

Improving Criminal Justice Responses to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Programⁱ

The Improving Criminal Justice Responses to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Program (ICJR Program) is designed to treat domestic/sexual violence as serious violations of criminal law by encouraging collaborative partnerships among state, local, and tribal governments and courts.

THROUGH A COORDINATED COMMUNITY RESPONSE (CCR), THE ICJR Program challenges entire communities to communicate, identify problems, and share ideas for responding to victims of domestic/sexual violence. This results in new responses and the application of best practices to enhance victim safety and ensure offender accountability at each juncture in the criminal justice system through investigation, arrest, prosecution, and close judicial oversight.

225 Grantees Reporting

Between July 1, 2017 and June 30, 2019, 225 unique grantees reported activities funded by the ICJR Program.

36,402 Victims Served

On average, grantees served or partially served 36,402 victims during each 6-month reporting period.

174,090 Cases Investigated

Grantees investigated a total of 174,090 cases.

A study in one jurisdiction found that, of incidents of rape, physical assault, or stalking by an intimate partner known to police, roughly 32% result in the arrest or detention of the offender, and an estimated 7% of incidents result in criminal prosecution (Broidy et al., 2016).



Research shows that a more negative response from police can increase the likelihood of victims experiencing greater PTSD symptom severity (Srinivas & DePrince, 2015).



ⁱ Formerly the Grants to Encourage Arrest and Enforcement of Protection Orders Program, this program was renamed beginning in FY 2016 to more accurately reflect the scope of the program. Throughout this report, the program will be referred to as ICJR.



LA • Grantee Perspective

Because of the ICJR Program, the Stopping Abusive Family Environments Task Force in our Coordinated Community Response Team (CCRT) continues to meet and address issues as they arise with open discussion, training, and policy changes. Because of the rotation of people holding public offices, being assigned to domestic violence-related positions, or entering or leaving the workforce, the challenge is to keep a level of consistency in knowledge and application of guiding principles. While our area still has a much higher rate of domestic violence than the nation, the rate of domestic violence in Ouachita Parish has dropped 35% since the opening of the Family Justice Center (FJC) in 2005. Because of the ICJR funds, our area has seen a reduction in homicides. Recent data showed that there has been a drop of roughly 70% in domestic violence homicides since 2011. After recent review of 2016/2017 DV homicide statistics, it has been determined that this reduction has been maintained for six years. This proves that collaboration of the FJC, CCRT, and community is saving lives while being firm about holding batterers accountable for their actions. Even more recently, the interim Director of the Louisiana Coalition of Domestic Violence stated that the Wellspring and FJC are a spot of hope for the state of Louisiana because of the change we are making and the fact that we are saving lives.

PARISH OF OUACHITA, LOUISIANA



OR • Grantee Perspective

We know the odds for a homicide increase 750% for victims who have been previously strangled, compared to victims who have never been strangled. Utilizing data from our High Risk Response Team (HRRT) cases we were able to testify to the fact that 65% of our HRRT victims had reported they were strangled by their partner or former partner. This local data from our HRRT team helped us to educate our legislators about this heinous crime.

CLACKAMAS WOMEN'S SERVICES, OREGON

The scope of the ICJR Program is vast, as required to accomplish these goals. Purpose areas include:


- Develop or strengthen policies and training that assist in the recognition, investigation, and prosecution of crimes against older individuals and individuals with disabilities;
- Implement pro-arrest programs, policies, and training in police departments (for example, policies improving responses to protection order violations), and improve tracking of criminal cases;
- Develop state, tribal, territorial, or local policies, procedures, and protocols for preventing dual arrests and prosecutions;
- Coordinate computer tracking systems to ensure communication;
- Provide technical assistance and equipment to facilitate the enforcement of protection orders, including the development of protection order registries, across departments, agencies, states, and tribal jurisdictions;
- Centralize and coordinate police enforcement, prosecution, and judicial responsibility;
- Strengthen legal advocacy service programs;
- Develop and establish comprehensive victim service and support centers, such as family justice centers;
- Educate judges and court-based personnel (including juvenile courts);
- Improve the response of the criminal justice system to immigrant victims;
- Develop and promote legislation and policies to enhance best practices for responding to domestic/sexual violence;
- Develop Sexual Assault Forensic Examiner programs;
- Develop multidisciplinary high-risk teams for reducing domestic violence and dating violence homicides;
- Train prosecutors;
- Develop Sexual Assault Response Teams or similar CCRs for sexual assault;
- Improve investigation and prosecution of sexual assault and treatment of victims;
- Provide HIV testing, counseling, and prophylaxis for victims; and
- Address sexual assault evidence backlogs, including notifying and involving victims, and develop protocols for addressing backlogs.

General Grant Information

Information for this report was submitted by **225** individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- **12** (5%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose areas:
 - Strengthen legal advocacy service programs;
 - Centralize and coordinate police enforcement, prosecution, and judicial responsibility; and
 - Develop and implement policies and training directed at the criminal justice response to sexual assault.

The 2013 reauthorization of VAWA added a purpose area to the ICJR program aimed at developing Sexual Assault Response Teams (SARTs). SARTs bring together professionals from the criminal legal, medical, mental health, and advocacy sectors to enhance cross-system coordination and strengthen each sector’s ability to respond to sexual assault. Research shows that SARTs can improve legal outcomes, help-seeking experiences of victims, and relationships between multidisciplinary responders (Greeson et al., 2016; Greeson & Campbell, 2015).



Staff

Grant-funded 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. **Being able to hire staff is critical to the overall function and success of programs.**

- **223** (99%) grantees used funds for staffing needs.
- Grantees funded an average of **421** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates and program coordinators.

NY • Grantee Perspective



ICJR Program funding has allowed for the development and continuing implementation of a High Risk Team in Erie County. Without funding for a Coordinator position, this would not have been possible. The High Risk Team has created a mechanism to train advocates, law enforcement, and community stakeholders in consistent implementation of evidence-based risk assessment tools, and to refer the cases identified as having a higher level of risk for lethality or serious assaults for additional intervention. By creating this multidisciplinary team, Erie County is able to develop individualized intervention plans to keep victims safe and hold dangerous offenders more accountable. The High Risk Team is also a tool to assess and improve system responses to domestic violence in Erie County and improve communication across systems.

ERIE COUNTY, NEW YORK

CA • Grantee Perspective



The ICJR grant program that funds the Elk Grove Domestic Violence Response Team (EGPD DVRT) provides clients and the community with victim/survivor focused direct services. Without the ICJR funding, victims would be forced to seek out and visit several agencies before receiving services or assistance. Victims would not have the support of an advocate when interacting with law enforcement or other agencies. Clients would attend civil, family or criminal court hearings without guidance, knowledge of the system and without a safety plan. The ICJR grant program funds not only provide a dedicated victim advocate stationed at the Elk Grove Police Department, the funding provides effective victim services. The EGPD DVRT program is well established and respected in the community, thanks to the current ICJR funding, and previous Arrest Program funding (from January 2014 - September 2016).

CITY OF ELK GROVE, CALIFORNIA

Table 1 Staff supported with ICJR grant funds, July 2017–June 2019: Selected groups		
Staff funded	6-month average	
Total FTE staff funded	421	
Victim advocates	154	37%
Program coordinators	62	15%
Law enforcement officers	42	10%
Prosecutors	30	7%
Victim assistants	20	5%
Administrators	19	5%

NOTE: Data presented for the most frequently reported categories only (≥5%).



A recent study of nearly 1000 police from a large urban police department in the U.S. showed that law enforcement personnel who participated in trauma-informed training reported misperceptions about trauma at significantly lower rates than the pre-training sample. These findings indicate that training on the impacts of trauma has the potential to improve outcomes pertaining to first contact with SA/DV victims, case investigations, holding offenders accountable, and public safety (Franklin et al., 2019).



OK • Grantee Perspective

The ICJR funding has provided two unique and necessary positions that support, train and assist Coordinated Community Response Teams, Sexual Assault Response Teams, High Risk Teams and all members of the criminal justice system who work with survivors and offenders of domestic and sexual violence. Grant funding has provided over 600 instances of training and technical assistance that was requested by the team members and professionals who work with survivors. Without this funding, these trainings would not have taken place and the technical assistance questions would not have been answered. This has allowed clear, consistent, and accurate information to be transmitted statewide. Funds have also allowed for the training of 24 judges who directly affect cases where domestic and/or sexual violence is a major component, 12 in this reporting period alone. One of these judges reported back that the training she attended was the best she had ever participated in. She stated that the ability to network with other judges from different states was a great learning experience as well.

OKLAHOMA DISTRICT ATTORNEYS COUNCIL



In some jurisdictions, “high-risk response teams,” often composed of law enforcement, victim advocates, court personnel, human service providers, and attorneys representing victims, deliberate with victims exposed to high risk of recurring, severe violence about possible heightened deterrence strategies to avert repeat violence. Team representatives may make home visits, accompany victims to legal proceedings, advocate for enhanced protective services, or support victims attempting to access critical counseling or economic resources. For more information, visit: <http://www.dvhr.org/>.

Training

Grantees train victim advocates, law enforcement officers, prosecutors, court personnel, probation and correction officers, child protection staff, sexual assault forensic and nurse examiners, and mental health and other professionals how to develop an effective CCR to violence. **This training improves the professional response to victims and increases offender accountability.**

- **155** (69%) grantees used funds for training.
- Grantees convened a total of **4,329** training events.
- Grantees trained a total of **90,627** people.
- Most often these trainings reached law enforcement officers (**37%**), victim advocates (**10%**), multidisciplinary groups (**9%**), and health professionals (**7%**).

Victim Services

Grantees provide an array of services to victims. Victims receive safety planning, referrals, and information as needed. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **177** (79%) grantees used funds for victim services.
- Grantees provided services to an average of **36,402** victims during each 6-month period.
- Nearly **100%** of victims who sought services received them during each 6-month period.

During each 6-month period, on average, grantees provided:

- Victim advocacy services to **22,133** victims;
- Crisis intervention services to **17,455** victims;
- Criminal justice advocacy/court accompaniment services to **13,093** victims;
- Civil legal advocacy/court accompaniment services to **12,381** victims; and
- Support group/counseling services to **7,232** victims.

Other services:

- Victim-witness notification/victim outreach services were used a total of **94,537** times;
- Grantees received a total of **241,471** hotline calls; and
 - The majority of these calls (**51%**) came from victims.

Victims Seeking Services

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of **domestic/dating violence** (87%).

Figure 1 | Provision of victim services by ICJR Program grantees, by type of presenting victimization
Victims served and partially served by type of victimization (6-month average)

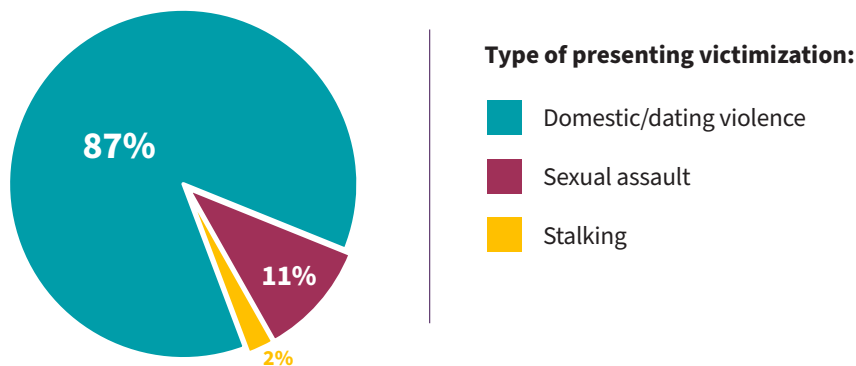


Table 2 | Victims seeking services with ICJR grant funds, July 2017–June 2019

Victims seeking services	6-month average	
Total victims seeking services	36,551	
Victims served	35,591	97%
Victims partially served	810	2%
Victims not served	149	< 1%

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

Victims' Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (68%).
- The remaining victims were most commonly victimized in the context of a **dating relationship** (19%) or by another **family or household member** (7%).

When advocates are present in proceedings following a rape, victims fare better in both the short- and long-term, experiencing less psychological distress, physical health struggles, sexual risk-taking behaviors, self-blame, guilt, depression, and barriers to continued engagement in legal matters (Patterson & Campbell, 2010; Patterson & Tringali, 2015; Xie & Lynch, 2016). A recent study found that access to and utilization of victim services reduced the associated risk of revictimization by 40% (Xie & Lynch, 2016). Another study found that rape survivors with advocates were more likely to have police reports taken (59% of the time) than those without advocates, whose reports were taken only 41% of the time (Campbell, 2006).



AL • Grantee Perspective



ICJR grant funding provides trauma-informed, victim-centered services in the SafeHouse/ SafeShelby four county service area which was not available prior to this funding. Victims had to travel several hours for forensic exams and often had limited access to transportation or support. A huge gap in services existed prior to the funding. Additionally, through the provision of services offered through SafeShelby, there have been numerous requests for services from persons who experienced sexual assault or violence months and sometimes many years ago. These victims either did not feel safe asking for help or did not have access to or know about resources available to help with the healing and recovery process.

SHELBY COUNTY, ALABAMA

CA • Grantee Perspective



This funding allows our subgrantee, the Family Violence Law Center, to operate the only Mobile Response Team (MRT) for Alameda County, which allows us to respond on-scene if a survivor requests support from an advocate when filing a domestic violence report or when they are receiving medical treatment following an incident. MRT Advocates can then help the client develop a safety plan and often serves as a critical bridge to safe housing. Regardless of what time of night it may be or whether it is a weekend or a holiday, our advocates can temporarily help clients get a hotel overnight and then access a confidential domestic violence shelter.

ALAMEDA COUNTY, CALIFORNIA



Religious beliefs, cultural practices, race or ethnicity, gender identity or expression, sexuality, age, language, immigration status, geographic location, access to resources, and economic opportunity are all factors that can affect how a victim perceives, manages, and resists violence (Bridges et al., 2018; Cheng & Lo, 2015; Cho, 2012; Cho et al., 2017; O'Neal & Beckman, 2016; Weng, 2016).



OR • Grantee Perspective

The funding provided to the Domestic Violence Enhanced Response Team (DVERT) project through the ICJR program allows us to continue to be a leader in our community and in our state in recognizing and responding to high-risk domestic violence cases. DVERT partners and staff are able to access high-level training and resources that increase their knowledge and ability to effectively impact family violence. Additionally, ICJR funds allow us to have staff who are able to do outreach, education, and training throughout our county and state. Due to ICJR funding, the DVERT project is able to increase survivor safety and offender accountability. We are able to provide survivors escaping violence in their home with access to highly skilled and trained advocates who have specialized knowledge pertaining to working within the criminal justice system. Additionally, this funding allows us to provide survivors with limited client assistance funds to help them flee from and maintain safety in high lethality-risk domestic violence cases. Lastly, ICJR funds have allowed DVERT to strengthen connections with surrounding counties and jurisdictions statewide, which has led to improvements in our system response to domestic violence, and access to training for partners to deepen system understanding around dynamics of abuse.

MULTNOMAH COUNTY, OREGON



AZ • Grantee Perspective

Funding for Emerge's Men's Education Program (MEP) has enabled them to continue to provide twice-monthly domestic violence orientation sessions for men, which better prepare and motivate them for their Batterer Intervention Program classes. It also allows Emerge to continue to provide an effective, best-practices model of offender accountability and victim safety for the community. One victim reported to a Probation Officer that her partner who completed MEP, "has really changed into a better person, and we are co-parenting well. He has shown great improvements, and he is doing well overall."

ARIZONA SUPERIOR COURT IN PIMA COUNTY

Figure 2 Type of victimization by relationship to offender: **Domestic/dating violence** (6-month average)

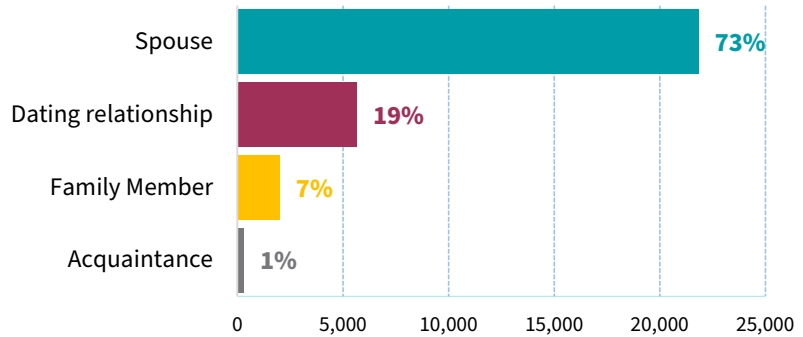


Figure 3 Type of victimization by relationship to offender: **Sexual assault** (6-month average)

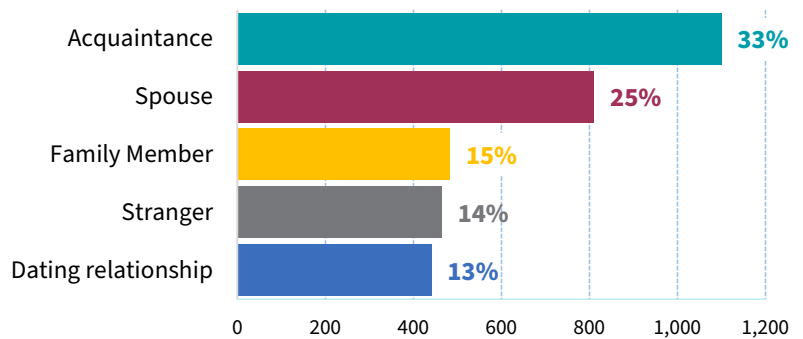
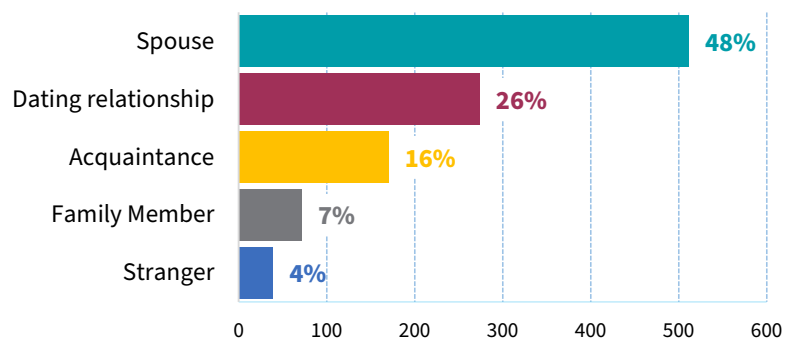


Figure 4 Type of victimization by relationship to offender: **Stalking** (6-month average)



Reasons Victims Were Not Served or Were Partially Served

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

- Conflict of interest;
- Victim did not meet statutory requirements;
- Services were not appropriate for victim;
- Program unable to provide service due to limited resources; and
- Program reached capacity.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of **36,402** victims during each 6-month period. The victims most frequently served or partially served were **white** (48%), **female** (89%), and between the ages of **25 and 59** (75%).

Studies have shown that the provision of trauma-informed, culturally sensitive services can significantly improve victims' sense of well-being (Serrata et al., 2020).



Figure 5 Demographics of victims served and partially served: **Race/ethnicity** (6-month average)

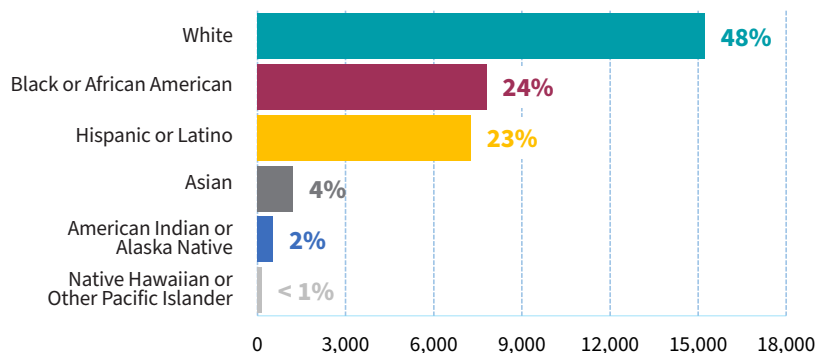


Figure 6 Demographics of victims served and partially served: **Gender** (6-month average)

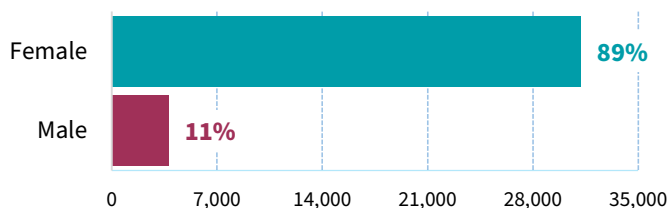
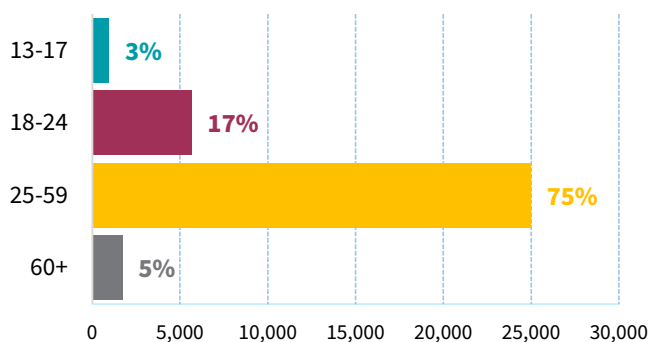


Figure 7 Demographics of victims served and partially served: **Age** (6-month average)



IN • Grantee Perspective



ICJR Program funding allowed us to co-locate services for survivors by including civil legal, criminal justice, social service and medical professionals. This project allowed us to additionally hire an attorney to provide representation for protective order proceedings, which encourages survivor participation in the civil legal system. We have found so far that it also enhances communication between the prosecutor's office deputy prosecutors in reporting violations of the protective order that could result in criminal charges. Having a clerk of the courts on-site provides expedited filing and also provides a direct link with the civil judges who preside over protective order cases. Additionally, ICJR Program initiatives send the message throughout the U.S. and to our community in St. Joseph County, Indiana, that improved protective order response is critical. Before this project, victim service providers and government entities recognized the need, but now we have the resources and the coordination to make a difference.

ST. JOSEPH COUNTY, INDIANA

NC • Grantee Perspective



This funding has supported the creation of the Buncombe County Family Justice Center (FJC), one safe and welcoming place for survivors of domestic violence, sexual assault and stalking to begin their journey to strength, safety and hope. Program funding has allowed us to contract with partner agencies, Helpmate, a domestic violence prevention agency and Our VOICE, a sexual assault response organization, to provide two full-time Intake Specialists. These Intake Specialists serve as the first point of contact for survivors seeking services at the FJC. They greet survivors, escort them into our client rooms and talk with them to identify the survivors' needs and resource options. Intake Specialists explain the services available at the FJC provided by multiple partners, review confidentiality policies, and coordinate initial service provision.

BUNCOMBE COUNTY, NORTH CAROLINA



MT • Grantee Perspective

Grant funding has allowed the Lake County Attorney's Office to maintain victim contact and buy-in at a level which never existed before. Prior to grant funding, the County Attorney's Office simply did not have the resources to provide regular victim outreach. This benefit cannot be overstated. When a victim-centered, trauma-informed approach to prosecution is utilized, victims feel the criminal justice system is listening to their needs and this results in far greater offender accountability.

LAKE COUNTY, MONTANA

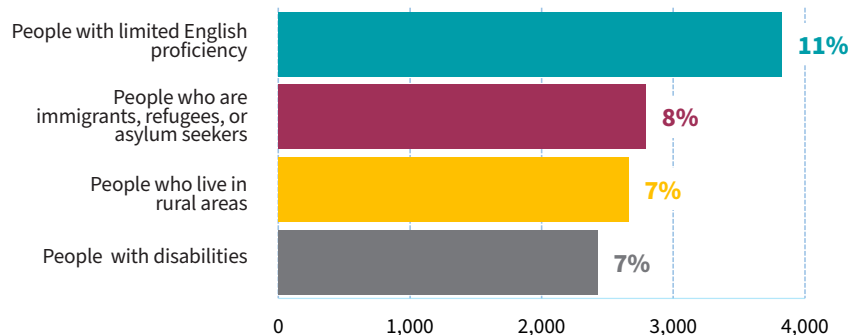


A recent study examining ten years of National Incident Based Reporting System (NIBRS) data found that while mandatory arrest statutes have resulted in higher arrest rates, the impacts of primary aggressor laws have been mixed. The findings indicate that primary aggressor laws effectively decrease the number of dual arrests as a percentage of overall arrests; however the overall percentage of police interventions in intimate partner violence that result in arrest appears to decline in jurisdictions implementing these laws. Further, there is significant variation in rates of arrest based on the race and sexual orientations of the victim and offender. These findings point to a need for further research into the effectiveness and impact of arrest laws (Hirschel et al., 2017).



Without proper training, an officer may not be able to identify the predominant aggressor, may unknowingly minimize a victim's trauma, may fail to collect all relevant evidence, and may mistakenly arrest the victim. Moreover, if an officer sides with an abuser, a victim may not report future assaults. Research shows that law enforcement were most likely to arrest perpetrators when they received training on and followed best practices such as: in-person investigation, following up with victims after initial contact, conducting safety planning with victims, assessing the needs of children exposed to the violence, providing victims with 911 telephones, describing protection orders and court procedures, connecting victims with available shelter and services, explaining the effects of domestic violence on children, and helping victims feel safe (Hamby et al., 2015).

Figure 8 Demographics of victims served and partially served: **Other** (6-month average)



Criminal Justice

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

Law Enforcement

Grantees address the role of law enforcement in responding to domestic/sexual violence.

- **74** (33%) grantees used funds for law enforcement activities.
- Law enforcement staff made a total of **112,081** victim referrals to governmental and non-governmental victim services across the 2-year period.

A proactive response and victim-centered attitude influence whether or not victims report these offenses, and whether appropriate evidence is collected to allow prosecutors to convict offenders.

A meaningful and serious response by law enforcement agencies involves listening to the victim about what they want and need in tandem with ICJR grant-funded activities including :

- Documenting all calls for services;
- Actively investigating all sexual assault, domestic violence, dating violence, and stalking incidents;
- Referring cases to prosecutors (as appropriate);
- Seeking warrants and statements of charges (as appropriate);
- Arresting the perpetrator;
- Helping victims secure protection orders;

- Accompanying the victim to the home to retrieve their immediate belongings (as appropriate);
- Making referrals (as appropriate); and
- Providing victims with information about available services.



Many law enforcement agencies have adopted significant policy, procedural, and practical changes that have enhanced the justice process, contributing to reduced recidivism and increased victim safety and satisfaction. These changes include implementing collaborative relationships with service providers and other stakeholders to facilitate a coordinated community response to domestic/sexual violence (Ward-Lasher et al., 2017; White & Sienkiewicz, 2018). As of 2013, about one-half of local police departments and one-third of sheriff's offices serving 250,000 or more residents operated a full-time victim assistance unit (Reaves, 2017).

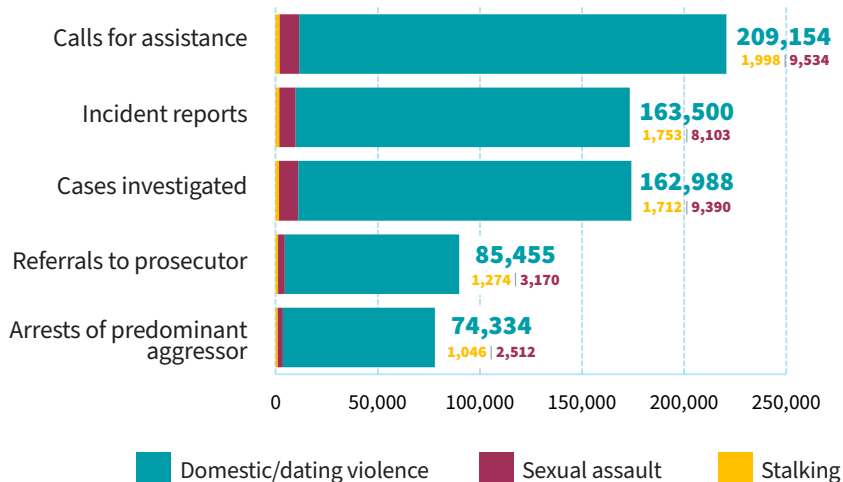


Swift responses to reported abuse and thorough investigations, supported with training and resources, can increase the rates at which cases are referred to prosecutors, accepted for prosecution, and result in convictions (Morrow et al., 2016; Rosay et al., 2010).



The Sexual Assault Justice Initiative (SAJI) is a special project launched by OVW in 2015 to improve the justice system's response to sexual violence, with a focus on prosecution. The initiative involves the development and implementation of performance measures that look beyond conviction rates and reflect best practices for prosecuting sexual assault. Through this initiative, AEquitas: The Prosecutors Resource on Violence Against Women, works closely with OVW and experts in the field to test performance measures contained in the Response to Sexual Violence for Prosecutors (RSVP) Model and assist prosecutors in seven jurisdictions to adopt the model (<https://aequitasresource.org/wp-content/uploads/2018/09/Model-Response-to-Sexual-Violence-for-Prosecutors-RSVP-An-Invitation-to-Lead.pdf>).

Figure 9 Law enforcement activities in ICJR Program criminal cases, July 2017–June 2019



Prosecution

Jurisdictions with specialized prosecution programs often boast high prosecution and conviction rates. These programs may include specialized prosecution units, specialized prosecutorial training, and vertical prosecution procedures.

- **42** (19%) grantees used funds for prosecution.
- Prosecution staff made a total of **46,741** victim referrals to governmental and non-governmental victim services across the 2-year period.

Across the two-year reporting period, **ICJR Program-funded prosecution activities included:**



ⁱⁱ Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period.



WI • Grantee Perspective

Without the funding of this grant, it would be virtually impossible for the Milwaukee County District Attorney's Office to implement vertical prosecution on all felony domestic violence cases. Vertical prosecution, which occurs when one prosecutor is assigned to one case from beginning to end, is a proven best practice for prosecution and the proof is in the success we have experienced to date on felony domestic violence cases. Most importantly, vertical prosecution allows the victim to know which prosecutor is assigned to their case and fosters relationships and trust through the process. In Milwaukee, we have three specialized domestic violence courts that have trials scheduled virtually every week. Felony prosecutors have to be present at the Sojourner Family Peace Center to review and charge cases, as well as provide guidance and assistance to the younger and less experienced misdemeanor domestic violence prosecutors. The ICJR Program grant funding makes vertical prosecution possible in Milwaukee, leading to a conviction rate approaching 80% and a success rate of 100% on felony DV trials during January 1, 2018 - June 30, 2018.

MILWAUKEE COUNTY, WISCONSIN



The judicial supervision and noncompliance sanctions in specialized integrated domestic violence (IDV) courts may lead to lower re-arrest rates among some offenders; however, others may be more likely to be re-arrested for criminal contempt charges, such as violations of protection orders (Labriola et al., 2012). In either case, the close surveillance of IDV offenders and engagement of victim witnesses in the prosecution may explain the higher reported rates of pre-disposition recidivism, since new offenses might be more apparent to the specialized court (Cissner et al., 2011; Katz & Rempel, 2011; Peterson, 2014; Picard-Fritsche et al., 2011). In one study of nine New York State courts, defendants processed in IDV courts were nearly twice as likely as those in criminal courts to be re-arrested exclusively on criminal contempt charges, indicating their sole offenses were violations of protection orders (Katz & Rempel, 2011). These findings imply that IDV courts may be particularly effective in monitoring prohibited contact with victims.

Table 3 Cases received and accepted by prosecutors funded by the ICJR Program by type of victimization, July 2017–June 2019

Type of case	Case referrals received	Cases accepted for prosecution	Percent accepted
All cases	78,883	50,455	64%
Domestic/dating violence	76,265	48,699	64%
Sexual assault	2,127	1,405	66%
Stalking	441	351	80%

Table 4 Cases disposed of by prosecutors funded by the ICJR Program by type of victimization, July 2017–June 2019

Type of case	Cases disposed of	Dispositions resulting in convictions	
		Number	Percent
All cases	46,466	25,477	55%
Domestic/dating violence	40,775	21,814	53%
Sexual assault	1,197	806	67%
Stalking	290	157	54%

NOTE: Convictions include deferred adjudications.

Courts

Specialized domestic violence courts improve offender compliance with court-ordered conditions and impose enhanced penalties for non-compliance.

- **3** (1%) grantees used funds for court activities.
- Court staff made a total of **1,368** victim referrals to governmental and non-governmental victim services across the 2-year period.

Courts funded by the ICJR Program conduct a range of activities, including:

- Coordinating 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/sexual violence issues;
- Implementing practices to ensure consistency in case handling;
- Enhancing case information flow between partner agencies;
- Emphasizing defendant monitoring and accountability; and
- Enhancing protection for, and services to, victims.

Judicial Monitoring

Judicial monitoring improves the justice system's ability to ensure offender accountability. Convicted offenders are required to make regular court appearances to determine whether they are complying with the conditions of their sentences.

- An average of **343** offenders were monitored during each 6-month reporting period.
- A total of **12,826** judicial reviews of individual offenders were conducted across the 2-year period.

The data reported in Table 5 reflect the consequences imposed for violations of court orders. A number of cases resulted in the courts adding conditions (**5%**), or partially or fully revoking probation (**79%**). The courts issued a verbal or written warning in **16%** of the cases.

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial or full revocation of parole	
	N	%	N	%	N	%	N	%	N	%
Protection order (N = 25)	0	0%	2	8%	0	0%	2	8%	21	84%
New criminal behavior (N = 38)	0	0%	3	8%	0	0%	0	0%	35	92%
Failure to attend mandated batterer intervention program (N = 31)	0	0%	3	10%	0	0%	1	3%	27	87%
Failure to attend mandated offender treatment (N = 0)	0	0%	0	0%	0	0%	0	0%	0	0%
Other condition of probation or parole (N = 72)	0	0%	19	26%	0	0%	5	7%	48	67%

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

Probation and Parole

Following the example of police, prosecutors, and courts, probation departments have adopted specialized methods for managing domestic violence offender cases. These specialized domestic violence units enforce intensive supervision on their probationers and may require attendance at batterer intervention programs.

- **20** (9%) grantees used funds for probation activities.
- Probation staff made a total of **5,966** victim referrals to governmental and non-governmental victim services across the 2-year period.

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 **4,381** offenders were monitored during each 6-month period.
- Across the 2-year period, these agencies reported the following contacts with individual offenders:



MI • Grantee Perspective

We believe that the ICJR Program funding has saved lives in our community. The Court offers specialized domestic violence services to survivors, utilizes probation officers with specialized knowledge of the complex dynamics of domestic violence and stalking, and holds offenders accountable by participating in long-term batterer intervention programs and other rehabilitative services. With the funding, judges and magistrates have received specialized education and are able to make more informed decisions. By coordinating our DV dockets, we maximize the ability of SafeHouse Center to staff our DV dockets and offer free, confidential safety planning, counseling, residential and non-residential services to survivors. The funding has greatly facilitated cross-jurisdictional collaboration between the courts and community partners to help make appropriate resources available to all DV survivors and offenders across a large geographical and multi-jurisdictional area.

FIFTEENTH JUDICIAL DISTRICT COURT, MICHIGAN



Grantees have developed emerging, evidence-based models for probation supervision of domestic/sexual violence offenders that frame probation services as one portion of a larger coordinated community response (Crowe et al., 2009; Sadusky et al., 2015). These models, now being implemented across the country, take an integrated systemic approach that incorporates fundamental principles and guidelines for all participating stakeholders, including criminal justice agencies, advocacy organizations, and victim services providers, to use when intervening and working with victims (New Orleans District Probation and Parole, 2014; White & Sienkiewicz, 2018). They provide consistent accountability mechanisms and treatment for perpetrators, while ensuring victim safety.



ID • Grantee Perspective

The High Risk Probation Officer is a staff position that was made possible through Arrest Program funding. This position has overwhelmingly helped with offender accountability and victim safety. The addition of this half-time probation officer has lessened the time between an offender's sentencing and their first probation meeting and has increased the number of contacts with high risk probationers, for both face-to-face contacts and in-home visits. This intense monitoring, coupled with the ability to perform random drug tests more frequently on domestic violence offenders with substance abuse issues, is helping the team better address domestic violence in the community. Without Arrest Program funding, in-court advocacy for victims would not be a reality in Bannock County, where the resources of the local advocacy program were stretched thin. They have now been able to hire more advocates who can provide court advocacy. In the past six months, Bannock County has seen an increase in the number of requests for criminal court advocacy and requests for assistance in completing civil protection order petitions. Without the Arrest Program funding, Bannock County would not be able to meet these needs.

BANNOCK COUNTY, IDAHO



MI • Grantee Perspective

The Circuit Court bench has an increased awareness about the need for individualized bond conditions rather than a one-size-fits-all approach. Circuit Court Pre-Trial Services is receiving much more information than it did previously, giving a broader and more accurate picture of potential lethality and safety issues. The implementation of the Blueprint for Safety lethality questions has helped not only prosecution, but also victims'/survivors' perspective of law enforcement. After the Blueprint questions were fully implemented, data collected by the Advocacy Initiated Response program showed that victims/survivors frequently reported feeling like officers genuinely cared and wanted to know how they were doing. Administrative and direct staff alike have a better understanding of the VAWA/VOCA confidentiality mandate and often bring it up before the community-based agency even has a chance. Simply put, ICJR Program funding has been incredibly valuable for everyone involved and the ripple effects are more than we could have imagined.

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT, MICHIGAN

- A total of **88,226** face-to-face contacts with an average of **3,602** offenders;
- A total of **56,804** telephone contacts with an average of **3,064** offenders; and
- A total of **31,720** unscheduled surveillance contacts with an average of **1,720** offenders.

Probation officers also contact victims as a strategy to increase victim safety.

- A total of **5,239** violations were reported across the 2-year period.
- The most frequently reported types of violations and responses to those violations were as follows:
 - Failure to comply with other conditions of probation or parole accounted for **1,589** (30%) of violations and most often resulted in partial or full revocation of probation (**1,087** or 68%);
 - Failure to attend mandated batterer intervention program represented **1,093** (21%) of violations and most often resulted in partial or full revocation of probation (**682** or 62%); and
 - New criminal behavior accounted for **1,057** (20%) of violations and was the violation most likely to result in partial or full revocation of probation (**731** or 69%).

The data reported below (Table 6) reflect the consequences imposed for violations of probation. With each type of violation, the courts took no action in only **5%** of the cases and issued fines in **5%** of the cases. A significant number of cases resulted in the courts adding conditions (**16%**), or partially or fully revoking probation (**66%**). The courts issued a verbal or written warning in **8%** of the cases.

Table 6 Dispositions of violations of probation and other court orders by ICJR Program-funded probation and parole agencies, July 2017–June 2019

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial or full revocation of probation	
	N	%	N	%	N	%	N	%	N	%
Protection order (N = 844)	35	4%	75	9%	30	4%	121	14%	583	69%
New criminal behavior (N = 1,057)	75	7%	67	6%	44	4%	140	13%	731	69%
Failure to attend mandated batterer intervention program (N = 1,093)	47	4%	98	9%	68	6%	198	18%	682	62%
Failure to attend mandated offender treatment (N = 656)	32	5%	42	6%	49	7%	164	25%	369	56%
Other condition of probation or parole (N = 1,589)	66	4%	127	8%	74	5%	235	15%	1,087	68%

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

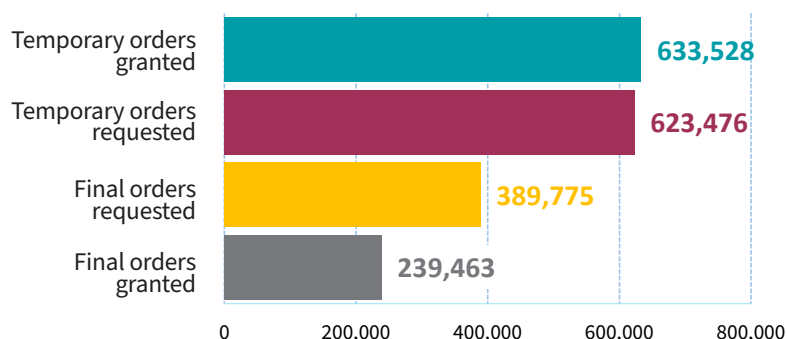
Community Measures

Grant funds are intended to support a CCR that will affect the entire jurisdiction. For this reason, grantees are asked to report on the number of protection orders requested and granted within the jurisdiction.ⁱⁱⁱ



Research has shown that petitioners' perceptions of safety increased after receiving protection orders, even in cases where orders were violated (Cattaneo et al., 2016; Logan & Walker, 2009; Logan et al., 2009). Women using emergency shelter services who also obtained a protection order were found to experience fewer PTSD symptoms and less sexual violence six months after leaving the shelter than sheltered women without protection orders (Messing et al., 2017; Wright & Johnson, 2012).

Figure 10 Protection orders requested and granted under the ICJR Program, July 2017–June 2019



Remaining Areas of Need

Grantees cited **access to affordable emergency and long-term housing** for victims and families as the most significant remaining area of need.

Along with affordable long and short-term housing, grantees also cited a number of **unmet needs within victim services**, including:

- Transportation;
- Short-term financial assistance;
- Mental health counseling;
- Child care;
- Employment;
- Job training; and
- Substance abuse counseling.

In particular, grantees pointed to the need for **low cost and pro bono civil legal assistance** to help victims with divorce, child custody matters, and the collateral consequences of victimization, including issues relating to housing and personal property.

Grantees emphasized the need to **expand victim-centered, trauma-informed training** to law enforcement, prosecutors, judges, and court personnel.

ⁱⁱⁱ Numbers represent all cases in which data was available for protection orders 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.

MD • Grantee Perspective



Affordable housing continues to be the greatest unaddressed need among the population served by this grant. Without the funds to move to a new living situation, victims are often forced to stay with their abusive partner. This is especially true for parents of small children who cannot afford the childcare needed for them to work a full-time job. Without safe, affordable housing, victims are often forced to choose between their family's mental, physical, and emotional safety and homelessness. The problem often continues to occur following the termination of a violent relationship. A victim may move to a safe, confidential location only for her abuser to find her, meaning she must once again find a new place to live. While House of Ruth can provide temporary emergency shelter for victims and their children, demand always exceeds the shelter's capacity.

GOVERNOR'S OFFICE OF CRIME CONTROL & PREVENTION, MARYLAND

WA • Grantee Perspective



Thurston County and the South Sound region of Washington is facing a gap in free civil legal representation. Survivors served by the Family Justice Center program are often asking for legal consult for their parenting plan, divorce, child support, and protection order matters. Our team has built a positive relationship with our on-site partner, Thurston County Volunteer Legal Services, which offers free legal clinics to low income individuals and survivors. The clinics, however, are often with attorneys who do not specialize in civil matters, and they are unable to represent the client. The attorneys can give feedback on the forms, ensure everything is completed properly, but they are unable to represent the client at hearings. Our advocate attends protection order hearings weekly, and is often in a tough spot when the respondent has an attorney, and the survivor remains unrepresented.

FAMILY SUPPORT CENTER OF SOUTH SOUND, WASHINGTON



IA • Grantee Perspective

One of the most significant areas of remaining need is that system professionals lack the training and technical assistance to ensure that they serve domestic violence (DV) victims and offenders in the most effective manner possible. Many court staff and judges handling DV matters lack an understanding of DV dynamics and related issues, which greatly influences how the courts respond to the needs of DV victims when they come to the courthouse for assistance. It can also prevent true offender accountability if court staff are unaware of the tactics offenders use. Outside of the court system, additional training and technical assistance needs to be presented to system professionals to better ensure all community resources respond to DV with a victim-centered approach.

IOWA JUDICIAL BRANCH



MI • Grantee Perspective

A continuing concern is a lot of public misinformation on the nature of sexual assault. Just as first responders require training and education, the general public also needs to be educated on the same issues. Societal pressures and preconceptions help shape victim behavior. There will be a continued reluctance on the part of victims to seek justice because of the response of the public to their disclosure. Members of the general public also make up the majority of jurors in a criminal case. A public education campaign on emerging research on the effects of trauma on victims, the expected lack of physical evidence in cases of sexual assault, issues related to non-stranger assaults and/or transient victims would be of great benefit.

WAYNE COUNTY PROSECUTORS OFFICE, MICHIGAN



NY • Grantee Perspective

In our efforts to engage and support immigrant victims/survivors of domestic violence, we see victims experiencing fear or anxiety about reporting a crime or entering a courthouse or government office to receive services. The reasons for not engaging law enforcement may include the fear that the victim or opposite party may be deported or that children will be taken away, the fear that the victim will be misunderstood or even wrongfully arrested due to a language barrier, economic and financial concerns, and community beliefs about the police and government. Even when victim advocates and police officers are well-trained and engage in community outreach and trust-building efforts, it can be challenging to overcome these hurdles.

SAFE HORIZON, NEW YORK

Grantees cited the need to **improve offender accountability**, through:

- Standardization and improvement of batterer intervention programs;
- Streamlining the process for victims to obtain orders of protection;
- Better enforcement of protection orders;
- Pre-trial supervision of offenders and enhanced offender monitoring in misdemeanor cases;
- Coordination of domestic violence and sexual assault protocol and policy across jurisdictions;
- Information sharing and improved collaboration between courts, probation, and law enforcement; and
- Shortening trial wait times to encourage victim participation.

Additionally, grantees cite the need for **more trained investigators and prosecutors specializing in domestic violence and sexual assault cases**.

Grantees also emphasized the need for more **community education and awareness activities** in order to:

- Educate the community on the dynamics of domestic violence and sexual assault;
- Promote available advocacy services and resources in the community;
- Educate young people about healthy relationships; and
- Combat stigma and misinformation on the nature of sexual assault.

Grantees cited difficulty in providing **culturally sensitive victim services, translation, and outreach** to underserved populations, particularly **immigrants, refugees, and those with limited English proficiency**.

Grantees also emphasized the need to improve services and outreach to:

- Victims in rural areas;
- Persons with one or more disabilities;
- LGBTQ populations; and
- Elderly victims.

Finally, grantees called for **greater access to dedicated sexual assault victim services, including SANE services, and more aggressive prosecution of sexual assault**.