements of ADA and other antidiscrimination law, working with interpreters, cost-effective compliance with ADA, domestic violence experienced by women with disabilities, responding to violence against women who are deaf or hard of hearing or who have developmental disabilities, accessibility assessment, and personal safety planning for victims/survivors with disabilities.

- Number of individual grantees using funds for technical assistance: 26 (74 percent of grantees)¹⁰⁹
- Total number of technical assistance activities provided: 10,809

The Council developed the Alaskans Speak Up! website which is on line for use by stakeholders and others. 30 training manuals and CDs were developed and delivered to contract agencies. Another 50 CDs were disseminated at various other venues (partner agencies and

¹⁰⁹This number represents an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

conferences). Technical assistance was provided by a national consultant who presented at two statewide conferences and delivered direct technical assistance to two DV/SA agencies and two mental health peer operated organizations. Technical assistance was also provided by project staff to additional DV/SA agencies.

- *Alaska Governor's Council on Disabilities*

Remaining Areas of Need

Grantees of the Disabilities Education Program identified the following remaining areas of need: availability of services and physical accessibility within domestic violence and sexual assault programs and legal services facilities; enhanced mental health services; increased exchange of knowledge and expertise between the violence against women programs and disabilities service systems; specialized advocates and liaisons; sign language and other language interpreters; outreach to women in rural communities; changing social norms regarding the acceptability of violence against women in general and violence against women with disabilities; and safe, affordable, and accessible housing for women with disabilities and their children.

Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities

Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities (Training Grants Program) was created by VAWA 2000 to address the obstacles encountered by victims of crimes who are older or who have disabilities.¹¹⁰

This grant program provides a unique opportunity for targeted training for law enforcement officers, prosecutors, and court officers to enhance their ability to identify, investigate, and prosecute instances of abuse, neglect, exploitation, and violence (including sexual assault and domestic violence) against elderly individuals or individuals with disabilities.

Elder abuse is the sexual, physical, emotional, or financial abuse or neglect or abandonment of an older person by a family member, fiduciary, or caregiver. Elder abuse victims face unique obstacles in seeking assistance because they often are dependent on their abusers and have great difficulty leaving or otherwise ending abusive relationships. Older individuals who are victims/survivors of sexual assault and/or domestic violence also face challenges in receiving services they need to enhance their safety. Appropriate interventions may be compromised by misconceptions that older people are not sexually assaulted or battered, that older people are incapable of inflicting serious harm on their intimate partner, or that the abuse is an expression of stress associated with caring for an aging partner. Age or disability may increase the isolation of victims/survivors of sexual assault and domestic violence or increase dependence on abusers for care or housing. Also, these cases may go unnoticed because criminal justice system personnel may perceive victims/survivors' injuries as arising from aging, frailty, illness, or disability instead of recognizing that the injuries may be caused by violence.

¹¹⁰ The statute refers to section 102 of the Older Americans Act of 1965 (42 U.S.C. § 3002) for the definitions of "elder abuse, neglect and exploitation" and for "older individual" and to section 3(2) of ADA (42 U.S.C. § 12102(2)) for the definition of individuals with disabilities. The Older Americans Act states that the term "elder abuse" means abuse of an older individual; the term "exploitation" means the illegal or improper act or process of an individual, including a caregiver, using the resources of an older individual for monetary or personal benefit, profit, or gain; the term "abuse" means the willful infliction of injury, unreasonable confinement, intimidation, or cruel punishment with resulting physical harm, pain, or mental anguish, or deprivation by a person, including a caregiver, of goods or services that are necessary to avoid physical harm, mental anguish, or mental illness; the term "neglect" means the failure to provide for oneself the goods or services that are necessary to avoid physical harm, mental anguish, or mental illness, or the failure of a caregiver to provide the goods or services; and the term "older individual" means an individual who is 60 years of age or older. The Americans with Disabilities Act defines "disability," with respect to an individual, as a physical or mental impairment that substantially limits one or more of the major life activities of such individual, a record of such an impairment, or being regarded as having such an impairment.

Crimes of sexual assault and domestic violence committed against persons with disabilities are just as likely to go unreported, and these victims/survivors also face multiple barriers to accessing needed services and participating fully in the criminal justice system. Often, individuals with disabilities face physical and social isolation, especially in cases of prolonged institutional care. Consequently, many lack information about the services and interventions available to stop abuse in their lives, or may find assistance physically inaccessible. Physical barriers posed by buildings and transportation systems that have not adapted to the needs of individuals with disabilities, and a lack of interpretation services can prevent crime victims from utilizing services and agencies that are critical to their safety.

As part of the criminal justice system, law enforcement officers, prosecutors, and court officers are in a position to help victims/survivors cope with the immediate trauma of crime, ensure that offenders are held accountable, and help restore victims/survivors' sense of security and control over their lives. Those working in the criminal justice system must be trained to understand that (as with all victims) victims/survivors who are elderly or who have disabilities require compassionate and comprehensive services, and may face unique challenges. This grant program supports training for criminal justice system personnel that will address barriers faced by older victims and victims with disabilities and improve systemic responses to these populations.

Projects funded through the Training Grants Program work toward creating a multi-disciplinary approach to addressing elder abuse and violence against individuals with disabilities in the criminal justice system and in communities. OVW worked with national organizations including the National Sheriffs Association and the National Council of Juvenile and Family Court Judges to create model curricula for law enforcement, prosecutors, and judges focusing on issues of elder abuse, neglect, and exploitation.

General Grant Information

Information for this chapter was submitted by 44 individual Training Grants Program grantees¹¹¹ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 29
- January–June 2006: 22
- July–December 2006: 28
- January–June 2007: 23

¹¹¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Staff

Training Program staff provide training and information to criminal justice professionals to help ensure a coordinated system response to victims/survivors who are elderly or who have disabilities.

Grantees most often used grant funds for program coordinators.

Table 31. Full-time equivalent staff funded by Training Grants Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	25	21	25	20
Total FTE staff funded	32	32	35	26
Program coordinators	13	13	14	10
Administrators	7	6	7	5
Support staff	4	5	8	7
Trainers	6	5	3	2

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Training

Grantees train professionals to more effectively respond to older or disabled victims/survivors of sexual assault, domestic violence, and abuse, and to increase offender accountability.

The most common topics of training events were the following: issues specific to victims/survivors who are isolated or institutionalized; impact of aging and/or disabilities; effective communication with individuals who are older or individuals with disabilities; law enforcement response to domestic violence; and law enforcement response to elder abuse and exploitation.

- Number of individual grantees using funds for training: 36 (82 percent of all grantees)¹¹²
- Total number of training events: 316
- Total number of people trained: 16,854

¹¹²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 32. People trained with Training Grants Program funds: Selected professional positions

Position	People trained (N = 16,854)	
	Number	Percent
Law enforcement – state or local ¹¹³	13,646	81
Prosecutor – state or local	1,144	7
Court personnel – state or local	344	2
Victim witness specialist	297	2
Corrections staff	240	1
Law enforcement—tribal	65	<1

NOTE: Data presented for the six most frequently reported categories only.

Training Grants Program Funding has allowed NCALL [National Clearinghouse on Abuse in Later Life] and their partners to create a model law enforcement training curriculum, a “train the trainers” curriculum and to have the ability to pilot test both.

- *Wisconsin Coalition Against Domestic Violence*

This funding has allowed the NJIDV [National Judicial Institute on Domestic Violence] partners to design a curriculum that will enhance the judiciary’s response to cases involving abuse against the elderly; convene a faculty development meeting both to refine the draft curriculum and train non-judicial and judicial faculty on how to implement the curriculum; and prepare for the first judicial workshop of its kind.

- *National Council of Juvenile and Family Court Judges, District of Columbia*

This funding has allowed Erie County the opportunity to focus on elder abuse training of criminal justice partners and courts that has not been possible previously. While Erie County has had a coordinated community response for elder abuse for some time, there has never been dedicated funding for training on this issue. Training has been done locally, but never in such a comprehensive way.

- *New York State Unified Court System*

The Training Grants Program has allowed our organization to develop a model training curriculum for prosecutors on the topic of elder abuse. While we have included elder abuse topics as segments in some of our national courses, the National College of District Attorneys has not previously had the opportunity to develop a program that focuses entirely on elder abuse. Given our proposed training outline, which combines instruction on substantive topics with trial preparation and advocacy skills, attendance at the training should enable prosecutors to effectively navigate an elder abuse case from the moment the case file hits the prosecutor’s desk

¹¹³People trained categories included federal, local or state, and tribal for all criminal justice personnel.

through sentencing. Even though a two-and-one-half day training curriculum does not allow for the opportunity to cover all information on elder abuse that might be desirable, the training and accompanying materials should give the prosecutor a direction for action and an avenue for assistance.

- *National District Attorneys Association, Virginia*

Remaining Areas of Need

The needs most often cited by Training Program grantees included coordination with criminal justice and domestic violence/sexual assault programs; training the judicial system, law enforcement, and prosecutors; collaboration between Adult Protective Services and domestic violence agencies; addressing cross-cultural differences; under-reporting of sexual assault, domestic violence, and stalking; appropriate referrals and resources for elders; alternative emergency housing for elders (not nursing homes); education of elders about their rights; and community education and awareness about elder abuse.

Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions

The purpose of the Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions (Tribal Coalitions Program) is to build the capacity of survivors, advocates, Indian women's organizations, and victim services providers to form nonprofit, nongovernmental tribal domestic violence and sexual assault coalitions to advance the goal of ending violence against American Indian and Alaska Native women. Studies indicate that Indian women suffer a disproportionate level of intimate partner violence and sexual assault. The National Crime Victimization Survey reveals rates of intimate partner violence nearly three times higher for American Indian and Alaska Native (23.2) women than White (8.1) women and over twice the rate for Black (11.2) women. (Rennison, 2001).

A coalition is a group of individuals, victim services providers, and/or organizations working together for a common purpose—to make more effective and efficient use of resources. Tribal domestic violence and sexual assault coalitions support efforts to develop tribal leadership to effect social change and systemic reform to end violence against Indian women, ensure the safety of Indian victims of domestic violence and/or sexual assault, and promote the accountability of offenders. The leadership and expertise of Indian survivors who have been battered and/or sexually assaulted, or persons who have experience working with such victims, are critical to the successful development and operation of tribal domestic violence and sexual assault coalitions.

There are many agencies purporting to assist with the violence happening to the native women of Alaska. In reality few are staffed with personnel who have a working knowledge of the culture and the realities of life in rural isolated Alaska. Few are staffed with personnel who have a working knowledge of the culture and realities of Alaskan Native women living in urban areas. The Alaska Native Women's Coalition through the Tribal Coalitions Program has made it possible for the voices of these women to be brought to the forefront. In the process of documenting the realities of these women we have been able to identify key issues and challenges surrounding the safety of women and children. One of the key challenges for native women residing in rural Alaska is the immediate response and the communication problem encountered by women living in urban areas.

- *Alaska Native Women's Coalition*

We have gained the trust of our Elders and Tribal Leaders to be the voice of women from our Nation on a national level that brings us to the National Congress of American Indians (NCAI). Due to our work and our voice, NCAI has developed for the first time in history a NCAI Task Force on Violence Against Women which received honors from the Honoring of Nations of Harvard. We have gained the trust of Tribal programs and non-Tribal programs to work in collaboration on projects. We have been able to engage with the Federal Agencies such as the FBI Indian Country Division, U.S. Attorney's, Department of Justice, National Institute of Justice, Office of Justice Programs, etc., to address the needs of Indian women in Indian Country, to address for us, the issues of Public Law 280 to bring a voice to this is imperative to the survival of Indian women and future generations to come.

- *Community Resource Alliance, Minnesota*

First and foremost, funding has allowed for the establishment of this coalition, which was/is greatly needed. It has provided the opportunity for advocates, leaders and other victim service and tribal entities to come together and discuss what tribal communities are doing to address and respond to domestic violence [DV] and sexual assault [SA]. It has provided the opportunity for coalition membership to network; share information; express frustrations, accomplishments and ideas; to increase their knowledge and skills about DV; and, through the tribal coalition institutes: 1) to learn about the other coalitions across Indian Country and most especially their cultural differences/similarities and what they are doing to address and respond to DV/SA, 2) to gain valuable up-to-date information about current issues relating to laws, funding, OVV, and other federal departments/divisions, and 3) to receive technical assistance. Basically, without this funding SWIWC [the Southwest Indian Women's Coalition] would not exist at the level that it does now. The coalition membership would not be able to feel a part of a sisterhood that will benefit them and their communities in terms of decreasing violence against women nor would they have the opportunities to travel and see firsthand other communities that are organizing to address and respond to DV/SA.

- *Ama Doo Alchini Bighan Inc., Arizona*

With this funding, we have been able to provide a voice in Minnesota for American Indian victims of sexual violence which has been instrumental for our coalition - one collective voice has been very powerful in our work to end violence against American Indian women and children. It has given validity to our work, and has helped to form alliances where we might not have otherwise. It has also allowed us to reach out to American Indian women advocates and others who are doing this work that are often working in isolation with very limited budgets. We can bring them together for mutual support as well as providing them with needed training and technical assistance.

- *Minnesota Indian Women's Sexual Assault Coalition*

General Grant Information

Information for this chapter was submitted by 19 individual Tribal Coalition Program grantees¹¹⁴ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 15
- January–June 2006: 12
- July–December 2006: 16
- January–June 2007: 14

Seventy-nine percent of the grantees were dual sexual assault/domestic violence coalitions, 11 percent were domestic violence coalitions, seven percent were sexual assault coalitions, and five percent were tribal governments.

Staff

Tribal Coalitions Program staff provide training, education, and technical assistance to help end violence against Indian women and hold offenders accountable.

Grantees most often used grant funds for administrators. Administrators hire staff and collaborate with agencies in the tribal communities. They also provide training for law enforcement, prosecution, and court staff.

Table 33. Full-time equivalent staff funded by Tribal Coalitions Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	14	10	14	11
Total FTE staff funded	24	20	25	27
Administrators	9	7	9	8
Program coordinators	5	5	7	9
Support staff	5	3	5	5

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

¹¹⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

This is the first program and office ever opened that solely address the domestic violence and sexual assault against Native American and Alaska Native women on the White Earth Ojibwe Nation. We employ three full-time Indian women (two being single mothers), one part-time esteemed tribal Elder woman, a visiting Traditional Tribal Elder woman, a Traditional Spiritual Advisor and an Elder man to help maintain our healthy balance of men and women, as well as an all Indian Board from our reservation. We are creating changes that cannot even begin to be tracked on paper. Our goals, objectives and activities are a beautiful display of a movement that has never existed prior to our Tribal Coalition being funded. Miigwech for the opportunity and time to create the single drop of water that has begun to create the ripple effect that will ensure the safety of our women and those that are unborn.

- *Community Resource Alliance, Minnesota*

Training

Grantees train professionals to improve their response to American Indian and/or Alaska Native victims/survivors of sexual assault, domestic violence, dating violence, and stalking. High quality training also helps increase offender accountability. Tribal Coalitions Program grantees trained professionals across a broad spectrum: victim advocates, tribal elders, tribal law enforcement officers, tribal prosecutors, court personnel, probation officers, and health and mental health professionals.

The most common topics for training events were: advocacy for American Indian and/or Alaska Native women; cultural issues specific to American Indians and/or Alaska Natives; tribal strategies to address sexual assault or domestic violence; dynamics and history of violence against American Indian and/or Alaska Native women; and sexual assault overview, dynamics, and services.

- Number of individual grantees using funds for training: 13 (68 percent of all grantees)¹¹⁵
- Total number of training events: 192
- Total number of people trained: 5,862

¹¹⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 34. People trained with Tribal Coalitions Program funds: Selected professional positions

Position	People trained (N = 5,862)	
	Number	Percent
Multidisciplinary group	680	12
Tribal domestic violence program staff	556	9
Nontribal law enforcement officers	373	6
Tribal community group member	366	6
Tribal sexual assault program staff	282	5
Children's advocates	271	5

NOTE: Data presented for the six most frequently reported categories only.

Niwhongwh xw E:na:wh Stop The Violence Coalition is the first native domestic violence and sexual assault coalition to exist in this northern region of rural California. In the course of the past five years we have facilitated a huge shift in the community's attitudes regarding domestic violence, sexual assault and stalking. We have developed many partnerships from local organizations to aid in the fight against violence against native women. We have received calls from all of the local tribes and numerous community members and agencies requesting either services, program information or help in the education on response to DV and SA.

- *Niwhongwh xw E:na:wh Stop The Violence Coalition*

The Tribal Coalitions funding has allowed us to address some of the issues regarding safety needs of victim/survivors of domestic violence and their children and offender accountability. The Alaska Native Women's Coalition (ANWC) has provided training for many tribal residents on these issues. The trainings are coming from native people of the state and from national native trainers. At this time, ANWC's staff has been invited to present at the National level to educate and encourage support of culturally community based response. The content of the training is tribal specific and the approaches designed culturally oriented. This type of training is very well received by the tribal people of Alaska. The attempts to address acts of violence through the culture of the people seem to be more effective than that which has been delivered so far by non-native trainers.

- *Alaska Native Women's Coalition*

Community Education

Community education is designed to increase awareness of violence against American Indian and Alaska Native women, inform community members about what they can do to respond to the problem, and offer guidance on how they may help a family member or friend who has been victimized. Outreach activities may include distributing information at community gatherings such as powwows, basket weaving and beading circles, bake sales, and parades.

- Number of individual grantees using funds for community education: 10 (53 percent of grantees)¹¹⁶
- Total number of education events: 237
- Total number of people educated: 18,144 tribal and 1,116 nontribal

Table 35. People educated with Tribal Coalitions Program funds: Selected categories

Category	People educated (N = 19,260)	
	Number	Percent
Tribal community advocacy organizations	3,579	19
Tribal students	3,257	17
Tribal parents/guardians of students	2,915	15
Tribal community members	2,836	15
Tribal victims/survivors	737	4
Tribal government staff	642	3

NOTE: Data presented for the six most frequently selected categories only.

In conjunction with Sexual Assault Awareness Month, the White Buffalo Calf Woman Society, Inc. collaborated with the South Dakota Coalition Against Domestic Violence and Sexual Assault to hold the first annual "Women Celebrating Women" conference at the Ramkota Conference Center in Pierre, SD. The conference was directed toward sexual assault survivors and the advocates that provide not only direct services, but are at their side to support and assist them through the healing process. Speakers from the National Coalition Against Domestic Violence, the South Dakota Coalition Against Domestic Violence and Sexual Assault, the White Buffalo Calf Woman Society, Inc., Clan Star ...gave presentations to further those goals. Conference attendees were honored by the presence of the world renowned author and poet Elizabeth Cook-Lynn, who gave the keynote speech at Monday night's banquet. Around sixty survivors ages fourteen and up, and more than one hundred sexual assault advocates from across the state attended. The goal of the conference was to bring sexual assault survivors and advocates to a place of healing and strengthening, and to give them tools to use in becoming leaders in their communities. Rodney Bordeaux, President of the Rosebud Sioux Tribe was in attendance during the opening ceremonies and addressed the audience expressing his commitment and support to end violent crimes in Indian country. The conference, the first of its kind was a great success. Survivors and advocates are already planning on clearing their schedules in order to attend next year's conference.

- *White Buffalo Calf Woman Society, South Dakota*

¹¹⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Technical Assistance

Tribal Coalitions Program grantees provide technical assistance to programs to help other professionals and organizations improve their response to American Indian and Alaska Native victims/survivors of sexual assault, domestic violence, dating violence and stalking, and to help other professionals and organizations improve organizational infrastructure. Tribal coalitions develop, revise, and/or implement policies, protocols, procedures, and/or training. Grantees provide technical assistance through site visits and/or other types of consultations including in-person, telephonic, electronic, or other types of contact with member programs.

The most frequent areas of technical assistance were: developing or enhancing culturally appropriate services for underserved populations; law enforcement response to domestic violence; and curricula and training issues.

- Number of individual grantees using Tribal Coalitions Program funds for technical assistance: 11 (58 percent of grantees)¹¹⁷
- Total number of technical assistance site visits: 106
- Total number of other technical assistance consultations provided: 3,196
- Total assistance (site visits and consultations) provided: 3,302

With these funds, we have been able to provide technical assistance to coalition members in our region. Members of our tribe are beginning to understand and not be afraid to report any form of abuse which can include domestic violence, sexual assault, stalking, child sexual abuse, neglect of adults, children and elders, assistance to fill protective orders, request technical support, to report calls to troopers in our region, conduct regional training to village service providers, advocates, victim service providers, youth to increase understanding of domestic violence and sexual assault. We are working to share, exchange, and support one another to fight this deadly epidemic that is destroying our lives.

- Emmonak Women's Shelter, Alaska

Policies

Tribal Coalitions Program grantees develop, revise, and implement policies to provide standardized guidance to organizations and professionals on sexual assault, domestic violence, dating violence and stalking against American Indian and Alaska Native women.

Types of policies most frequently developed, revised, and implemented included: appropriate response to underserved populations; victim services standards of service; confidentiality; protection order policies for law enforcement; and training standards for staff and volunteers.

¹¹⁷ This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

- Number of individual grantees using Tribal Coalitions Program funds for developing, revising, and/or implementing policies: 13 (68 percent of grantees)¹¹⁸

Products

Tribal Coalitions Program grantees develop and revise a variety of products addressing violence against women issues. These products may include brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of distributing these materials is to provide information to other professionals and organizations on sexual assault, domestic violence, dating violence and stalking against American Indian and Alaska Native women.

- Number of individual grantees using funds for products: 13 (68 percent of grantees)¹¹⁹
- Total number of products developed or revised: 337
- Total number of products distributed: 30,969

Remaining Areas of Need

The majority of Tribal Coalitions Program grantees reported a strong need to build and strengthen relationships between tribal and non-tribal communities. This effort would help to assure that non-Native offenders committing acts of violence against Native women would not fall through the cracks and escape or avoid prosecution. Building relationships of trust with law enforcement, courts, medical and mental health professionals, tribal governments, and other relevant parties would create an environment in which victims/survivors would be more likely to report these crimes. Lack of response and follow-through was noted as a significant reason why victims/survivors report reluctance in coming forward.

Tribal Coalitions Program grantees continue to report concerns regarding jurisdictional issues. Although these issues vary by tribe because of differences in criminal justice systems, the foremost consequence resulting from these disputes is the lack of offender accountability and continued victimization of Indian women. One solution commonly noted was the establishment of a domestic violence and sexual assault offender registry for both non-Native and Native offenders.

Grantees further noted a continued need for training and education that allows women to be comfortably able to openly discuss sexual assault, dating violence and stalking issues that are often difficult to discuss. Training and education specific to the effects of domestic violence on children was also frequently noted. Finally, Tribal Coalitions Program grantees report an essential need for offender accountability that is more culturally relevant.

¹¹⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

¹¹⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Grants to State Sexual Assault and Domestic Violence Coalitions Program

The Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program) funds state-level coalitions to collaborate with federal, state, and local organizations. Statewide domestic violence coalitions provide support and assistance to member domestic violence service providers through training, technical assistance, public awareness activities, and public policy advocacy. Statewide sexual assault coalitions provide comparable support to member rape crisis centers. In some states and territories, these support services are provided through a dual domestic violence/sexual assault coalition. The State Coalitions Program funds the coordination of state victim services activities and enhances collaboration and coordination among federal, state, and local entities working to address domestic violence and sexual assault. Coalitions consist primarily of organizational members (e.g., sexual assault programs, domestic violence programs, tribal victim services agencies, and other victim services agencies) but may also include individual members.

This funding provided us with many opportunities to collaborate with local and state key stakeholders on issues that impacted victims of domestic violence. It allowed us to provide training, upgrade technology, develop public awareness initiatives, diversify our committees and board, and to begin the process of working on a statewide effort to assess the legal needs of victims of domestic violence. It has been an important source of support for the coalition, especially in the area of coordination and collaboration with other public and private groups that are also working on domestic violence issues.

- *Indiana Coalition Against Domestic Violence*

UCASA has been able to increase our scope of service. We have grown from four rape recovery programs to twelve in only eight years of existence. We now have more direct communication with each rape recovery/crisis program, have developed two new rape recovery/crisis programs in the past year and will add another two or three certified programs.

- *Utah Coalition Against Sexual Assault*

State Coalition funding has allowed the Delaware Coalition both to undertake new activities and to strengthen or deepen efforts that were already part of the Coalition's work. For example, state coalition funds have enabled DCADV to continue to support the activities of our Women of Color Task Force [WOCTF]. Over the past year, the Task Force has developed an outreach project aimed at

building expertise on domestic violence within Delaware's faith community. As part of this project, the WOCTF drafted an outreach brochure and completed a survey of the faith community. The VAWA state coalition funds have enabled the DCADV to engage in ongoing capacity building activities including a significant investment in board and staff development that has led to a stronger and more effective organization. We have provided training on consensus for board members and held a staff retreat on effective and ethical communication. These experiences continue to strengthen DCADV as an organization, building a cohesive infrastructure dedicated to the mission and work of the organization.

- *Delaware Coalition Against Domestic Violence*

General Grant Information

Information for this chapter was submitted by 86 individual State Coalitions Program grantees¹²⁰ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 69
- January–June 2006: 67
- July–December 2006: 76
- January–June 2007: 78

Forty-one percent of the grantees reporting were domestic violence coalitions, 38 percent were sexual assault coalitions, and 21 percent were dual sexual assault/domestic violence coalitions.

Staff

State Coalitions Program-funded staff provide training, education, and technical assistance to help end violence against women and hold offenders accountable.

The majority of State Coalitions Programs (99 percent) reported using funds for staff in each reporting period. Grantees most often used grant funds for program coordinators.

¹²⁰ This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Table 36. Full-time equivalent staff funded by State Coalitions Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	68	66	75	77
Total FTE staff funded	107	112	113	119
Program coordinators	43	42	41	43
Administrators	21	26	27	28
Support staff	9	9	12	11
Technical assistance providers	9	7	10	11
Trainers	6	9	7	8

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

State Coalition funding has allowed us to maintain a stable, qualified core Coalition staff. This continuity and stability has been crucial at the state level. The State Coalition funding provides salary for five staff with combined experience of 42 years. This staff all provided direct services in the past which has made their ability to provide technical assistance to local program invaluable.

- *Iowa Coalition Against Domestic Violence*

Without maintaining the Coalition Sexual Assault Program Coordinator, activities like state-wide SANE training, victim-centered forensic evidence collection procedures and joint training of advocates, law enforcement, medical professionals, and legal professionals would be limited.

- *North Dakota Council on Abused Women*

Training

As states and communities develop coordinated responses to reduce violence against women, the need for high quality training is of paramount importance in the development of effective strategies. Grantees train coalition members and other professionals to improve their response to victims/survivors of sexual assault, domestic violence, dating violence, and stalking and to increase offender accountability.

The most common topics of training events were the following: advocate response to victims/survivors; coordinated community response; issues specific to victims/survivors who live in rural areas; safety planning for victim/survivors; and outreach to diverse/underserved populations.

- Number of individual grantees using funds for training: 79 (92 percent of all grantees)¹²¹
- Total number of training events: 3,671
- Total number of people trained with State Coalitions Program funds: 92,433

Table 37. People trained with State Coalitions Program funds: Selected professional positions

Position	People trained (N = 92,433)	
	Number	Percent
Victim advocates	30,179	33
Multidisciplinary group	16,283	18
Law enforcement officers	7,956	9
Health professionals	4,535	5
University/school faculty or staff	3,730	4
Attorneys/law students	2,825	3

NOTE: Data presented for the six most frequently reported categories only.

The State Coalitions Program funding has allowed our coalition to develop and implement a comprehensive Training and Education Department. This includes working with member agencies that are located on Oahu, the most populated island where we are based, as well as the neighboring islands that are otherwise very removed from training opportunities. The opportunity to travel to our neighboring islands and meet with our member agency staff has allowed for relationship building and mutual sharing of knowledge that would otherwise be challenging due to logistical and resource restraints. The Training and Education Department's 25-hour trainings not only give new service providers the knowledge they need to adequately serve survivors of domestic violence, but also give survivors confidence that they can invoke victim-counselor privilege if needed. As a result of this and other trainings, we are able to ensure that domestic violence service providers in Hawaii have access to comprehensive training that ultimately creates a safer environment for survivors, as more fully equipped staff are better able to address the various realities of survivors' lives. The Training and Education Department has also provided peer discussion opportunities for our member agencies to join together to discuss shared issues they are encountering and learn from one another's challenges and successes. The Trainers serve as facilitators, and are able to coordinate a helpful flow of discussion while interjecting the latest information available on various topics. At times, the facilitators are able to simply recognize the good work those providers are already doing and reaffirm the work of all of the agencies.

- Hawaii State Coalition Against Domestic Violence

¹²¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

Since receiving state coalition program funding we have trained over 1000 service providers such as: coalition members, social workers, police officers, legal advocates, justice personnel, sign language interpreters, teachers and diverse community member representatives, such as women with disabilities, immigrants, teens, elder women and women living with HIV/AIDS.

- *Coalicion Puertorriquena Contra la Violencia Domesitca y la Agression Sexual (Puerto Rico Coalition Against Domestic Violence and Sexual Assault)*

Funding has allowed the Sexual Assault Prevention Coordinator to provide trainings across the state on sexual assault to not only advocates and volunteers but to other disciplines. The majority of the training during this grant period was devoted to training on SARTs with a victim driven/focused approach and to gathering information on how each community is or isn't responding to sexual assault. These disciplines included law enforcement, prosecution, advocates, medical (which has been a large struggle for many communities), social workers, school counselors, school principals, probation and parole, family planning clinics, and public health.

- *Wyoming Coalition Against Domestic and Sexual Violence*

In FY 06-07, Mississippi Coalition Against Sexual Assault (MCASA) provided training about sexual assault issues to a wide variety of team members who are medical providers, prosecutors, law enforcement officers, advocates and others. Training was provided at 28 live events to 1600 persons. Two web-hosted events reached over 1200 people live, and were then accessed later by many others. A complete list of events with location, topics, and attendees is attached. Training materials were updated this year to reflect prevention aspects to prepare SART members to provide public education regarding prevention of sexual assault, not just response. [Nurses who attended were] awarded Nursing Continuing Education Units, processed at no cost by the MS State Dept of Health. Social work credit was processed at no cost by the MS Public Health Social Workers Association.

- *Mississippi Coalition Against Sexual Assault*

A new collaborative effort in the past six months was with our state's Prosecuting Attorneys Institute. The director of that agency initiated a contact with our coalition about the possibility of cross-training the prosecutors and advocates/SANes on testifying in court. This was a wonderful opportunity for new prosecutors to practice their skills while giving the 'witnesses' the opportunity to experience testifying outside of an actual courtroom setting.

- *West Virginia Foundation for Rape Information Services*

Technical Assistance

State Coalitions Program grantees provide technical assistance to member programs through site visits and other types of consultations. Consultations may include in person, telephonic, electronic, or other types of contact with programs. The goal of technical assistance is to improve the response of professionals and organizations to

victims/survivors of sexual assault, domestic violence, dating violence, and stalking by improving organizational infrastructure; developing, revising, and implementing policies, protocols and procedures; and providing materials on relevant issues.

Topics of technical assistance included the following: curricula and training issues; developing or enhancing culturally appropriate services for underserved populations; program development; standards of service; coordinated community response; and local policies and practices.

- Number of individual grantees using funds for technical assistance: 83 (97 percent of grantees)¹²²
- Total number of technical assistance site visits: 2,779
- Total number of other technical assistance consultations provided: 82,532
- Total technical assistance (site visits and consultations) provided: 85,311

DOJ grant funding allows MCADV to provide technical assistance to programs on a variety of issues and topics so that they can meet the needs of the women and children they serve. The support of the grant for MCADV's technological capacity has greatly enhanced the ability of the Coalition to provide technical assistance through its Listserv. This has provided for uniform distribution of information, greater connections among service providers, and has allowed for the rapid relay of information on emerging issues such as the impact and interpretation of the Spring 2004 ruling of the Missouri Supreme Court that upheld the state confidentiality law for domestic violence shelters. The grant has further allowed thousands of individuals to gain electronic access to domestic violence information, resources and services information through the MCADV Web site. And all of these services and activities are allowed through the DOJ funding of Information Technology professional services to keep MCADV's electronic communications functioning in an age of increasing viruses and other threats to the safe and strategic use of technology to advance the services and information needed to address domestic violence.

- *Missouri Coalition Against Domestic Violence*

The Training and Technical Assistance Program Director (TTAPD) continues to provide technological assistance via telephone, email, and printed material to members, allied professionals, and other individuals. Requests for information cover broad and diverse issues and often require significant research and documentation. Requests originate from local and/or community based providers, individuals, law enforcement agencies, county coalitions, and state and national organizations. Significant issues of concern have included disaster planning for victims of domestic violence, residential domestic violence shelters' compliance with Ohio's new smoking ban, and programs developing new personnel and shelter policies and procedures. The TTAPD maintains well over 150 general and legal research files in an effort to provide efficient and current information.

- *Ohio Domestic Violence Network*

¹²²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

This funding has enabled us to continue to provide state-of-the-art technical assistance to our member programs, with expertise on our staff on topics ranging from safety planning, programming for people with disabilities, working with dually diagnosed populations, bridging the gaps between homeless providers and domestic violence providers, and legal advocacy issues.

- *Rhode Island Coalition Against Domestic Violence*

Products

State Coalitions Program grantees develop and revise a variety of products for distribution, including brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of the materials is to provide standardized information to other professionals and organizations about sexual assault, domestic violence, and stalking. The targeted audience for the products includes member organizations and other local, statewide, and tribal agencies that address sexual assault, domestic violence, and stalking. The audience also includes the general public and victims/survivors.

- Number of individual grantees using funds for products: 62 (72 percent of grantees)¹²³
- Total number of products developed or revised: 1,451
- Total number of products distributed: 3,090,799

This funding has allowed WVCADV to continue to examine and develop its website, to make progress toward a site that is much more user friendly and has more information easily available for the public and for advocates working in the field. This is a long-range, time-intensive project that would not have been possible without the support of this funding source.

- *West Virginia Coalition Against Domestic Violence*

Brochures and other informational material are distributed which impact the awareness and prevention of domestic violence and the response to issues of abuse and its victims. In addition, greater awareness of domestic violence serves to bring more people to the table to work together as local, regional and state communities to stop the violence, protect victims, hold offenders accountable and provide services. The awareness has affected law enforcement, health care providers and human services worker response to victims and offenders as well as assisted in providing some funding opportunities.

- *Arkansas Coalition Against Domestic Violence*

Underserved Populations

Grantees use funds to develop or enhance standards of service for populations that are underserved because of geographic location (e.g., rural isolation), underserved racial and ethnic populations, populations underserved because of special needs (such

¹²³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

as language barriers, disabilities, immigrant status, or age), and any other population determined to be underserved by the state planning process in consultation with the Attorney General. Grantees develop materials for underserved populations, identify underserved populations, organize caucuses to increase participation by members of underserved populations, and other activities.

- Number of individual grantees using funds to address underserved populations: 80 (93 percent of grantees)¹²⁴

Grantees also used funds to identify gaps in services for victims/survivors of sexual assault and domestic violence who were members of underserved populations. Grantees used funds to support training and technical assistance on conducting outreach, providing appropriate and accessible services for underserved victims/survivors, and on the criminal justice system's appropriate response to the unique needs of these populations.

Funding has enabled us to improve culturally appropriate services to underserved populations, and to increase the participation rate of historically underserved populations in coordination meetings. We are participating on focus groups for African American Women: in a research project with a local health science organization exploring the intersection of race, violence, and depression; and participating on a committee that addresses the need for education and effective responses to trafficking and domestic trafficking of humans. We are developing a Community of Color Task Force to explore the issues survivors and victims encounter when seeking services. Funds have allowed us to provide anti-oppression and cultural competency trainings, and anti-racism trainings to local DV/SA programs and community partners.

- *Oregon Coalition Against Domestic and Sexual Violence*

The State Coalitions Program Funding also allowed CALCASA to underwrite and provide scholarships for representatives of unserved and underserved groups, especially women of color and those from rural areas, to participate in coalition meetings and trainings, such as the Council meetings, the Executive Directors' Meeting and the Self-Defense trainings, designed to help increase the rape crisis center's ability to provide culturally diverse programs in their communities and increase the capacity of their organizations to serve these communities.

- *California Coalition Against Sexual Assault*

Remaining Areas of Need

The most commonly noted remaining areas of need reported by state coalitions involve building and enhancing collaboration with local, regional, and statewide organizations to create awareness, develop and revise policy, and implement training initiatives and enhanced services for underserved populations, particularly Hispanic and American Indian populations. Coalition grantees regularly mentioned the need for more emergency and long-term shelter space and services, post-shelter services,

¹²⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

e.g., employment counseling and placement services, and transitional and permanent affordable housing. Transportation for victims and their children is necessary in many communities, especially in rural areas. Free or affordable legal services, child care for women seeking education and/or employment, consistency in the enforcement of Orders of Protection, increased availability and quality of batterer intervention programs, accountability for first time offenders, supervised probation, and a comprehensive plan to serve victims/survivors of trafficking are regularly listed by grantees.

While Alabama's domestic violence laws are solid, law enforcement and court practices continue to vary widely across the state. Domestic violence services for victims are limited with 20 shelters serving 67 counties, some serving as many as 10 counties. There is a tremendous need for additional services in the most rural and underserved areas of the state. Alabama has few supervised visitation centers and there is a crying need for standards and protocols for these centers and expanded supervised visitation services. Alabama lacks misdemeanor probation services and most perpetrators are supervised by perpetrator intervention programs. Many areas of the state, however, lack certified perpetrator intervention programs and, in these areas, those convicted of domestic violence are essentially unsupervised.

- *Alabama Coalition Against Domestic Violence*

Several areas of need continue to exist with regard to increasing victim safety and offender accountability. In general, resources to support enhanced efforts are needed. Primary prevention activities - strategies that address the attitudes, messages, and environments that continue to support perpetrator behaviors - would be helpful. Efforts to educate the community about effective methods of sex offender supervision and monitoring are also crucial. Sexual assault victim services continue to be under-funded, and this exacerbates staff turnover rates and burnout.

- *Connecticut Sexual Assault Crisis Center*

One unique area of remaining need pertinent to the period covered by this report involves continuing services for Katrina survivors.

This grant was specifically for responding to domestic violence in the aftermath of Katrina so the response to this question specifically addresses this purpose. Much of Baldwin and Mobile Counties continue to be in distress even two years after Katrina. Outreach has been conducted to disaster response providers, but many continue to miss the special needs of domestic violence and sexual assault victims who are also impacted by natural disasters.

- *Alabama Coalition Against Domestic Violence*

Hurricane Katrina devastated the gulf coast community, disrupting every facet of normalcy. One of the most significant impacts was the loss of local city and county government funding. Coupled with unbudgeted storm related costs (repairs to building and equipment), delivery of services and programs were threatened due to lack of sufficient funding. The State Coalitions Program funding ensured the continuity of services for sexual assault victims as well as ensured

the continuity of effective responses to violence against women. This funding allowed local programs to regain their footing and increase awareness in the community and participate in the rebuilding efforts for victim services.

- *Mississippi Coalition Against Sexual Assault*

Rebuilding from Hurricane Katrina has been a need this year. MCASA provided two workshops at Gulfport Memorial Hospital to increase the number of nurses with introductory skills. MCASA provided technical assistance to Louisiana's SANE program, resulting in having a statewide SANE Leadership conference and the Mississippi SANE coordinator served as a speaker on "Presenting Medical Evidence in an Adult Sexual Assault Trial." MCASA continue to work with Louisiana's new SANE coordinator to assist in developing an updated SANE curriculum. In August 2006, the anniversary of Katrina, crisis calls increased due to the triggers and reminders of the tragic event. There is a need for a statewide public awareness to this violent crime of rape that occurred in the aftermath of Katrina. There was an increase in sexual assaults and because of un-preparedness the resources were few, the agencies handling the crisis were not educated or trained for rape trauma, and law enforcement was almost nonexistent. Continued enhanced training, education, and public awareness efforts are needed to inform the community as well as other organizations, which have experienced high turnover in positions and displaced citizens with the knowledge of services for sexual assault victims. The rebuilding efforts bring new people to the community without knowledge of sexual assault services and programs. The Gulf Coast programs are still experiencing challenges with staff/volunteer recruitment and retention. MCASA would like to continue sexual violence training for medical professionals, law enforcement, prosecutors, judges, and victims service providers in the affected areas to develop and strengthen colleges/universities and faith communities addressing the needs of sexual assault victims in Mississippi. And by equipping these communities with the basic resources and referrals for victims of sexual assault, they will not feel overwhelmed when this crime is committed or when disaster comes. This approach will sustain itself as we rebuild relationships with these communities to assist in ending violence against women in Mississippi.

- *Mississippi Coalition Against Sexual Assault*

Safe Havens: Supervised Visitation Program

The Safe Havens: Supervised Visitation and Safe Exchange Grant Program (Supervised Visitation Program) provides an opportunity for communities to support the supervised visitation and safe exchanges of children—by and between parents—in situations involving sexual assault, domestic violence, child abuse, or stalking. The goals of the program are to ensure victim safety during supervised visits and exchanges, and to curtail the detrimental effect of domestic violence on children. This program funds jurisdictions that have implemented, or plan to implement, innovative programs to increase supervised visitation and exchange options for families with a history of sexual assault, domestic violence, child abuse, or stalking.

The Supervised Visitation Program funds jurisdictions that establish or expand supervised visitation and exchange services. The Program also supports projects that develop community-based advisory committees to plan or implement visitation and exchange services, enhance program services, direct visitation services and parent education groups, and effectively train project staff and volunteers to address special needs of the target populations. In addition, grantees must develop and implement standards, policies, and procedures about security, intake, case referral, recordkeeping, and confidentiality.

Safe Havens funding has allowed Chatham County to operate a successful visitation and exchange program with two centers in the county. Funding has enabled us to provide knowledgeable and bilingual staff, well trained in issues related to domestic violence, child abuse, child development, child sexual abuse, mental health, substance abuse, divorce/custody, and cultural diversity. Safety and security are ensured with the use of law enforcement and safety measures including staggered arrival and departure times, separate entrances, panic buttons, alarm systems, and surveillance cameras. Chatham County was originally awarded Safe Havens funding with the pilot program in 2002, and subsequent grant awards have allowed us to build and adapt the program to meet the needs of families affected by domestic violence. We have been able to promote collaboration of community agencies, and to educate agencies and the public about the dynamics and dangers of family violence. The visitation center offers information and referrals for collaborative agencies, and the Project Director frequently attends community forums addressing domestic violence and child abuse issues.

- *Chatham County, North Carolina*

General Grant Information

Information for this chapter was submitted by 89 individual Supervised Visitation Program grantees¹²⁵ for the period July 1, 2005 to June 30, 2007. The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 71
- January–June 2006: 69
- July–December 2006: 71
- January–June 2007: 68

Twelve percent of Supervised Visitation Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 32 unique tribes or nations they were serving or intended to serve.

Staff

Supervised Visitation Program staff provide supervised visitation and safe exchange for children, develop community advocacy committees, and establish statewide training and technical assistance projects to increase supervised visitation and safe exchange options.

Grantees most often used grant funds for supervision staff.

Table 38. Full-time equivalent staff funded by Supervised Visitation Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	65	66	70	67
Total FTE staff funded	180	207	218	238
Supervision staff	73	83	90	103
Program coordinators	49	62	63	66
Administrators	19	20	18	19
Security	18	18	27	29

FTE = full-time equivalent

NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

. . . we have been able to enhance our language capacity through creative recruitment and staffing strategies, effectively creating a broad pool of master's level and graduate students who possess the experience and/or the education to work directly with families in their native language. We provide training in domestic violence for multilingual staff with various social service backgrounds. Part-time staff are then paired with a social worker or graduate student to supervise visits for families who do not speak English. With Safe Havens funding we have been able to offer services in Spanish,

¹²⁵This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

Romanian, Bengali, Russian, Mandarin, Cantonese, Taiwanese, Hindi, Urdu, Pashtu, Punjabi, French, Creole and Korean.

- *NY City Criminal Justice Coordinating Council, New York*

Training

Supervised Visitation Program grantees train law enforcement, court staff, legal staff, victim advocates, social service agency staff, and child welfare workers to help them improve the response to children and families with a history of sexual assault, domestic violence, stalking, or child abuse. The training is designed to help agencies and staff consider the safety and best interests of the children and their nonoffending parents. Visitation centers originally created by child welfare agencies train their staff to expand their missions to serve the children of victims of sexual assault, domestic violence, and stalking so that the children may safely maintain a relationship with the abusive parent.

The most common topics for training events were domestic violence overview, dynamics, and services; supervised visitation and exchange; safety planning; dynamics relating to nonoffending parents and offending parents; and confidentiality.

- Number of individual grantees using funds for training and/or staff development: 82 (92 percent of grantees)¹²⁶
- Total number of training events: 1,211
- Total number of people trained: 13,579

Table 39. People trained with Supervised Visitation Program funds: Selected professional positions

Position	People trained (N = 13,579)	
	Number	Percent
Multidisciplinary group	1,631	12
Law enforcement officer	1,392	10
Attorney/law student	1,270	9
Victim advocate	1,215	9
Social service staff	1,211	9
Court personnel	1,202	9

NOTE: Data presented for the six most frequently reported categories only.

Safe Havens grant monies also allowed Planet Kids to co-sponsor "Domestic Violence and Parenting: What every Guardian ad Litem, Attorney, and Parenting Evaluator Should Know" which provided training to 227 professionals from all over the state. These professionals included attorneys, therapists, domestic violence

¹²⁶This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

advocates, victim witness specialists, social workers, judges and other social service professionals.

- *County of Missoula, Montana*

Staff Development

Grantees train their staff to increase the safety of families during supervised visitation and exchange; staff are also trained about sexual assault, domestic violence, stalking, and child abuse.

- Total number of staff attending staff development events: 1,677
- Total number of staff development events: 2,006

One of the most productive activities accomplished this period was the staff attendance at the Sexual Abuse training by the Florida Clearinghouse in Tallahassee, Florida. One member of the Domestic Violence staff, the Agency Liaison and three visitation staff members were able to receive this training. This would not have occurred without Safe Havens funding. With the alarming increase in the number of referrals involving child sexual abuse, this was crucial for improved service delivery. Our agency reviewed procedures and now we are working with Child Protection, Rape Crisis and Family/Juvenile Court to improve case management procedures and how supervised visitation is ordered, referred and facilitated.

- *County of Trumbull, Ohio*

Policies

Supervised Visitation Program grantees develop and implement policies and procedures regarding security, intake, case referral, recordkeeping, and confidentiality.

- Number of individual grantees using Supervised Visitation Program funds to develop or implement policies: 86 (97 percent of grantees)¹²⁷

The policies most commonly developed, revised, or implemented with Supervised Visitation Program funds included center operation procedures such as recordkeeping and report writing, confidentiality, and flexible hours of operation; service provision procedures such as supervised exchange and mandatory training protocols on sexual assault, domestic violence, stalking, and child abuse; and various safety and security measures.

Avec les Enfants [AVEC], the visitation and exchange center of Lafayette, Louisiana, has adapted its policies and protocols to allow for the difference inherent within each of the visiting families. AVEC has reached out into the community at large, as well as the surrounding rural areas, to find ways and means of better serving the families that come to the center. Many ideas are taken into consideration that affect the way that an individual family is treated during the visits. Some of these ideas include, but are not limited to, taking into account someone's income, educational level,

¹²⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

environmental setting, and social-economic status. It is important to take a look at the entire family's history in order to better serve their needs. AVEC has implemented a program that allows for consideration of the diverse needs of the individual family and how it belongs to the whole population of those being served.

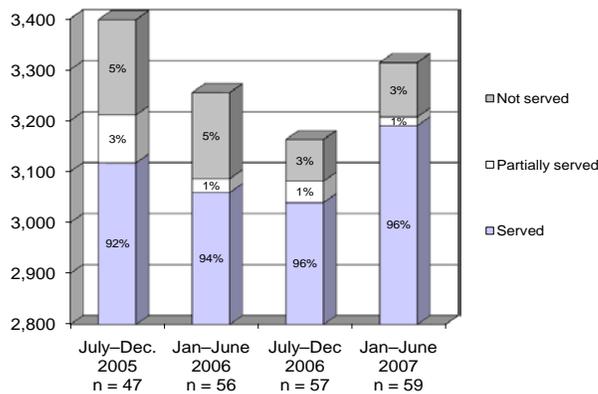
- Lafayette Consolidated Government, Louisiana

Services

Supervised Visitation Program grantees provide an array of services to victims of domestic violence and their children. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, therapeutic supervision, and parent education.

- Number of individual grantees using funds to provide services to families: 77 (87 percent of grantees)¹²⁸
- Supervised Visitation Program grantees provided services to an average of 3,146 families¹²⁹

Figure 17. Provision of services to families by Supervised Visitation Program Grantees



n= number of grantees reporting services to families.

NOTE: "Partially served" represents families who received some service(s), but not all of the services they requested, if those services were funded under the Supervised Visitation Program grant. "Not served" represents families who sought services and did not receive the services(s) they were seeking, if those services were funded under the Supervised Visitation Program grant.

¹²⁸This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

¹²⁹This number represents a calculated average of all four 6-month reporting periods.

Families Seeking Services

July–December 2005:

- 3,398 families sought services from Supervised Visitation Program grantees.
- Of these, 3,211 (94 percent) families were served or partially served, and 187 (six percent) families were not served.

January–June 2006:

- 3,255 families sought services from Supervised Visitation Program grantees.
- Of these, 3,086 (95 percent) families were served or partially served, and 169 (five percent) families were not served.

July–December 2006:

- 3,163 families sought services from Supervised Visitation Program grantees.
- Of these, 3,081 (97 percent) families were served or partially served, and 82 (three percent) families were not served.

January–June 2007:

- 3,314 families sought services from Supervised Visitation Program grantees.
- Of these, 3,207 (97 percent) families were served or partially served, and 107 (3 percent) families were not served.

Reasons Families Were Not Served or Were Partially Served

During each reporting period, the following barriers were noted most frequently by grantees as reasons why families were not served or were only partially served:

- Program rules were not acceptable to the family.
- Family had transportation problems.
- Services were not appropriate for party(ies).
- Program reached capacity.
- Family was not accepted into program.

Demographics of Families Served and Partially Served

Supervised Visitation Program grantees served or partially served an average of 3,283 families.¹³⁰ The majority of custodial parents were white (69–73 percent), female (77–79 percent), between the ages of 25 and 59 (83–86 percent), with children between the ages of 0 and 6 (49–51 percent). Noncustodial parents were most likely to be white (65–69 percent), male (75–78 percent), and between the ages of 25 and 59 (85–89 percent).

¹³⁰This number represents a calculated average of all four 6-month reporting periods.

Table 40. Demographic characteristics of parents and children served by Supervised Visitation Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian/Alaska Native	192	268	239	430	2-4
Asian	403	336	335	320	3-4
Black/African American	2,512	1,330	1,061	1,046	10-24
Hispanic/Latino	1,771	1,403	1,592	1,215	11-17
Native Hawaiian/Pacific Islander	95	78	173	234	1-2
White	7,499	7,647	7,327	7,921	71-73
Unknown	847	337	286	294	Na
Gender					
Custodial parents					
Female	2,541	2,364	2,400	2,460	77-79
Male	656	703	652	732	21-23
Unknown	18	22	30	15	Na
Noncustodial parents					
Female	695	734	716	805	22-25
Male	2,468	2,329	2,337	2,365	75-78
Unknown	49	21	34	39	Na
Children					
Female	2,521	2,322	2,224	2,332	49-51
Male	2,425	2,354	2,259	2,429	49-51
Unknown	8	54	14	17	Na
Age					
Custodial parents					
13–17	2	9	6	5	<1
18–24	366	484	390	403	13-16
25–59	2,485	2,456	2,576	2,659	83-86
60+	55	22	19	54	1-2
Unknown	307	118	91	86	Na
Noncustodial parents					
13–17	16	12	5	2	<1-1
18–24	308	390	303	389	10-13
25–59	2,443	2,540	2,656	2,674	85-89
60+	109	21	18	45	1-4
Unknown	336	121	105	99	Na

Table 40. Demographic characteristics of victims/survivors served by Supervised Visitation Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Children					
0–6	2,494	2,302	2,265	2,380	49–51
7–12	1,853	1,868	1,777	1,884	38–40
13–17	509	522	445	480	10–11
18–24	10	8	10	26	<1–1
Unknown	88	30	0	8	na
Other					
People with disabilities	246	329	304	380	2–3
People with limited English proficiency	577	423	381	315	3–5
People who are immigrants, refugees, or asylum seekers	364	378	308	335	3
People who live in rural areas	2,738	3,138	3,115	3,986	24–36

na=not applicable

NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, the number of race/ethnicities reported may be higher than the total number of victims/survivors served. Percentages are based only on victims/survivors for whom the information was known.

Types of Services

Supervised Visitation Program grantees provided an array of services to children and their families with a history of sexual assault, domestic violence, stalking, or child abuse. These services included, but were not limited to, one-on-one supervised visits, group supervised visits, and supervised exchanges.

Grantees report that the following services were provided most frequently to families over the four reporting periods.¹³¹

- 63,588 one-to-one supervised visits were provided to 7,697 families.
- 60,046 supervised exchanges were provided to 3,437 families.
- 12,410 group supervised visits were conducted with 1,325 families.

During each 6-month reporting period, approximately one-third of families receiving services completed services or were terminated from services. Forty-eight percent of the families discontinued involvement because threats ceased, there was a change in the court order, or treatment was completed; 25 percent were terminated because they

¹³¹Families were reported once for each category of service received in each reporting period. However, families may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

habitually did not keep appointments or did not comply with program rules. The remaining participants were terminated or completed the program by mutual agreement, because the parent completed the program or at the supervisor's discretion.

The grant has also provided the resources to provide accommodating access times to all required components of the program and to offer courts maximum flexibility to meet special needs. The program manager is able to offer orientations seven days a week at flexible times during the day since trained staff with a heightened awareness of the issues surrounding domestic violence and supervised visitation are available to work with clients. With two large Navy bases in the Jacksonville community, the Family Nurturing Center of Florida [FNC] has received multiple requests over the past year to provide visitation on short-notice when crew members with domestic violence injunctions return to shore for a short time period. Program staff has responded quickly to these requests to insure that victims have access to our services and judges do not order unsupervised visitation because of any perceived inflexibility or unavailability of the program services.

- *City of Jacksonville, Florida*

The Safe Havens funding has allowed the Greene County Family Visitation Center [GCFVC] to provide victims with individual DV assessment and advocacy services while remaining neutral during supervised visitation and exchange services. This has been accomplished through a collaborative partnership (contract services) with the Family Violence Prevention Center – Greene County [FVPC-GC]. This collaborative effort includes wrap-around advocacy services to all victims referred to supervised visit and exchange services. The DV advocate has provided a total of 50 adults and three children with the following types of service: DV assessment, safety planning, court advocacy, individual support, community resource information and referrals. The advocate has provided a service to victims a total of 189 times.

- *Greene County, Ohio*

Community Measures

Supervised Visitation Program grantees are mandated to report parental abduction data for the entire jurisdiction receiving funds. However, grantees report difficulty in obtaining data on parental abductions because many jurisdictions do not collect this information. Between July 2005 and June 2007, grantees reported the following abductions in the jurisdictions they serve:

- Civil parental abductions: 9,319
- Criminal parental abductions: 2,643¹³²

¹³² Although parental abduction is a crime in all 50 states and the District of Columbia, often parental abduction constitutes a crime only in cases in which a custody order has been violated. In other states, no custody order is required for parental abduction to be considered a criminal offense. In civil cases, the court has the authority to address the welfare or the return of the child as well as to impose sanctions, such as fines or restraining orders, on parents who violate court orders. Civil remedies may also include compensation to the injured parent and/or child. Criminal courts, in contrast, focus on the offender and may issue a warrant for the arrest of the offending parent.

Remaining Areas of Need

Grantees noted the need for specialized training for judges, attorneys, Guardians ad Litem/Law Guardians and others who assess and who make recommendations for custody decisions and for staff development to better understand how to work with offenders who use the court, child welfare, and other agencies, including supervised visitation centers, to continue their abuse and how to better ensure measures of accountability for abusers. They reported a need for tools to better meet the needs of children (specialized intakes, what to do when a child is refusing to visit, and services for parents who have mental health issues which have contributed to their loss of custody).

Grantees expressed a need for additional resources to work with underserved populations and for staff to relieve program coordinators and directors who are pulled in many directions, doing administration, training, community outreach and working with clients. They also reported the need for additional resources for security including additional staff and monitors/cameras.

Transitional Housing Assistance Grants Program

Multiple state and local studies conclude that domestic violence is a primary cause of homelessness for women and their children (United States Conference of Mayors, 2005; Missouri Association for Social Welfare, 2002). In addition, victims of domestic violence report that a lack of housing influences them to remain in abusive relationships (Wilder Research Center, 2004). The Domestic Violence Transitional Housing Assistance Program (Transitional Housing Program) funds programs which provide transitional housing and supportive services to victims/survivors, their children and other dependents. Grant-funded programs provide housing units, rental vouchers, and victim-centered services such as case management, housing advocacy, counseling, job training, child care, transportation, and other assistance.

The scope of the Transitional Housing Program is to provide holistic, victim-centered transitional housing services that move individuals to permanent housing. Grants made under this program support services that provide assistance to individuals who are in need of transitional housing or housing assistance as a result of fleeing a situation of domestic violence, and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient. The grants may be used for programs that provide short-term housing assistance, including rental or utilities payments and assistance with related expenses, and support services designed to enable individuals who are fleeing a situation of domestic violence to locate and secure permanent housing, as well as integrate into a community. Programs provide a broad range of individualized services including transportation, counseling, child care, case management, employment counseling, and other assistance.

The provision of transitional housing is a necessary step for a victim of domestic violence when moving towards economic self-sufficiency.

- *Jersey Battered Women's Service, Inc, Morristown, New Jersey*

General Grant Information

Information for this chapter was submitted by 155 individual Transitional Housing Program grantees¹³³ for the period from July 1, 2005 to June 30, 2007. ¹³⁴ The number of grantees reporting in each 6-month period was as follows:

- July–December 2005: 112
- January–June 2006: 100
- July–December 2006: 143

¹³³Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count of grantees for all four reporting periods.

¹³⁴July–December, 2005, was the first reporting period for OVW's Transitional Housing Assistance Grant Program.

■ January–June 2007: 148

Seven percent of Transitional Housing grantees reported that their grants specifically addressed tribal populations; these grantees identified 11 unique tribes or nations they were serving or intended to serve.

Provision of Housing

The ability to house victims is seen by grantees as a vital part of supporting victims in leaving their abusers by allowing them to live safely in the community. Grantees note that without housing, a victim/survivor must often choose between becoming homeless or remaining with the abuser.

Without this program, the women currently being served would most likely all have remained in their violent situation to avoid being on the streets. The current HOPE [Helping Obtain Peaceful Environment Program] grant recipients would have been unable to leave their abusive environment due to no other places or shelters available...

- *Steele County Transitional Housing, Minnesota*

The percentage of programs that used funds to directly support housing units rose from 26 percent in the July–December 2005 reporting period to 59 percent in the January–June 2007 reporting period.

Table 41. Percentage of grantees using Transitional Housing Program funds to support housing units

	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for housing units	26%	47%	50%	59%

Transitional Housing Program grantees use a variety of strategies to provide housing to victims/survivors, their children, and other dependents. Some programs use funds to support either program-owned or rented units, while other programs use rental assistance vouchers to provide housing to victims/survivors.

Table 42. Number and type of housing units¹³⁵ and subsidies funded by Transitional Housing Program grantees

	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Program-owned units	113	126	164	244
Program-rented units	32	54	66	154
Vouchers/rent subsidies	23	135	286	454

¹³⁵ A unit of housing refers to a unit owned or rented by the program or a unit owned by a third-party that is subsidized in whole or in part with Transitional Housing Program Funds.

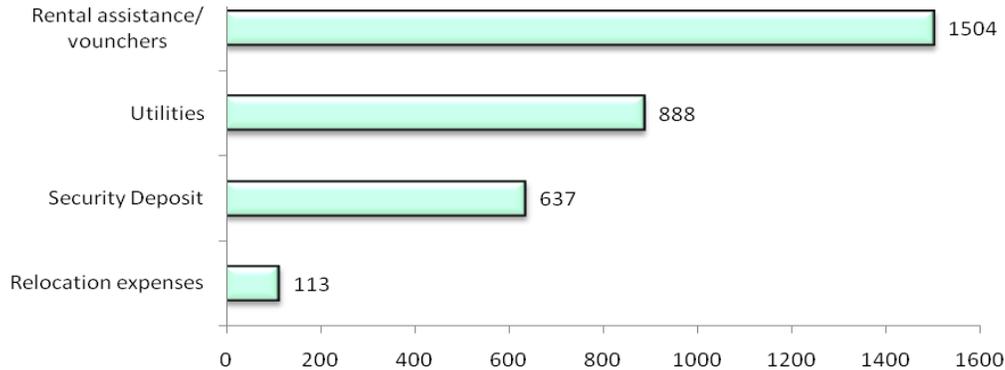
Housing Assistance

In addition to funding housing units, Transitional Housing Program grantees assist victims/survivors with security deposits, rental assistance, and utility payments to enable them to maintain or procure housing. Grantees report that this funding flexibility is an important benefit of the Transitional Housing Program.

. . . funding allowed us to help victims move forward in their quest for permanent housing by assisting them with security deposits, utility bills, rental assistance, increasing safety and security in their homes, and aiding with application fees for rental properties...these funds go directly to victims and have a significant impact on their achieving permanent housing.

- *Abused Adult Resource Center, North Dakota*

Figure 18. Number of victims/survivors provided with housing assistance by Transitional Housing Program



NOTE: Victims/survivors may have received these services during each 6-month reporting period.

Increasing Accessibility of Housing and Services

Some grantees have targeted services to reach typically underserved populations. A number of programs used funds to support housing units that were accessible to people with disabilities:

- July-Dec 2005: 90 units
- Jan-June 2006: 109 units
- July-Dec 2006: 183 units
- Jan-June 2007: 316 units

Using funds to support accessible housing units allows programs to house this underserved population. In addition, serving victims/survivors and children with disabilities positively impacts service delivery for grantees.

We have been able to serve 13 women and children with disabilities who otherwise would not have had the resources to get where they are today. Each of these women brought with them unique challenges that

made us re-think some of the ways we offer services and as such made us increase the capacity of our transitional housing program.

- *Independence First, Wisconsin*

Transitional Housing Program grantees have also used funds to provide services and resources to victims/survivors with limited English language skills, or who are deaf/hard of hearing. The percentage of grant programs that used grant funds to provide interpretation services, language lines, translation of documents and/or telecommunication devices for deaf or speech impaired victims/survivors increased from 9 percent in the July-December 2005 reporting period to 16 percent in the January-June 2007 reporting period.

For grantees receiving Transitional Housing Program funds, other underserved populations include single victims/survivors without dependent children who do not qualify for other community resources and victims/survivors with credit issues, non-legal status, or prior criminal charges.

Hope House has been able to serve women who could not work due to barriers such as high risk pregnancy, physical disabilities, lack of a valid work permit, and felony charges. In addition, Hope House has been able to house women with significant financial problems - women who need extra time to pay off bills and other debt before being eligible for other housing programs. In short, we have been able to serve women who previously would have fallen through the cracks.

- *Hope House, Inc., Missouri*

Staff

The number of grantees using Transitional Housing Program funds for staff increased from 80 percent in the first reporting period to 96 percent in the last reporting period. Grantees most often used grant funds for case managers and program coordinators.

Staff hired with Transitional Housing Program funds provide direct services to victims/survivors, children and other dependents, as well as program administration. Grantees report that increasing staff allows programs to foster collaborations with other agencies. Collaborations among agencies allowed grantees to link their clients with increased resources in order to assist victims/survivors with the long term goal of achieving economic self-sufficiency.

Funding allows grantees to collaborate with employment organizations, particularly those that focus on women's employment opportunities.

[T]he funding has allowed us to develop a partnership with Arizona Women's Education and Employment (AWEE) to offer employment services to victims. AWEE's Workforce Development Specialist provides intensive, one-on-one job training, job readiness, and employment-related services.

- *Area Agency on Aging, Arizona*

Other grantees collaborate with partners who provide important supports to women obtaining employment, including child care.

Life Haven, a temporary shelter that houses homeless women, collaborates with our program by holding spaces in their in-house daycare... West Haven Community House, another partner in the project, hold slots in their before and after program, Head Start programming, and summer camp for our residents.

- *Domestic Violence Services of Greater New Haven, Connecticut*

Some grantees describe collaborations with other agencies that link clients with transportation. Transportation collaborations provide a particularly important employment support for victims/survivors in rural areas.

Through [the advocate's] ongoing efforts to address the transportation issues she has recently become involved with a new local bus system, the Green Mountain Community Network Express. She has had ongoing conversations with them in the hopes that they will try to accommodate some of our clients' needs. . . . Recently, a participant in our program received a donated car from that organization and was able to obtain employment because of it.

- *Project Against Violent Encounters, Vermont*

Table 43. Full-time equivalent staff funded by Transitional Housing Program

Staff funded	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Grantees using funds for staff	90	97	134	142
Total FTE staff funded	91	125	188	193
Case manager	30	48	69	72
Program coordinators	15	13	22	21
Victim advocates	10	13	20	20
Administrators	7	8	15	13
Housing advocates	7	8	15	13
Transitional services coordinator	7	8	12	14
Child advocates	6	8	10	14
Counselors	5	7	10	12
Support staff	3	7	8	6
Child care workers	1	2	2	2

FTE = full-time equivalent

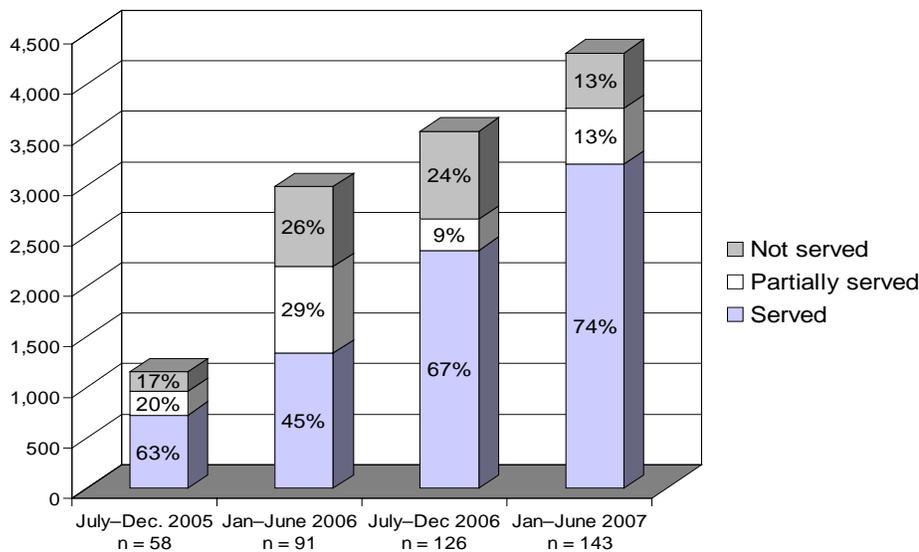
NOTE: Staff categories do not add to total FTEs because only the most frequently reported categories are presented.

Victim Services

Services provided to victims/survivors, their children, and other dependents by Transitional Housing Program grantees include not only housing, but a broad array of other services. Victims/survivors often require individualized assistance to overcome barriers to economic self-sufficiency. This assistance is a step toward housing stability for victims/survivors and their dependents.

- Number of individual grantees using funds to provide victim services 151 (97 percent of grantees)¹³⁶
- Number of victims/survivors served by Transitional Housing Program grantees: 2,395¹³⁷

Figure 19. Provision of victim services by Transitional Housing Program



n = number of grantees reporting victim services

NOTES: “Partially served” represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the Transitional Housing Program grant. “Not served” represents victims/survivors who sought services and did not receive the service(s) they were seeking, if those services were funded under the Transitional Housing Program grant.

Victims/survivors Seeking Services

July–December 2005:

- 1,152 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 957 (83 percent) victims/survivors received services and 195 (17 percent) were not served.

¹³⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

¹³⁷This number represents a calculated average of all four 6-month reporting periods.

January–June 2006:

- 2,989 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 2,193 (73 percent) victims/survivors received services and 796 (27 percent) were not served.

July–December 2006:

- 3,536 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 2,665 (75 percent) victims/survivors received services and 871 (25 percent) were not served.

January–June 2007:

- 4,311 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 3,765 (87 percent) victims/survivors received services and 546 (13 percent) were not served.

The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (82–87 percent).

Table 44. Relationship to offender of victims/survivors served by Transitional Housing Program

Relationship to offender	July-Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Current/former spouse or intimate partner	800	1,948	2,262	3,072	82–87
Other family member	97	251	227	223	6–11
Dating relationship	61	161	207	253	6–8
Unknown	103	145	200	407	Na

na = not applicable

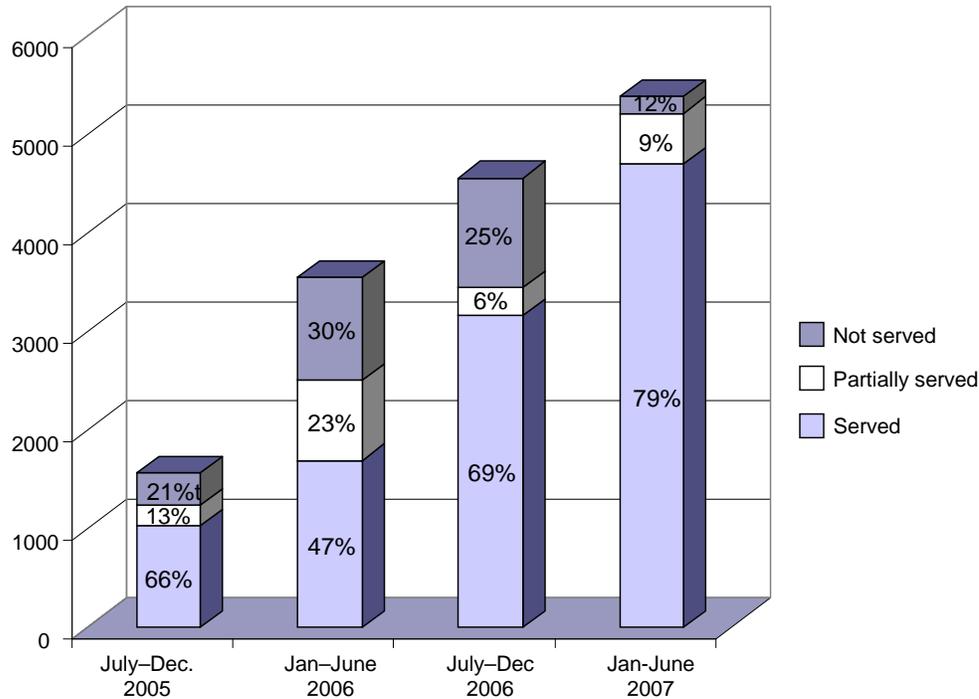
NOTES: Because victims/survivors may have been abused by more than one offender, the number of relationships reported may be higher than the total number of victims/survivors served. Not all reported relationships are represented. Percentages are based on known relationships only.

Services for Children and Other Dependents

Transitional Housing Program grantees provide housing and other supportive services including counseling, child care, transportation, and advocacy to children and other dependents. Secure and stable housing is a critical need for children; unstable housing, including homelessness, negatively impacts children's cognitive, emotional, and behavioral development (Schmitz, Wagner & Menke, 1995). Studies indicate that domestic violence may affect the emotional and social development of children as well as children's functioning in school (Edleson, 1999a; Wolfe, Crooks, Lee, McIntyre-

Smith, & Jaffe (2003). Grantees respond to the needs of thousands of children each grant period, as well as other dependents that a victim/survivor may be supporting.¹³⁸

Figure 20. Provision of services to children and other dependents by Transitional Housing Program



n = number of grantees reporting victim services

NOTES: "Partially served" represents children/other dependents who received some service(s), but not all of the services they requested, if those services were funded under the Transitional Housing Program grant. "Not served" represents children/other dependents who sought services and did not receive the service(s) they were seeking, if those services were funded under the Transitional Housing Program grant.

Children and Other Dependents Seeking Services

July-December 2005 (1,559 children and 2 dependents):

- 1,561 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 1,232 (79 percent) children and other dependents received services and 329 (21 percent) were not served.

January-June 2006 (3,521 children and 25 dependents):

- 3,546 children and other dependents sought services from Transitional Housing Program grantees.

¹³⁸ Other dependents may be people in the household that the victims/survivors are supporting, such as older relatives or adult children still living with a parent.

- Of these, 2,497 (70 percent) children and other dependents received services and 1,049 (30 percent) were not served.

July-December 2006 (4,502 children and 47 dependents):

- 4,549 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 3,439 (75 percent) children and other dependents received services and 1,110 (25 percent) were not served.

January-June 2007 (5,863 children and 58 dependents):

- 5,921 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 5,204 (88 percent) children and other dependents received services and 717 (12 percent) were not served.

Number of Victims/survivors, Children and Other Dependents Not Served or Partially Served Solely Due to Lack of Available Housing

Transitional Housing Program grantees using funds to support housing units are asked to report on how many victims/survivors, children, and other dependents they are unable to fully serve due to capacity issues related solely to lack of available housing units.

Table 45. Number partially served or not served due solely to lack of available housing

	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007
Victims/survivors	58	218	198	409
Children	102	327	320	611
Other dependents	0	0	0	4

Given the significant need for affordable housing across the country (U.S. Department of Housing and Urban Development, 2007) it is not surprising that programs using grant funding for housing units cannot fully meet the demand for housing services.

Other Reasons Victims/survivors, Children and Other Dependents Were Not Served or Were Partially Served

During each reporting period, the following barriers were noted by the greatest number of grantees as reasons why victims/survivors, children and other dependents were not served or were only partially served:

- Victim/survivor did not meet eligibility or statutory requirements
- Program reached capacity
- Program rules not acceptable to parties
- Services not appropriate for parties
- Safety/security risk

Demographics of Victims/survivors, Children and Other Dependents Served and Partially Served

Transitional Housing Program grantees served or partially served an average of 2,395 victims/survivors. The majority of those victims/survivors were: white (43–54 percent), female (99–100 percent), and between the ages of 25 and 59 (32–35 percent).

Table 46. Demographic characteristics of victims/survivors, children, and other dependents served by Transitional Housing Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Race/ethnicity					
American Indian	71	240	391	637	3–8
Asian	85	78	102	137	2–4
Black or African American	410	828	1,128	1,621	20
Hispanic or Latino	607	930	1,506	2,134	22–30
Native Hawaiian or Pacific Islander	10	27	43	108	<1–1
White	880	2,287	2,713	3,946	43–54
Unknown	149	467	345	693	na
Gender					
Victims/survivors					
Female	954	2,182	2,620	3,733	99–100
Male	1	11	16	32	<1–1
Unknown	2	0	29	0	na
Children					
Female	592	1,173	1,585	2,430	50–51
Male	583	1,170	1,549	2,367	49–50
Unknown	55	130	259	350	na
Other Dependents					
Female	1	11	18	25	43–50
Male	1	13	24	31	50–57
Unknown	0	0	4	1	na
Age					
0–6	613	1,181	1,671	2,404	26–29
7–12	379	791	1,014	1,567	18–19

Table 46. Demographic characteristics of victims/survivors, children, and other dependents served by Transitional Housing Program

Characteristic	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
13–17	194	400	518	835	9–10
18–24	197	661	553	717	9–15
25–59	731	1,462	2,002	2,689	32–35
60+	10	23	27	58	<1–1
Unknown	65	172	319	699	na
Other					
Victims/survivors					
People with disabilities	65	256	268	432	7–12
People with limited English proficiency	157	244	375	447	11–16
People who are immigrants, refugees, or asylum seekers	208	330	347	440	12–22
People who live in rural areas	105	395	788	1,032	11–30
Children					
Children with disabilities	31	143	97	133	3–6
Children with limited English proficiency	25	98	229	325	2–7
Children who are immigrants, refugees, or asylum seekers	43	140	166	168	3–6
Children who live in rural areas	123	455	1,006	1,464	10–30
Other dependents					
Dependents with disabilities	1	2	2	8	4–50
Dependents with limited English proficiency	0	0	4	6	0–11
Dependents who are immigrants, refugees, or asylum seekers	0	0	5	8	0–14
Dependents who live in rural areas	1	11	18	19	33–50

na = not applicable

NOTES: Data include victims/survivors, children and other dependents who were fully or partially served. Because some victims/survivors, children or other dependents identify with more than one race/ethnicity, the number of race/ethnicities reported may exceed the total number of victims/survivors, children or other dependents served. Percentages are based only on victims/survivors, children and other dependents for whom the information was known.

Types of Victim Services

Transitional Housing Program grantees provided an array of support services designed to enable victims/survivors who are fleeing sexual assault, domestic violence, dating violence, or stalking, to locate and secure permanent housing. Economic stability is required for victims/survivors to maintain stable housing for themselves and their children. In order to assist victims/survivors in achieving long term economic security, grant programs often provide a broad array of services to assist families in healing from abuse and integrating into the community. Crisis counseling, case management, housing advocacy, transportation, counseling, child care services, financial counseling, employment counseling, children's activities, and educational assistance were provided by grantees to victims/survivors, their children, and other dependents.

Grantees report that the following support services were provided most often (not a complete list). Victims/survivors may have received these services during each 6-month reporting period:

- Case management: 6,534
- Housing advocacy: 5,580
- Other victim/survivor advocacy: 4,994
- Counseling/support group: 4,935
- Crisis intervention: 4,397
- Financial counseling: 3,472

The ability of victims/survivors to provide financially for themselves, their children, and other dependents can lead to long term stability and security, including maintaining permanent housing. Programs funded by Transitional Housing Grants can provide more than crisis counseling; they can give the victim/survivor time and support which can lead to economic self-sufficiency.

Many programs for domestic violence victims can only focus on helping the family escape from immediate threat or harm. Our program provides that additional step and time that many survivors need to rebuild their lives and become independent again.

- *Women's Development Center, Nevada*

Housing advocates are a vital link between victims/survivors and local housing providers. Domestic violence victims frequently experience difficulty in procuring housing due to prior violence, and too often lose housing because of current and past actions of their abusers (National Law Center on Homelessness and Poverty, 2007). Staff with knowledge of various housing programs provided effective advocacy to prevent victims/survivors from losing housing or services.

The advocate can assist victims specifically with finding housing, providing support for completing housing paperwork and providing advocacy at housing appointments and hearings - which helps prevent evictions or denials of services.

- *Abused Adult Resource Center, North Dakota*

Linking survivors with training and educational opportunities is often described as a way to increase long-term employment opportunities for victims/survivors. Grantees

provide assistance to victims/survivors in job search skills, resume writing, and interviewing and help victims/survivors to find jobs.

[T]he Life Skills Advocate works with each client according to their needs, providing assistance with newspaper and online job searches as well as resume writing, online job applications, and assistance with job upgrades, some clients having been at the same job without promotion.

- *Next Door Solutions to Domestic Violence, California*

The provision of child care is often described as a critical support in allowing victims to both obtain and keep employment. Some grantees provide child care directly.

This funding has allowed Bolton Refuge House to continue operation of the Children's Center, the only group-licensed daycare facility in the state serving primarily victims of domestic violence and their children ... One family used the Children's Center for weekend care while she worked for several weekends until she was able to secure another daycare provider so she did not need to rely on her abuser or other family members to provide the care while she worked.

- *Bolton Refuge House, Inc., Wisconsin*

Transportation services can also be provided by grantees. Bus passes, and funds used for car repairs enable victims/survivors to seek and maintain employment.

This funding has made it possible to provide transportation assistance so victims can get to work.

- *Steele County Transitional Housing, Minnesota*

Finally, some grantees help survivors develop financial skills, including understanding and repairing credit. The ability to budget and manage money is often described as an important skill in preparing victims/survivors to become economically self sufficient and maintain housing.

[C]lients come to the HomeSafe with a spectrum of debt and financial obligations. Some have poor credit ratings, limiting their housing options. Others may have incurred major credit card debt. The Life Skills Advocate works with these clients so that they understand the importance of credit. Clients learn to consolidate their credit, create, build and develop positive credit ratings so that they may buy a car or rent an apartment, and learn to negotiate with credit card companies on their debts, interest rates, and payment plans.

- *Next Door Solutions to Domestic Violence, California*

Types of Services for Children and Other Dependents

The effects on children of being exposed to domestic violence are well documented (Edleson, 1997). Children who are exposed to domestic violence exhibit aggressive and antisocial behaviors as well as fearful behaviors; they are more likely to have symptoms of anxiety, depression and trauma. Children living with perpetrators of domestic violence are at risk themselves for abuse (Edleson, 1999b). Children who have lived with domestic violence in the home may need support to help them

understand and cope with exposure to violence in the home, and other supports to help them develop socially, behaviorally, emotionally, and academically. Programs which provide case management and advocacy services to children can increase access to health, mental health, and other services tailored to individual children. Some programs provided direct services designed to increase children’s social and emotional development, such as support groups and children’s activities. Other services provided were concrete, including transportation, child care, or clothing.

Having an advocate for my children was probably the most important aspect of the program to me. Because my children are the most important things to me, I always wanted to do the right thing for them. Any time I had a concern, whether it be about therapy for my child or problems in their school, I always had someone to turn to. My children had Christmas and school clothes and parties. In so many ways, their lives were better when we started the Transitional Housing Program.

- Rose Brooks Center, Kansas City, Missouri

The most common supports provided to children and other dependents by Transitional Housing funded programs are the following:

- Case management: 5,351
- Children’s activities: 4,368
- Other victim/survivor advocacy: 3,531
- Child care: 3,079
- Counseling/support group: 2,994
- Crisis intervention: 2,452

Transitional Housing and Destination Upon Exit

Transitional housing grant funds can be used to house victim/survivors for up to 18 months¹³⁹. After their stay in grant-funded housing, victim/survivors most often were reported as moving to permanent housing of their choice.

Table 47. Number of victims/ survivors in each destination category upon their exit¹⁴⁰

Destination upon exit	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage Range
Permanent housing of choice (Section 8, return to home, rent or purchase housing)	40	82	174	250	75-83
Temporary housing with family or friend	6	17	23	42	11-15
Substance abuse treatment program	1	4	3	7	1-4
Domestic violence emergency shelter	0	4	5	6	0-4

¹³⁹ By statute, a grantee may waive the 18-month restriction for no more than 6 months for victims/survivors who have made good-faith efforts to acquire permanent housing and have been unable to acquire permanent housing. This restriction was extended to 24 months by VAWA 2005. The six-month waiver provisions still apply.

¹⁴⁰ Only the most frequently reported destinations are presented.

Victims/survivors' Perception of Risk of Violence Upon Exit

Victim/survivors most often reported perceiving a lower risk of violence after their stay in transitional housing supported housing units.

Table 48. Number of victims/ survivors who indicated each of the following perceptions about their risk of violence upon exit

Perception about the risk of future violence	July–Dec 2005	Jan–June 2006	July–Dec 2006	Jan–June 2007	Percentage range
Lower risk of violence	27	56	143	191	78-86
Equal risk of violence	1	10	11	30	3-14
Greater risk of violence	2	1	7	6	1-7
Does not know	1	2	6	17	3-7
Unknown (did not ask victim/survivor)	20	55	74	116	na

Follow-up Support Services

If grantees use funds for housing units and supportive services, follow-up support services are offered to victims/survivors after their stay in transitional housing units. These follow-up services are intended to continue to connect victims/survivors and their families with assistance from the program.

- Number of individual grantees using funds for follow-up services: 121 (74 percent of grantees)¹⁴¹

The following types of funded follow-up services are most often reported.

Victims/Survivors:

- Case management: 840
- Other victim/survivor advocacy: 563
- Counseling/support group: 531
- Housing advocacy: 439
- Crisis intervention: 360
- Financial counseling: 295

Children and Other Dependents:

- Case management: 643
- Other victim/survivor advocacy: 337
- Counseling/support group: 270
- Crisis intervention: 225
- Transportation: 217
- Children's activities: 193

¹⁴¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they received funds in more than one 6-month reporting period.

This program has enhanced our awareness and understanding of issues of domestic violence. Through the implementation of this project, we are much more sensitive to the needs of women who are victims of domestic violence in our other programs as well.

- *Bucks County Housing Group, Pennsylvania*

This funding has also been instrumental in building our knowledge of best practices in transitional housing programs. Through trainings, technical assistance, and correspondence with other grantees we have been able to develop programming and explore housing models that are innovative and most importantly based in empowerment.

- *Peace at Home Family Shelter, Arkansas*

The biggest impact of this funding has been the resulting increased awareness of what all equal access entails. We have gained incredible knowledge of the barriers that exist for families who are immigrant and/or LEP [Limited English Proficiency]. We have made tremendous strides in finding resources and/or partners to help address these barriers and needs. We have learned the necessity of bilingual staff, whereas in the past we worked with interpreters on many occasions. We now know that a barrier has been removed for our women to work directly with staff who know their language.

- *Rose Brooks Center, Kansas City, Missouri*

Remaining Areas of Need

Transitional Housing Program grantees cited issues pertaining to economic self-sufficiency more often, and more fully than grantees from any other program. Grantees regularly mentioned the need to train landlords and housing authority personnel on issues pertaining to victims/survivors of sexual assault, domestic violence, and stalking in order to effectively provide victims/survivors with safe and affordable housing. Security was often mentioned relating to the need for more security guards at transitional housing facilities, and for more staff coverage.

Grantees also identified the following: more permanent housing options; addressing eviction histories and/or damaged credit histories with housing authorities and landlords; increased assistance with food, transportation, rent, child care, utilities, personal necessities, phone, school loans, car repairs, legal fees, medical bills, security deposits, and utility payments; access to low-cost or pro bono attorneys. They noted that women with no children or whose children are in state custody rarely qualify for emergency housing or financial services.

Several issues related to underserved populations were identified, including the need for affordable healthcare, assistance with employment, and U-Visas, more immigration attorneys, the need to address language barriers and literacy levels within governmental and housing and employment programs, and more extensive interpreter services. Regarding older victims/survivors, they identified the need for safe, affordable housing and the need to address economic self-sufficiency issues including lack of affordable health care; lengthy waiting lists for housing and transportation; and lack of work experience.

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