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Office on Violence Against Women

Working Together to End the Violence

2010 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 victims access to safety and justice. In addition, VAWA recognized that, given the social barriers that 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.

The Violence Against Women Act of 2000 (VAWA 2000)² strengthened the original law by improving protections for battered immigrants, victims/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 established 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; and legal assistance for victims. 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)³ improved and expanded legal tools and grant programs addressing domestic violence, dating violence, sexual assault, 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 new programs, with an increased emphasis on violence against Indian women, sexual assault, and youth victims.

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

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

² Division B of the Victims of Trafficking and Violence Protection Act of 2000, Public Law 106–386.

³ Titles I, Section 3 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.

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 of sexual assault, domestic violence, dating violence, and stalking.

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.⁴ Previous Reports to Congress⁵ have summarized data submitted by the STOP (Services • Training • Officers • Prosecutors) Violence Against Women Formula Grant Program (STOP Program) grantees and subgrantees and presented data on grant activities funded by OVW. This 2010 Biennial Report, covering the period from July 1, 2007 through June 30, 2009, describes data submitted by grantees receiving grants under the discretionary grant programs. Data for each grant program are provided in separate sections.⁶

For the first time, this Report to Congress includes new programs funded under VAWA 2005 legislation. OVW began implementing new programs created by VAWA 2005 on a staggered schedule beginning in October, 2007. Grantees began

⁴ The VAWA Measuring Effectiveness Initiative is discussed in more detail on page 11.

⁵ 2002 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 (<http://www.ovw.usdoj.gov/docs/ovw-measuring-effectiveness-report.pdf>).

⁶ This 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.

reporting on those activities in 2010. Data collected for those programs will be reported in the 2012 Biennial Report.

OVW Grant Programs

Over the past 30 to 35 years, violence against women⁷ has become recognized as a major public policy issue in this country. This violence may be perpetrated by those closest to the victim/survivor 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/survivors 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 is comprised of clusters of behavior that are ongoing and repetitive. The violence is generally purposeful, designed to coerce, entrap, and subordinate victims and to engender fear in them. It harms the body and spirit, and may result in protracted recovery or permanent injuries. The economic costs are often far-reaching, and victims rarely receive even partial reparations. The adverse effects of this violence ripple well beyond the victim/survivor herself -- to her children and other family members, her workplace, her community -- and impinge on all sectors and institutions of society.

While both men and women use violence in intimate partnerships, the most severe violence (i.e., involving broken bones, injury to bodily organs, sexual assault or coercion, and strangulation) is overwhelmingly inflicted by men against women partners (Catalano, Smith, Snyder, Rand, & Bureau of Justice Statistics, 2009). It is estimated that nearly 25 million women in the United States will experience domestic violence during their lifetime, or as many as approximately one in five women (Centers for Disease Control and Prevention, 2006). Fourteen percent of all homicides were committed by an intimate partner in 2007, resulting in 2,300 deaths annually, 70 percent of whom were female (Catalano et al., 2009). Women represent 86 percent of the victims of domestic violence while men accounted for approximately 14 percent (Catalano et al., 2009).

In addition to domestic violence, dating violence is also reported to occur frequently. As defined by the Violence Against Women Act (2005), dating violence includes violence committed by a person who is or has been in a social relationship of a romantic or intimate nature with the victim. A study using a nationally representative sample of 12- to 17-year olds found that approximately 413,000 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). Studies of adult women suggest prevalence estimates of dating violence victimization ranging from 20 percent to 37 percent (Bell & Naugle, 2007).

⁷ While approximately 90% of the victims/survivors served by OVW-funded programs are female, these programs also serve male victims/survivors of sexual assault, domestic violence, dating violence, and stalking.

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). The National Violence Against Women Survey (NVAW Survey) 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 during their lifetime. A more recent study of over 3,000 women between the ages of 18-86 suggests the rates of lifetime prevalence of sexual assault are as high as 18 percent of the 112 million women living in the U.S. and only 1 in 5 women report their victimization to the police. Further, when reported to law enforcement, only 14 to 18 percent of the cases were prosecuted (Kilpatrick, Resnick, Ruggiero, Conoscenti, & McCauley, 2007; Tjaden & Thoennes, 2006). Women under the age of 25 are at increased risk for sexual crimes. More than 50 percent of the NVAW Survey 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).

Findings from the National Crime Victimization Survey supplemental study on stalking found that during a 12-month period, nearly 3.4 million people over the age of 18 were victims of stalking (Baum, Catalano, Rand, & Rose, 2009). Nearly half (46 percent) reported at least one unwanted contact per week and 11 percent reported that the stalking had been going on for five or more years. And, females (20 per 1,000) are at greater risk for stalking than males (7 per 1,000) with female victims more likely to be stalked by a male (67 percent) than a female (24 percent) (Baum et al., 2009). 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 (Baum et al., 2009; Spitzberg & Cupach, 2007). Stalking has been associated with a range of serious consequences for victims including increased risk of violence, injury, and homicide (Basile, Swahn, Chen, & Saltzman, 2006; Logan, Shannon, Cole, & Swanberg, 2007; Roberts, 2005). An analysis of 54 studies estimated some use of threats in 54 percent of 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.

OVW funding has been critical in addressing each of these crimes. Through the funding of 18 discretionary grant programs, the STOP Formula Grant Program and the Sexual Assault Services Formula Grant Program, several special initiatives, and comprehensive and specialized technical assistance, OVW works to enhance victim safety and autonomy, 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.

Discretionary grant funds are awarded to a variety of recipients. Each discretionary program explicitly defines eligible recipients, and they vary widely (e.g., states, tribal governments, city and county governments, universities, private nonprofit organizations, and other organizations - including faith-based organizations - serving victims/survivors). Grants are typically awarded for a period of two or three years depending on the specific program, though grantees in most programs may apply for continuation funding. STOP Formula and Sexual Assault Services 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 Programs

The Office on Violence Against Women (OVW) administers 21 grant programs⁸ authorized by the Violence Against Women Act of 1994 and subsequent legislation. These grant programs are designed to develop the nation's capacity to reduce domestic violence, dating violence, sexual assault, and stalking by strengthening services to victims/survivors and holding offenders accountable. In Fiscal Year 2009, OVW made approximately 1,060 awards, including American Recovery and Reinvestment Act awards, totaling more than \$613 million.

Data from the following OVW-funded programs are included in this 2010 Report to Congress:

Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disabilities Program). This

⁸ Twelve of those grant programs are described in this chapter and have contributed data to this report, including the STOP Violence Against Indian Women (STOP VAIW) Program. Although the STOP VAIW Program has been discontinued (VAWA 2005 authorized a single grant program for Indian tribes, created by combining set-asides from other VAWA programs to allow tribes flexibility to determine appropriate governmental responses) a number of grantees continue to report data as they spend down their remaining funds. The Technical Assistance Provider (TA) Program has also contributed data to this report. The TA Program is part of a comprehensive technical assistance initiative supported by OVW to provide direct assistance, build capacity, and enhance the success of local OVW-funded projects in responding effectively to sexual assault, domestic violence, dating violence, and stalking (See pages 273 - 281 of this report).

As of October 2010, eight other discretionary grant programs and one formula grant program were in varying stages of development and did not contribute data to this report. Those programs are: Court Training and Improvements Grant Program; Grants to Enhance Culturally and Linguistically Specific Services for Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program; Engaging Men and Youth in Preventing Sexual Assault, Domestic Violence, and Stalking Grant Program; Services to Advocate for and Respond to Youth Program; Sexual Assault Services Formula Grant Program; Sexual Assault Services Program Grants to Culturally Specific Programs; Tribal Sexual Assault Services Program; Children and Youth Exposed to Violence Grant Program, and Supporting Change through Education and Protection.

Data from the STOP Formula Grant Program is reported separately, in biennial STOP Reports to Congress.

discretionary grant program is designed to provide training, consultation, and information on domestic violence, dating violence, stalking, and sexual assault against individuals with disabilities and to provide direct services to such individuals. Eligible applicants are states; units of local government; Indian tribal governments or tribal organizations; and nonprofit, nongovernmental victim services organizations.

Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program (Abuse in Later Life Program). This discretionary grant program is designed to address elder abuse, neglect, and exploitation, including domestic violence, dating violence, sexual assault, or stalking against victims who are 50 years of age or older through training and services. Eligible applicants include states and territories; Indian tribal governments and tribal organizations; units of local government; and nonprofit, nongovernmental victim services organizations with demonstrated experience in assisting elderly women or demonstrated experience in addressing sexual assault, domestic violence, dating violence, and stalking.

Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program). This discretionary grant program is designed to encourage state, local, and tribal governments and state, local, and tribal courts to treat domestic violence, dating violence, sexual assault, and stalking as serious violations of criminal law requiring the coordinated involvement of the entire criminal justice system. This program challenges the entire community to listen, communicate, identify problems, and share ideas that will result in new responses to ensure victim safety and offender accountability. Eligible applicants include states, units of local government, Indian tribal governments, and state, tribal, territorial, and local courts (including juvenile courts).

Grants to Reduce Domestic Violence, Dating Violence, Sexual Assault, and Stalking on Campus Program (Campus Program). This discretionary grant program is designed to strengthen the higher education community's response to sexual assault, stalking, domestic violence, and dating violence crimes on campuses and to enhance collaboration among campuses, local law enforcement, and victim advocacy organizations. Eligible applicants are institutions of higher education.

Legal Assistance for Victims Grant Program (LAV Program). This discretionary grant program is designed to strengthen civil and criminal legal assistance programs for adult and youth victims of domestic violence, dating violence, sexual assault, and stalking who are seeking relief in legal matters arising as a consequence of that abuse or violence. Eligible applicants include private nonprofit entities, territorial organizations, Indian tribal governments and tribal organizations, and publicly funded organizations not acting in a governmental capacity, such as law schools. Three percent of the funding for this program is set aside for grants to programs that assist victims of domestic violence, dating violence, sexual assault, and stalking on lands within the jurisdiction of an Indian tribe.

Rural Domestic Violence, Dating Violence, Sexual Assault, and Stalking Assistance Program (Rural Program). This discretionary grant program is designed to enhance services available for child, youth, and adult victims in rural communities by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, sexual assault, and stalking. Eligible applicants are states and territories; Indian tribes; local governments; and nonprofit, public or

private entities, including tribal nonprofit organizations, proposing to serve rural areas or rural communities. Not less than 75 percent of the total funding available for the program is for eligible entities located in rural states. Depending on the size of appropriations, 25-40 percent is set aside for services that meaningfully address sexual assault.

State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program). This program provides grants to each state domestic violence coalition (as determined by the Department of Health and Human Services) and sexual assault coalition (as determined by the Centers for Disease Control and Prevention) for the purposes of coordinating state victim services activities and collaborating and coordinating with federal, state, and local entities engaged in violence against women activities.

The STOP (Services • Training • Officers • Prosecutors) Violence Against Indian Women Discretionary Grants Program (STOP VAIW Program) has been discontinued due to changes in VAWA 2005, but a number of grantees continue to report data as they spend down their remaining funds. The Stop VAIW program supported 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 of sexual assault, domestic violence, and stalking. The STOP VAIW Program encouraged tribal governments to develop and implement effective strategies tailored to address their unique circumstances.

Supervised Visitation and Safe Exchange Grant Program (Supervised Visitation Program). This discretionary grant program helps create safe places for visitation with and exchange of children in cases of domestic violence, dating violence, child abuse, sexual assault, or stalking. Eligible applicants are states, units of local government, and Indian tribal governments.

Transitional Housing Assistance Grants for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault Program (Transitional Housing Program). This discretionary grant program provides transitional housing, short-term housing assistance, and related support services for individuals who are homeless or in need of transitional housing or other housing assistance as a result of fleeing a situation of domestic violence, dating violence, sexual assault, or stalking, and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient. Eligible applicants are states, units of local government, Indian tribal governments, and other organizations that have a documented history of effective work concerning domestic violence, dating violence, sexual assault, or stalking.

Grants to Indian Tribal Governments Program (Tribal Governments Program). This discretionary grant program is designed to enhance the ability of tribes to respond to violent crimes against Indian women, enhance victim safety, and develop education and prevention strategies. Eligible applicants are recognized Indian tribal governments or their authorized designees.

Tribal Domestic Violence and Sexual Assault Coalitions Grant Program (Tribal Coalitions Program). This discretionary grant program is designed for increasing

awareness of domestic violence and sexual assault against American Indian and Alaska Native women, enhancing the response to such violence at the tribal, federal, and state levels, and providing technical assistance to coalition membership and tribal communities. Eligible applicants are established nonprofit, nongovernmental tribal coalitions addressing domestic violence and sexual assault against American Indian and Alaska Native women and individuals or organizations that propose to incorporate as nonprofit, nongovernmental tribal coalitions.

The American Recovery and Reinvestment Act invests in the President's and Attorney General's priority to protect the most vulnerable and victimized by providing additional funds to five existing OVW programs: STOP Violence Against Women Formula Grant Program to States and Territories, Grants to State Coalitions, Transitional Housing Assistance Program, Grants to Indian Tribal Governments, and Grants to Tribal Coalitions. As of October 2009, OVW made 267 awards totaling more than \$214 million to organizations throughout the country as part of the national effort to invigorate our economy, create and save jobs, and address the infrastructure needs of our country and economy to meet the challenges of the 21st century. Because they were in the early stages of development when this report was assembled, these programs did not contribute data to this report. These programs will be reported on in the 2012 Report to Congress.

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 OVW grant funding. This was accomplished in large part by the VAWA Measuring Effectiveness Initiative at the Muskie School of Public Service (University of Southern Maine), 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 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 VAWA 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 aggregate achievements of the grant programs funded by OVW.

Muskie School staff developed databases to assist grantees in the collection of data 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 programs⁹ and developed new forms and instructions for new programs.¹⁰ Muskie staff continues to work with OVW and others to develop semi-annual progress reporting forms for new grant programs, and the activities of new programs will be included in the 2012 Biennial Report.

This 2010 Biennial Report is based on data—both quantitative and qualitative—that reflect grantee activities from July 1, 2007 through June 30, 2009 (four semi-annual reporting periods) for twelve discretionary grant programs and for the comprehensive technical assistance initiative (TA Program) funded by OVW.¹¹

⁹Grantees began using the revised reporting forms on a staggered schedule beginning in July 2008.

¹⁰OVW began implementing new programs created by VAWA 2005 on a staggered schedule beginning in October, 2007.

¹¹ See footnote eight.

Effectiveness of OVW Grant Programs

Demonstrating the effectiveness of services provided to victims¹² and families and the effectiveness of the criminal and civil justice response to violence against women by agencies funded under OVW presents a challenge for those charged with meeting the reporting mandate of VAWA 2000. 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 OVW-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. This is the 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 seven grant programs that provided direct services to victims during the relevant reporting periods is impressive: OVW grantees reported serving an average of 117,436 victims/survivors¹³ during each six-month reporting period between July 1, 2007 and

¹² In 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 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.

¹³ This 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.

June 30, 2009¹⁴; this represents more than 97 percent of all victims/survivors who requested services.¹⁵

The majority of victims/survivors served were female (92 percent), white (49 percent), ages 25 to 59 (71 percent), and had been victimized by a current or former spouse or intimate partner (73 percent).¹⁶ Categories of services most frequently provided to victims/survivors¹⁷ were as follows (averages per reporting period)¹⁸:

- victim advocacy (42,497)
- crisis intervention (30,703)
- criminal justice advocacy/court accompaniment (29,042)
- civil legal advocacy (24,201)
- support groups and counseling (19,354).

The Supervised Visitation Program provided supervised visitation and exchange related services to an average of 2,938 families, including 4,435 children. The Rural Program served an average of 8,087 children per reporting period, including 3,073 children who received victim advocacy, 3,404 who received child advocacy, and 2,611 who received crisis intervention services.¹⁹ The Tribal Government Program provided services to an average of 1,408 children, and the Transitional Housing Program provided housing to 6,526 children and case management services to 3,421 children, on average, in each reporting period. Taken together, the average number of children served by these programs per reporting period was 15,035. 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 138,495.

Other indications of the vast reach of these OVW-funded programs are the number of professionals trained with grant funds during the two-year reporting period—569,341 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—247,603. Arrest

¹⁴Grantees 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.

¹⁵The 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.

¹⁶Percentages are based on victims/survivors for whom this information was known.

¹⁷Victims/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.

¹⁸In addition to the listed services, OVW grantees also responded to a total of 224,743 hotline calls from victims/survivors during the two years covered by this report.

¹⁹Due to changes in the progress reporting form, this information was available for the first two reporting periods only—July-December, 2007 and January-June, 2008.

Program grantees²⁰, who engage in criminal justice activities to a greater degree than any other grantees using funds for such activities, reported making 117,377 arrests during the two-year reporting period, referring 118,973 cases to prosecution, and disposing of 53,819 criminal charges and 138,892 criminal cases related to sexual assault, domestic violence, dating violence, and stalking.²¹

These OVW-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 OVW-funded programs can serve as models for other agencies and programs addressing violence against women in their jurisdiction, thus improving the quality of victim services and the criminal and civil justice response, and potentially changing the attitudes of their partners and their communities as a whole. The following types of agencies or organizations participated in weekly, monthly, or quarterly meetings with grantees during the January to June 2009 reporting period to address systems-level issues relating to violence against women²²:

- domestic violence program (631)
- law enforcement (546)
- prosecutor's office (486)
- social service organization (485)
- court (465)
- health/mental health organization (383)
- legal services organization (361)

The overwhelming majority of grantee agencies and organizations used OVW funds for staff positions, most often professional positions providing victim services and legal services to victims. From July 1, 2007 to June 30, 2009, OVW grantees reported funding on average 2,906 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 (635 FTEs)²⁴
- attorneys (314 FTEs)
- law enforcement officers (117 FTEs)
- trainers (120 FTEs)

²⁰Arrest 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 Rural, Tribal Governments, and STOP VAIW.

²¹As a result of a change in the Arrest Program progress reporting form, grantees began reporting prosecution data by cases rather than charges in the January-June 2008 reporting period.

²²Only the most frequently reported types of agencies/organizations are reported here.

²³Full-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).

²⁴This number includes FTEs for staff reported as victim advocates, legal advocates, victim witness specialists, and victim assistants.

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, 2004; Klein, Wilson, Crowe, & DeMichele, 2005; Sullivan & Bybee, 2004; Thistlethwaite, Wooldredge, & Gibbs, 1998). All of these activities have been funded and supported by the discretionary grant programs represented in this report. The following sections consider some of these critical components and why they are important, and presentation of research on the effectiveness of these practices where available. Specific VAWA-funded projects engaging in evidence-based practices will be featured to illustrate the effectiveness of grant-funded activities.

Coordinated Community Response (CCR)

A coordinated community response (CCR) brings together criminal justice personnel, victim advocates, social services staff, and other professionals to create a multidisciplinary, integrated response that holds offenders accountable for violent crimes against women and develops and strengthens services to victims 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 (Pence & Shepard, 1999; Shepard, 1999).

An evaluation of the Illinois statewide network of family violence coordinating councils, one of the major mechanisms for coordinating interagency intervention to address domestic violence, found that these councils facilitated stronger relationships and enhanced knowledge among stakeholders. This evaluation also found a positive relationship between the councils' formation and development and the rate of emergency protection orders that became plenary orders (Allen et al., 2010).

A reexamination of data from 10 CCR projects funded by the Centers for Disease Control and Prevention identified several factors at individual sites that were associated with higher rates of victim/survivor contact with intimate partner violence (IPV) services. Those factors included the following qualities and activities: developing goals and selecting priorities based on community needs, efforts to coordinate services, and disseminating information on the prevalence of IPV in the community (Klevens, Baker, Shelley, & Ingram, 2008).

Most often, evaluations of CCRs have looked at the impact on recidivism (Bouffard & Muftić, 2007; Harrell, Castro, Newmark, & Visser, 2008; Post, Klevens, Maxwell, Shelley, & Ingram, 2010). An alternative approach - examining the impact of a CCR on the behavior of systems and on attitudes of communities - was taken in an investigation in Georgia. That study examined criminal justice system response in two counties; the goal of the study was to determine the changes in practice of participants in the CCR growing out of their collaboration, and particularly the effect of the CCR intervention on legal sanctions administered to batterers. The CCR

activities included the following: participation on a Community Task Force on Family Violence, training of task force members on implementing the CCR, implementation of a batterer intervention program (BIP), extensive training of law enforcement agencies in each county, and a public awareness campaign. Researchers found statistically significant changes in systemic responses post-CCR, e.g., increases in the number of arrests in both counties and a higher prosecution rate in one county. In the county that increased its prosecution rate of domestic violence offenders, researchers observed that more offenders were sentenced to probation and batterer intervention and fewer received a fine. However, there were no differences in the numbers of convicted offenders who received jail time or in the amount of jail time. The amounts of fines did increase (Salazar, Emshoff, Baker, & Crowley, 2007).

While traditionally CCR has referred to the criminal justice system and organizations serving victims/survivors, Pennington-Zoellner (2009) suggests broadening the concept of “community” to include additional formal groups such as employers and churches and informal groups such as community groups, family systems, social groups, and neighbors. Pennington-Zoellner argues with special emphasis that including employers in the coordinated response could impact a survivor’s financial security and, because employers are in a position to effect domestic violence-related policies and procedures in the workplace, could contribute to changing social attitudes about IPV.

Research on the impact of 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).

In recognition of the importance of interagency coordination and collaboration, OVW requires most discretionary grantees to develop and/or to participate in a CCR to address violence against women in their communities. In these cases, the progress reporting forms require that grantees provide information on the number of formal partnerships (those organizations with which the grantee has executed a memorandum of understanding [MOU]) and on the frequency of interactions with their MOU partners and with a broad range of other organizations. Grantees report on the frequency of victim referrals and victim or case-level consultations, and systems-level interactions, such as task force, work group, or coordinating council meetings.²⁵

During the four reporting periods covered by this report, OVW required Disability Program grantees to engage in activities designed to build and strengthen relationships between victim services providers and organizations serving people with disabilities. Participants formed collaboratives in which they identified common values, developed mission statements, conducted needs assessments, and crafted

²⁵Due 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. Some data reflecting CCR activities with criminal justice agencies does appear in this report.

strategic plans, among other activities. Here is one grantee's description of the early stages of this process and the impact on those involved:

The planning and development stage of the Disability Program grant has resulted in many positive changes at the YWCA and Goodwill. . . . Team members have greatly improved their knowledge of each other and of the collaboration organizations. Communication plans and conflict resolution protocols were of particular interest and have served the group well as we proceed to the needs assessment plan. Values and assumptions were critical discussions for each agency, since neither had experience serving this population. These conversations have already improved service to individual clients in both agencies and changed how team members approach other collaborations. Activities have also changed how team members view information from other organizations about people with disabilities who are potential victims of domestic violence and/or sexual assault.

- *YWCA of Western Massachusetts*

Abuse in Later Life Program grantees provided training to law enforcement officers, prosecutors, and judges through local and national training events. Some of these were train-the-trainer events, and participants returned to their communities to provide training to law enforcement personnel. For the following grantee, attending the national training events promoted collaboration and systems-level change in their community.

Thus far in the grant, we have sent four prosecutors and three judges to national institutes on elder abuse. All of the judges returned from the trainings wanting to know more about local adult protective service agencies and all three told me that they had not thought that we really had much elder abuse here and were surprised to see such cases on their docket when they returned. The trainings are opening eyes. Simply put, elder abuse is now seen as a local concern. In the beginning, law enforcement officers (and even some of our trainers) did not think that much elder abuse happened here. Some did not think that the training module on financial exploitation was even really needed. This has changed. Not only are the officers more likely to be aware that elder abuse is a local issue, but prosecutors and judges are also. This has resulted in an increase in prosecutions for financial exploitation, which have received some media attention. The funding has also allowed for greater collaboration in both current cases and systems work. Our adult protective services trainers report an increase of calls to their agency from law enforcement officers. Our local coroner has reached out to our team to start an elder fatality review team to address abuse in the home and in unlicensed board and care homes.

- *Against DV and SA Services, Illinois*

Sexual Assault and Domestic Violence Response Teams (SART/DVRT) are examples of CCR efforts that communities have adopted to address sexual assault and domestic violence. SARTs, which are often organized around sexual assault nurse examiner (SANE) programs, help ensure a victim-centered coordinated community 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. Some SARTs have case-specific discussions while others focus more on systemic responses. SART programs greatly enhance 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 et al., 2005; Crandall & Helitzer, 2003).

A court-based SART in West Virginia, which is coordinated with Arrest Program funding, has made significant progress in building relationships between rape crisis center staff and law enforcement officers and prosecutors; these improved relationships have, in turn, resulted in more and better services to victims/survivors.

Active, fledgling SARTs are now functioning in five counties. The effects of the collaborative efforts are already evident. Law enforcement officers in one county previously refused to work with the rape crisis center advocates. Since the SART Coordinator has been working to build trusting relationships and initiate a coordinated community response, now, not only do officers contact an advocate when a victim is at the hospital, but they also allow the advocate to be with the victim during the interview. The relationship has improved to the point that officers have twice brought lunch (unannounced) to the rape crisis center staff! Increased collaboration has been evidenced by the SART coordinators also receiving calls from their local prosecutors requesting assistance for victims who are already involved in the criminal justice system and need legal advocacy and/or additional support. In one county the coordinator utilized the prosecutor to intervene in a case where a law enforcement officer suggested that a victim be polygraphed. The coordinators are experiencing an improved working relationship with the medical community.

- *West Virginia Department of Health & Human Resources*

Some OVW grantees have expanded CCRs beyond the legal system and its partners to engage community leaders in collaborations to enhance advocacy and safety for victims/survivors. A Rural Program-funded shelter in Texas was involved in a CCR that recognized the important role that businesses can play in responding to the needs of victims/survivors:

CCR members were engaged in the discussion of increased trainings for area businesses and suggested that current relationships with local management personnel be utilized in order to develop new policies and procedures to serve employees who are victims of domestic and/or sexual violence; and furthermore, that a mentorship program for adopting these policies might be fostered between businesses.

- *Bastrop County Womens Shelter Inc., Texas*

Another Rural Program grantee described its efforts to develop a relationship with Mormon leaders, opening new doors for support and safety for victims/survivors who are members of the Mormon Church:

One of the most rewarding goals we've accomplished through support from the Rural Grant was the education and networking

with Latter Day Saints (LDS, or Mormon) church leadership. In September of 2007, after two years of work, we presented to more than 100 local and regional clergy, representing 80 congregations in our region. The LDS church is known for having all of the resources they need within their church, so to be allowed to present in a regional meeting with that many clergy in attendance was extraordinary. The presentation was very well received and we've had requests from around the state to present in other regions. We immediately began receiving calls from the local congregation leaders for assistance in working with domestic violence victims and have developed working relationships with several of them. This is so valuable to victims because many times they turn to their church leaders first. They have resources that we don't have, and we have resources that they don't have - so the victim is more likely to receive what she needs.

- Family Crisis Center, Inc., Idaho

A community collaborative may be a partnership between a grantee and one or several agencies of the criminal justice system. Often, one organization's ability to respond to the needs of victims/survivors is dependent upon the actions of another organization. Following is an example involving an LAV Program grantee in White Plains, New York and both the county prosecutor and law enforcement agencies in the Hudson Valley area:

The LAV-funded Immigration Unit met with several law enforcement agencies to advocate on behalf of immigrant victims of domestic violence crimes to receive certifications for the U-visa. The U-visa is a nonimmigrant status available to victims of statutorily enumerated crimes who cooperate with law enforcement in the investigation or prosecution of the crimes committed against them. Law enforcement must certify the victims as cooperative victims who have suffered as a result of the crime. The certification creates the basis for U-visa eligibility. My Sisters' Place Immigration Unit has developed a relationship with the Westchester County District Attorney's Office to certify victims. The Unit has frequent and collaborative contact with the District Attorney's office regarding individual cases, which fosters broad cooperation and facilitates ease of U-visa certification procurement and advocacy for victims. In addition, [our attorneys] met with the Executive Director of 2-1-1 [a free and confidential source of information and referral for those looking for help with food, housing, employment, health care, counseling, etc.] . . . and former Chief of Police in Ossining, New York to solicit ideas on how to effectively raise the issue of U-visas with area police departments. As a result of the advice and guidance from Chief Donato, we successfully advocated for U-visa certifications from the Chief of Police in Peekskill, New York, who enthusiastically agreed to sign certification requests for victims of crimes in Peekskill.

- My Sisters' Place, Inc., New York

In many instances, CCR efforts expand the reach of services and the quality of the response to victims/survivors. This was the case with a Supervised Visitation Program grantee from Nebraska:

The CCR activities of the Grand Island "Heartland Family Visitation Center" have led to a great increase in the number of referrals coming from community partners and agencies. For example, the Center started with eight families, and after multiple community meetings, the client caseload grew to about 45 families per month on average. Existing relationships have grown significantly and new partnerships have been added. The Center recently began working with a new prisoner re-entry program begun in Grand Island to help coordinate family visits for released prisoners. Each partner has indicated that they have gained a better understanding of other agency needs and abilities and have better coordinated services to shared clients. The local domestic violence program and staff have become an immeasurable asset in providing accurate information about the populations needing to be served and educating Visitation Center staff and community members in best practices in contacting and assisting victims of domestic violence.

- *City of Grand Island, Nebraska*

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. Policies and protocols, however, may become "just words on paper" and not command ongoing compliance from staff unless training is updated and administered on a regular basis to reinforce their importance (O'Dell, 2008).

Many OVW grantees have employed the Safety Audit process to develop new policies and implement protocols, practice guidelines, and forms.²⁶ The focal point of investigation in an Audit is the gap between institutional practice and deliverables and the needs and experiences of both victims/survivors and perpetrators. An Audit investigates systemic problems and produces recommendations for systemic change (Praxis International, 2010). The process engages local, cross-disciplinary teams in examination of current policies, protocols, guidelines, forms, and work routines, evaluating whether they strengthen or impede safety for victims of battering.

One Rural Program grantee devised a protocol for response to domestic violence for all law enforcement agencies in its county. Recognizing that no protocol is self-implementing, the grantee sponsored mandatory, ongoing training to ensure the effectiveness of the county-wide law enforcement:

From the Safety Audit, a law enforcement Domestic Violence Law Enforcement Protocol was developed and implemented countywide. Mandatory training was provided to all law enforcement officers, probation staff, prosecutors, victim advocates, and others on the use of the Protocol. This has significantly increased offender accountability and victim safety through following the procedures outlined in the Protocol. Ongoing training sessions are provided to ensure compliance with the

²⁶Tools for safety audits in police departments and prosecution offices can be found at http://www.praxisinternational.org/praxis_safety_audits_resources.aspx.

Protocol on the part of law enforcement officers, especially new officers that came on board after the initial training.

- County of Jefferson, Oregon

This example of an LAV Program grantee's participation in a SART reveals how efforts to develop policies and protocols can expand into new areas and further enhance victim safety and increase offender accountability:

In developing our civil legal services offered to sexual assault victims, we had our staff attorney assist in drafting policies, procedures and protocols for the Sexual Assault Response Team (SART), and participate in team meetings. While the SART initially appeared to be solely a tool of law enforcement to gather evidence and build a case for prosecution, the focus of the team evolved to include support services, including mental health, domestic violence advocates and child and family services, after each agency's confidentiality policies were reviewed and considered. The focus of the team became less about prosecuting the criminal case and more about addressing all of the sexual assault survivor's needs at all steps during the process, making sure that victim safety is paramount.

- Dawson County Domestic Violence Program, Montana

The following Campus grantee illustrates how members of a campus and community-based CCR worked together to develop protocols on law enforcement response, and to revise the student conduct code to address confidentiality:

In collaboration with project partners and community allied professionals, we have substantially revised policies regarding campus police/security and local law enforcement on protocols regarding emergency responses specific to violence on campus. Policies on the student conduct code have also been significantly revised to include dating violence, domestic violence, stalking and sexual assault. The revised student conduct code also includes confidentiality and immunity policies in regards to providing services to students affected by violence on campus. We expect that the revision of these policies will more effectively clarify the responses and procedures of the College should a student on campus disclose any form of domestic or dating violence, sexual assault or stalking. With more explicit policies, we hope students will feel more secure in seeking assistance.

- Jefferson College of Health Sciences, Virginia

Arrest and Rural grantees (from the two programs with the largest number of grantees) reported developing and/or implementing policies and protocols on the following topics with the most frequency: appropriate response to underserved populations, confidentiality, providing information to victims/survivors about victim services, identification of primary aggressor/discouraging dual arrest, protection order enforcement, and immediate access to protection order information. An average of 273 OVW-funded grantees overall reported using OVW funds to develop, revise, and/or implement policies and protocols.

Training

The threads of CCR, policy and protocol development, and training are inextricably intertwined. The policies and protocols developed as part of a CCR are most effective when participating agencies engage in training and cross-training. Such training can make staff members aware of policies, make clear the reasons behind them, and establish the strong endorsement of management.

OVW-funded programs develop and implement training events²⁷ on sexual assault, domestic violence, dating violence, and stalking. They address policy, protocol, and “best” practices that enable professionals to improve their response to victims/survivors, the roles and responsibilities of particular professionals and agencies, and the corresponding mandates of other institutions in the legal and community systems. Training expands substantive and procedural knowledge and offers skill-building exercises.

In recognition of the important role training plays in combating violence against women, almost all²⁸ OVW discretionary and formula grant programs support training of a wide range of professionals who are likely to come in contact with victims/survivors to improve their response to sexual assault, domestic violence, dating violence, and/or stalking.²⁹ Understanding these issues is critical to an effective response to violence against women and to preventing further harm and unintended negative consequences to victims/survivors. For example, as the first responder, the police officer is often the person who can direct the victim/survivor to appropriate services and send a clear message to the perpetrator that the community views domestic violence 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).

One unintended, adverse consequence of arrest policy and practice, particularly in jurisdictions with mandatory arrest policies, is dual arrests - i.e., arrests of both batterers and victims - and an increase in the number of arrests of women who are victims/survivors. One study looked at unintended consequences of a mandatory-arrest statute 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). To avoid inappropriate arrests of victims who have inflicted wounds on their violent partners in an attempt to avoid further harm to themselves, a former police officer, now a leading trainer on law enforcement response to domestic violence, recommends that police officers receive training on

²⁷For 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 stalking 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.

²⁸Only the Transitional Housing Program does not provide training to other professionals.

²⁹Additional victimizations include child abuse for the Rural Program, and elder abuse and exploitation for the Training Grant Program.

defensive wounds. Training to identify these types of wounds (e.g., bite wounds to the chest or arms) may result in a decrease in the number of victims/survivors who are arrested (O'Dell, 2008).

Currently there is a heightened awareness about elderly victims of domestic abuse and an interest in better understanding how their experiences differ from those of younger victims. A study involving 134 victims who participated in 21 separate focus groups found that because older victims of domestic violence are socialized to have unique generational and religious beliefs regarding marriage and its dissolution, they are most inclined to discuss domestic abuse with clergy, if they choose to discuss it at all (Beaulaurier, Seff, Newman, & Dunlop, 2007). Thus, clergy members are also in a critical position in terms of responding to the needs of domestic violence victims and referring them for appropriate support and services. While the participants reported that their religious faith played an important role in their decisions to stay in or leave abusive relationships, none of the participants reported that they were referred by their clergy for social services related to the abuse or violence. This study illustrates in dramatic fashion the importance of training clergy, pastoral counselors, and other faith-based organization staff on the dynamics of domestic violence in particular, and on services and resources available to victims who are older.

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 care providers before and after a three-hour domestic violence training program found that after the training (and six-months post-training), 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.

An attorney representing a victim/survivor 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 in life and litigation, and, second, by not recognizing the danger the batterer poses to the client. Risk assessment and safety planning are especially important in domestic violence and intimate partner sexual assault cases, as victims may be in greatest danger when attempting to leave or when newly separated from abusive partners (Fleury, Sullivan, & Bybee, 2000).

Social workers, particularly benefits workers, are in a position to respond to the needs of victims of domestic violence, yet few are trained to do so (Payne & Triplett, 2009). While domestic violence occurs at all socio-economic levels, some research suggests that it occurs at a higher rate among those who live in poverty (Tolman & Raphael, 2000). Thus, many women seeking some form of public benefits may also be victims of domestic violence. Benefits workers, then, are especially well-positioned to identify domestic violence victims and to provide them with the appropriate assistance in order to escape the violence.

One study found benefits workers less likely than other social workers to attend trainings on domestic violence and less likely to screen clients for domestic violence (Payne & Triplett, 2009). Policies mandating training for benefits workers and screening of benefits clients would help ensure that these victims are not overlooked by the social welfare system. Again, the connection between training and policy is an important one: research suggests that human services agencies with policies mandating training have a higher rate of participation in training compared to agencies with no such policy (Payne, Carmody, Plichta, & Vandecar-Burdin, 2007). These researchers suggested, "Developing policies that encourage participation in domestic violence training programs sends a message that these cases are important to agencies as well as public officials."

Austin, Texas used Arrest Program funds to deliver training on dual arrests and department procedures relating to domestic violence:

A sheriff's office detective, with support from Domestic Violence Unit detectives, held seven domestic violence trainings for 109 sheriff's officers and civilian personnel. There were no dual arrests by sheriff's officers during this report period as a result of the impact of these trainings. Some sample comments from the evaluations: "Very eye-opening. I was blaming the victim before this." "This class gave me a new perspective on domestic violence calls." "Instructors have good ideas on how to determine the predominant aggressor." "I have handled incidents of domestic violence involving staff and now see clues/symptoms I missed." Austin Police Department (APD) Domestic Violence Unit detectives trained over 700 APD officers on domestic violence and Family Violence Protection Team procedures including all supervisors and district representatives and a cadet class of 60.

- *City of Austin, Texas*

Cross-training of professionals can ensure that staff in each participating agency understand how their roles and responsibilities relate to those of staff in other units or in their partner agencies. An Arrest Program grantee coordinates and cross-trains between its specialized domestic violence prosecution unit and the Elder Abuse unit to ensure that victims are not re-traumatized:

Our unit prides itself in working closely with our Elder Abuse Vertical Prosecution Unit (EAVP). We are constantly communicating between the units to ensure that our victims are not re-traumatized through the criminal justice system. Through cross-training, all of our units are able to assist victims of elder abuse domestic violence and elder abuse sexual assault cases. This is extremely important in helping domestic violence elder abuse victims because victim/survivors may have been in the situation for years, if not decades. Unit response now decreases their concerns and fears about the criminal justice process and what will happen to them if they report. Our goal is to keep the lines of communication open and to continually work with our EAVP Unit in training our local senior centers and Adult Protective Services.

- *Lake County, California*

The following Arrest and LAV Program grantees provided training to ministers and faith-based counselors:

We have engaged the local faith community in our work through training programs offered by our minister liaison with the Domestic Violence Coordinating Council. We have offered scholarships for the past two years to our annual conference. This year we had ministers calling for scholarships even before the registration forms went out. To date, we have trained 230 ministers.

- City of Spartanburg, South Carolina

During this reporting period, the clinic director also trained faith-based family counselors in a local mega-church, after a clinic client reported problems with one of the church counselors. The counselor mistakenly believed that state law required her to report domestic violence to the police, in violation of confidentiality principles and in a way that put the client at greater immediate risk. The church gladly accepted an offer for training on mandatory reporting laws and on domestic violence issues. After the training, the counselors reported a sea-change in their understanding of how domestic violence would change their marital counseling for hundreds of couples.

- Tulane University, Louisiana

State/territorial coalitions use OVW funds to develop training curricula and execute numerous workshops, conferences, and ongoing, certified training modules for member organizations, criminal justice system personnel, community partners, and other professionals collaborating in the work. These training events often address the implementation of new protocols that are targeted at upgrading practice, as the following Coalitions Program examples illustrate:

The SART protocol training that is rolling out, thanks to the funding, has enabled the coalition to really work with communities on the implementation of anonymous reporting, while preserving evidence and keeping victims safe and happy. We hope to build upon this in future years. The completion of the SART protocol has been a tremendous benefit and will greatly improve the response to victims of sexual violence as well as increase their safety. The SART training will commence in February 2009. Every county prosecutor in Indiana will have a SART established in some capacity by the end of 2009.

- Indiana Coalition Against Sexual Assault

The Domestic Violence Stalking Coordinator and Sexual Violence Specialist have implemented a Law Enforcement Boot Camp that is an interactive eight-hour, certified law enforcement education and training project. It addresses attitude, appropriate response, investigative techniques and report writing. The pilot training was attended by more than 25; five more have been scheduled; and several others have expressed an interest in hosting Boot Camp.

After the first training the local advocacy program announced to the Coalition that with just this one training they had seen a marked improvement in law enforcement response to victims.

- *Oklahoma Coalition Against Domestic Violence and Sexual Assault*

In conjunction with the Pennsylvania Coalition Against Domestic Violence (PCADV) Medical Advocacy Task Force, the Medical Society developed an online continuing education course on domestic violence that has been available for the last two years. During 2007, 300 physicians took the online course. The Medical Society plans to renew the continuing education credits for the course and continue to have it available through 2010.

- *Pennsylvania Coalition Against Domestic Violence*

An LAV Program grantee used OVW funds to train prosecutors and saw dramatic changes in practices as a result of the training.

This year, a newly elected district attorney (DA) announced at a clinic training a commitment to the prosecution of domestic violence. The clinic offered to train DAs in order to help make this commitment a reality. Together with the Family Justice Center, the clinic hosted an all-day training for the entire DA's office. For eight hours on a Saturday, the elected DA and almost all of his 70 assistants listened to a national expert on the prosecution of domestic violence. As a result, for the first time, clinic clients have obtained criminal justice enforcement of their protective orders, and assistant DAs regularly contact the clinic director for technical assistance. In one recent case, the DA's office prosecuted a marital rape of a clinic client.

- *Tulane University, Louisiana*

In recognition of the importance of reaching benefits workers and recipients, a STOP VAIW Program grantee provides ongoing domestic violence training and educational presentations to both recipients and case managers of the Temporary Assistance for Needy Families (TANF) Program sites in Nevada and California.

Our program advocates have provided the TANF program case managers with referrals, referral letters, and domestic violence, sexual assaults, stalking and harassing, and dating violence information regarding domestic violence clientele who are TANF recipients as well, as long as the client has signed a release of information form. Our program is also in the process of creating a Domestic Violence Response Protocol for TANF staff to address victims of domestic violence, sexual assaults, and stalking and harassing, and dating violence incidences when a victim reports the incident directly to them. Our program has . . . hosted presentations for TANF clients at their mandatory monthly eligibility report status meetings. This not only informs the TANF clients but also provides and equips the TANF staff with the

knowledge and understanding of domestic violence, sexual assaults, stalking and harassing, and dating violence as well.

- *Washoe Tribe of Nevada and California*

An average of 579 OVW grantees provided training during each reporting period, training 569,341 professionals over the two-year period covered by this report, including the following:

- 89,501 law enforcement officers
- 79,585 victim advocates³⁰
- 38,236 health professionals³¹
- 34,434 attorneys and law students
- 17,172 court personnel
- 14,626 government agency staff
- 12,306 prosecutors
- 11,238 faith-based organization staff

Grantees most often provided training³² on the following topics: domestic violence and stalking overview, dynamics, and services; safety planning for victims/survivors; confidentiality; and advocate response.

Technical Assistance

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 Assistance) 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 various 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

³⁰This number includes both governmental victim assistants or victim witness specialists (5,559) and nongovernmental victim advocates (74,026).

³¹This number combines the categories “health care provider” (25,640) and “mental health professional” (12,596).

³²Grantees 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.

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 National Clearinghouse on Abuse in Later Life, a recipient of Technical Assistance Program funds, reported the following:

Funding has allowed NCALL 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. We are in the final editing stages of the law enforcement curriculum. In addition, we have been able to bring together experts from around the country to begin to develop the following: a manual on creating or strengthening direct services for older individuals who have or are experiencing domestic violence, dating violence, sexual abuse or stalking in later life; a manual on building or strengthening existing coalitions or task forces focusing on elder abuse; an abuse in later life community assessment tool; a training manual to facilitate a half-day training for advocates, adult protective service workers and law enforcement on enhancing the safety of and providing support to older victims and holding offenders accountable.

- National Clearinghouse on Abuse in Later Life, Wisconsin

An average of 242 grantees from the Tribal Coalitions, State Coalitions, Technical Assistance, and Disabilities Programs provided technical assistance during each reporting period. These grantees conducted 158,919 technical assistance activities, including 4,403 site visits, to a broad range of professionals during the two years covered by this report. An average of 77 LAV grantees provided technical assistance to legal professionals (including attorneys, judges, prosecutors, legal services staff, guardians ad item, Friends of the Court, and court mediators) and victim advocates during each reporting period.³³

Community Education/Public Awareness

Grantees from the Rural, Campus, Tribal Governments, and State and Tribal Coalitions Programs conduct educational and public awareness programs as part of their grant-funded activities. These programs include awareness and prevention programs conducted for incoming freshmen with Campus funds, public awareness events sponsored by the coalitions (e.g., “awareness month” campaigns on sexual assault, domestic violence, and stalking; Clothesline Projects; and Silent Witness poster sessions), and educational activities delivered by Rural Program grantees to students and community members on topics such as sexual assault, domestic violence, child victimization, dating violence, and healthy relationships.

³³ LAV grantees report only that they provided technical assistance to specific categories of legal or other professionals; they do not report the number of professionals receiving the technical assistance nor do they report the number of technical assistance activities they provide.

The Idaho Coalition against Sexual and Domestic Violence used Rural Program funds to staff the Idaho Teen Dating Violence Advisory Council. The Council engaged in a broad range of public awareness and community education events that included the following: mailing a series of six posters to every secondary and private school and youth group in the state for the 2008 National Teen Dating Violence Awareness & Prevention Week; articles written by teens for school newspapers; media interviews; and speaking engagements at community forums and school assemblies. Project staff and collaborating teen organization members made 194 presentations to a variety of audiences in various settings - school assemblies, health classes, youth groups, military family group meetings, town halls, Family, Career, and Community Leaders of America District Conferences, and Girl Scout meetings.

Tribal grantees, using Rural and Tribal Coalitions Program funds, also reached out to the young people in their communities on the issues of sexual assault and healthy relationships:

Funding has allowed us to expand our handout materials from last year's bookmarks and the previous year's brochures to include the "Got Consent?" approach to preventing sexual assault. We also were able to purchase copies of the film "Silent Message" which features a Plateau Tribal young woman as a survivor of sexual assault and incest. The film also created a more cultural approach to addressing sexual assault in Indian country. The multiple showings within the Tribal community, Tribal charter high school and the high school in town fostered dialogue across ethnicities that was furthered at our Strength As A Nation conference teen track. It is the hope that these materials and dialogues will be catalysts to social change.

- *Confederated Tribes of the Umatilla Indians*

Campus Program grantees educate students and engage in public awareness events relating to sexual assault, domestic violence, dating violence, and stalking. Sponsored events have led to other educational programs on their campuses and to increases in the number of students seeking services.

Violence Prevention Program (VPP) staff began providing in-class presentations to graduate-level marriage and family therapy students on dating and domestic violence, sexual assault, and stalking. During Sexual Assault Awareness month the VPP launched the "I love consensual sex" campaign, which promoted healthy communication between partners regarding sex, guidelines for consent, and how to help a sexual assault survivor. The campaign was very popular among students at California State Polytechnic University (Cal Poly) and sparked educational programs among student groups such as the Catholic Newman Club and Housing. Part of this campaign featured programs such as the march and rally as well as our first Take Back the Night which approximately 125 students attended. As a result of Sexual Assault Awareness Month programming and continued collaboration with faculty members, the VPP saw an increase in the number of individuals seeking out emergency support services.

- *Cal Poly Pomona Foundation, Inc., California*

Grantees from the Rural, Campus, and State and Tribal Coalitions Programs conducted 16,920 educational and public awareness programs and events that reached a total of 390,091 students³⁴ and 292,869 other community members over the two-year period covered by this report.

System Advocacy

OVW funding has enabled many grantees to engage in advocacy for systemic reform. While much of the day-to-day groundwork of system advocacy may occur in the context of a CCR, and even though the goals and values of system advocacy work may overlap with those of a CCR, the two are different. True system advocacy is a complex process that requires critical thinking, problem-identification, solution formulation, review, modification, consensus building, reform adoption, and evaluation and revision. It is time-consuming and labor-intensive, and requires taking the long view.

The goal of system advocacy is to upgrade the functioning of a system to promote broad access to justice, both social and legal, for victims of sexual assault, domestic violence, dating violence, stalking, elder abuse, and exploitation; to avail them of safety, autonomy, and restoration; to enhance perpetrator accountability, desistance, and rehabilitation; and to improve the functioning of all agencies/systems to deliver on the promises and potential of their institutional mandates. The aspiration of participants in system advocacy work is to create seamless pathways throughout legal and community systems that enable the delivery of victim-informed, efficient, accessible, comprehensive, and effective services to victims/survivors.

While the term “system advocacy” first emerged from community-based victim advocacy and service program work on behalf of victims of domestic violence, it has since been embraced by disciplines and institutions across the spectrum of justice and community endeavors and has expanded to include the eradication and remediation of all forms of violence against women. Reform efforts now include a broad array of participants: police, prosecutors, pre-trial service personnel, victim assistants, court administrators, judges, probation, corrections, faith leaders, healthcare providers, community-based victim advocacy and service professionals, batterer intervention services, court-annexed treatment services, human services staff, neighborhood leaders, employers, and broadcast/print/internet/social-networking media. These participants see themselves as initiators or allies in the reform of systems to enhance safety, accountability, and justice related to prevention and intervention in violence against women.

The research on system advocacy and CCRs in the context of work to end violence against women is limited to examination of the efficacy of these strategies in SANE initiatives and in various systems that address intimate partner violence (IPV)³⁵ (e.g., criminal and civil justice systems, victim services/advocacy programs, batterer intervention programs, and prevention efforts). Researchers have suggested that coordinated community response, system advocacy, and other reform initiatives to

³⁴This number includes middle school, high school, and college students.

³⁵ “Intimate partner violence” and “domestic violence” are used interchangeably to mean violence that is committed by intimate partners.

end violence against women and children merit further investigation and evaluation. (Allen et al., 2010; Campbell, Bybee, Ford, & Patterson, 2008; Garner & Maxwell, 2008a; Hart, 1995; Office of the Chief Judge, 2005; Pence & Shepard, 1999; Post et al., 2010).

OVW-funded grantees from various grant programs have engaged in system advocacy, leading and collaborating in the upgrading of policy and practice in their organizations, with their community partners, and with professionals in systems relevant to their funded work. Grantees in Arrest, LAV, and Tribal Coalitions and State Coalitions Programs, respectively, describe their system advocacy endeavors as follows:

Once there was an incident, prior to funding, the victim was turned over to the county agencies for case management. While the county agencies are very capable, the local level of services now provided to the victim are of such a high level that they do not compare to the "system" the victim previously entered. There are direct, post-incident, one-on-one services for the victim, and any children. The attention is given to the comforts of the victim (and children, if present) while the process takes place. The advocate has extensive contacts with the victim once the parties arrive at police headquarters. The case management is much more extensive with the Arrest Program funding. The investigators work very closely with the advocate in ensuring the victim has total access and direction to the available sources, from the point of arrest through the conclusion of the legal process. Feedback from victims has been extremely positive to the services now available.

- *The Borough of Wildwood Crest, New Jersey*

The LAV grant has created ripples of social change by making it possible for Safeline to build connections and conduct much needed systems advocacy. The Legal Department's staff is sitting at many important tables where they bring survivors' voices and needs to the forefront of discussions. They have successfully created a patchwork of resources and partners that support and encourage the development of Safeline's Legal Department. In turn, these important connections have improved the overall social climate for victims and survivors in our community. Thanks to the LAV grant, Safeline has become a flagship service provider in this rural area, and we are filling gaps that service users have fallen through for years.

- *SAFELINE, Inc., Vermont*

Active participation in events that address the institutions that have the power to change policies, protocols, and procedures must be inclusive of Native women's experiences and issues to create effective change. These system advocacy activities also raise awareness and educate system representatives on cultural differences that impact the response and treatment of Native women. The more visible and participatory we are as a group of Native women, the more recognizable we become as a coalition and are invited to attend other events sponsored by tribal government, local and state government and other entities. Additionally, these events create opportunities to educate people

on myths and beliefs about Native women that are commonly held; we encourage education and training about perceptions of women and the barriers they face by making a distinction between managing battered women's lives and providing information and options for women to make informed choices in an abusive relationship; not being involved at every opportunity creates invisibility and decreases the safety for Native women.

- Mending the Sacred Hoop, Minnesota

State Coalitions Program funding is profoundly different from other funds available to us. The Washington Coalition of Sexual Assault Programs (WCSAP) uses this funding primarily to support our systems advocacy work. Our participation enables us to bring the voices and the needs of victims to the statewide table. The coalition is uniquely positioned to do this important work, and without the coalition the voice of the victim gets minimized or even silenced which is unacceptable to happen. This representation of victim's voices is a critical component of coalition work. The State Coalitions Program has provided us with the opportunity to use these funds to provide leadership with relevant training opportunities to support quality coalition governance and vision.

WCSAP has maintained a strong attendance and participation in systems coordination opportunities. WCSAP has continued to be instrumental in presenting and representing the voices of victims and sexual assault issues via our participation on systems groups. Groups in which we participate with support from this funding are Washington State Department of Corrections Victim Council, Sentencing Guideline Commission, Washington's State's Automatic Victim Information System, Washington Sex Offender Policy Board (WCSAP's Executive Director is the Vice-Chair), Washington Sex Offender Policy Board Subcommittees and the Washington State Child County Protocol Review Team.

- Washington Coalition of Sexual Assault Programs

The funding from the State Coalitions Program allows Day One to effectively identify gaps in services to sexual assault victims and to better coordinate stakeholders in strategies to address these gaps. We have also successfully been engaged in system advocacy to effect policy and procedural changes to improve institutional responses to sexual assault victims. Without State Coalitions Program funding, Day One would be unable to play a leadership role in the development of many collaborative system-wide efforts to improve the response to sexual assault victims. For instance, Day One provides leadership to the Rhode Island Sex Offender Management Task Force. The committee meets bi-monthly and several sub-committees and workgroups are currently operating.

- Day One, Rhode Island

During the two years covered by this report, grantees of the State and Tribal Coalitions Programs convened and/or participated in: 215 state-level commissions; 368 community, regional or statewide task forces; 369 multidisciplinary working groups; 316 project-specific interagency working groups. They also engaged in 132 tribal system advocacy activities.

Services to Victims and Families

The provision of services to victims/survivors and families is a major conduit for creating safety and security. Victims/survivors and families struggle with the physical, emotional, and financial implications of sexual assault, domestic violence, dating violence, and stalking. Beyond services, communities across the country engage in a wide variety of educational and preventive services.

Studies indicate that victims of intimate partner violence who seek services do so as part of an on-going process, rather than as a one-time occurrence; seeking services may be related to how long the abuse has been occurring and the severity of the violence (Goodman, Dutton, Weinfurt, & Cook, 2003). A study by Macy, Nurius, Kernic, & Holt (2005) found that over a third (38 percent) of women sought assistance from community-based domestic violence and sexual assault agencies within one month of a partner assault. These victims/survivors often require comprehensive advocacy to meet their needs for a variety of services. These may include a combination of housing, legal services, child care, counseling, transportation, financial, social, and/or educational services (Allen, Bybee, & Sullivan, 2004). In addition, the types of services sought may evolve over time as the needs of victims change (Coker, Derrick, Lumpkin, Aldrich, & Oldendick, 2000). Victims/survivors often require assistance locating and securing the tangible services needed to support survival and facilitate the termination of abuse (Postmus, Severson, Berry, & Yoo, 2009). The literature also reveals that victims who receive comprehensive advocacy and services are more effective in meeting their needs and achieving goals of safety, autonomy, healing, and economic security than women not receiving such support and services (Allen et al., 2004).

Services to assist victims with financial challenges are a critical component of the panoply of assistance and advocacy important to victims/survivors. Access to money (e.g., income, spousal support, Temporary Aid to Needy Families [TANF], and other government benefits) and economic self-sufficiency are critical to victim/survivor independence from perpetrators (Allstate Foundation, 2006).

To address the complex needs of victims/survivors and families, activists and communities have worked diligently to create responsive programs and services. During the two-year reporting period, seven of the OVW discretionary grant programs (Arrest, Campus, LAV, Rural, STOP VAIW, Transitional Housing, and Tribal Governments) funded an array of direct services to victims/survivors. These services included crisis intervention, emergency assistance (e.g., clothing, food, medical care, and housing), victim/survivor advocacy, criminal justice advocacy, civil legal advocacy, counseling and support, victim-witness notification, medical response, language lines, hotline services, transportation, and referrals to community resources and agencies. LAV grantees provided direct legal services to victim/survivors, as well as training to professionals in the legal system who work with victim/survivors. The Supervised Visitation Program provided visitation and exchange services to families and children affected by domestic violence. The number of victims/survivors, parents, children, and other dependents served by all eight grant programs averaged 138,495 in each six-month reporting period.

Crisis Intervention Services

Crisis intervention is the process by which a person (usually a victim advocate) identifies, assesses, and intervenes confidentially and privately on behalf of an individual in crisis. The goal of crisis intervention is to reduce the amount of mental, physical, emotional, and financial stress a victim/survivor experiences during the immediate crisis, as well as in the aftermath of violence. The process of crisis intervention involves delivering or brokering basic safety and economic services and emotional supports to individuals in crisis. Victim advocates provide the reassurance of confidentiality and privacy in their communication. They also work with the victim/survivor to assess risk and plan for safety, based on the victim/survivor's individual circumstances.

Crisis intervention may include services provided through hotlines³⁶, advocacy, short-term shelter, and referrals to multiple community services. Hotlines, which have existed in most major cities since the mid-1970s, offer telephone consultations to victims of sexual assault, domestic violence, dating violence, and stalking. Hotline services are typically available 24 hours a day, seven days a week. Hotlines are available nationally, statewide, and locally for victims/survivors and their family members and friends to receive support, information, and referrals. Hotlines provide single-point access to the array of services available. Social service providers and members of the public may also call the hotlines for information.

Victims/survivors interviewed in a Chicago-based study indicated that the local hotline, the Help Line, increased knowledge and assisted callers in accessing other resources available to address the crisis situation. For some, this awareness led to new action (e.g., getting an Order of Protection or engaging in counseling services) (Fugate, George, Haber, & Stawiski, 2006).

For survivors of sexual assault, crisis intervention services provide an opportunity to return to a level of functioning that existed prior to the assault (Macy, Giattina, Parish, & Crosby, 2009). A quasi-experimental study conducted by Campbell (2006) confirmed the need for these services, particularly given the evidence that these victims/survivors are frequently exposed to re-traumatization by the legal and medical systems. Further, a literature review revealed that assisting victims/survivors in crisis may serve as a buffer that reduces or prevents this secondary victimization (Macy et al., 2009).

Two State Coalitions Program grantees, the Georgia Coalition Against Domestic Violence and the Arizona Coalition Against Domestic Violence, reported using OVW funding to operate a hotline and support staff members connecting victims/survivors to services and providing legal advocacy.

Georgia Coalition Against Domestic Violence staff continues to administer and manage the only toll-free hotline for domestic violence victims in Georgia. We routinely test the hotline, including its TDD capabilities/connections. We also get occasional direct-victim calls to which we provide appropriate advocacy and routing to local domestic violence programs. We manage issues related to technology disruptions or misrouting. We continue to answer

³⁶ A hotline service alone is not considered crisis intervention.

hotline calls that cannot be routed to shelters. We assist with difficult cases from advocates seeking technical assistance. The hotline is answered 24 hours per day by local domestic violence programs.

- *Georgia Coalition Against Domestic Violence*

Without this funding, we would not be able to effectively operate our legal advocacy hotline. This hotline averages over 255 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.

- *Arizona Coalition Against Domestic Violence*

An Arrest Program grantee reports using OVW funds to create a hotline to meet the needs of underserved populations in 14 local communities.

The funding has also been critical in making services more responsive to underserved populations, such as making hotline services available in a number of languages. Use of the language lines has increased steadily since the funding began.

- *Virginia Department of Criminal Justice Services*

Over the two-year reporting period, Arrest, Campus, Rural and Grants to Indian Tribal Governments grantees responded to 323,156 hotline calls.³⁷

Legal Advocacy and Legal Services

Providing legal advocacy and legal representation for victims of sexual assault, domestic violence, dating violence, and stalking is an essential component in the efforts to end violence against women and to improve the safety of victims. Precisely because of the nature of the victimizations they have experienced, victims/survivors often may not trust authority figures such as law enforcement officers, prosecutors, and judges. The criminal and civil justice systems are often mazes of complex laws, rules, and practices that can lead to an experience of confusion, frustration, and intimidation on the part of the victim/survivor (Belknap, Fleury, Melton, Sullivan, & Leisenring, 2001; Bennett, Goodman, & Dutton, 1999). Knowledgeable OVW-funded advocates (attorney and non-attorney) provide victims/survivors with information, support, and/or representation in civil and criminal matters (e.g., obtaining an order of protection or having meaningful input in a criminal case) and enable victims to better understand the legal system and the range of legal remedies available to them.

Attorneys identify the legal relief that may be most helpful, prepare pleadings, manage the multiple legal venues in which a victim may be engaged both voluntarily and involuntarily, prepare for court appearances, intervene for the victim if the legal system is compromising the victim's interests, assist the victim in implementing

³⁷Due to changes in the progress reporting forms, data on hotline calls was reported for only three of the reporting periods for the Arrest Program grantees and during only the last two reporting periods for the Campus Program and Rural Program grantees.

court orders related to the victim's safety and restoration, and facilitate enforcement of criminal and civil orders when the offender fails to comply with court directives. Victim advocates and victim assistants provide court accompaniment, assistance with paperwork and documentation, safety planning, and referral to community resources. (Victim advocates are nongovernmental while assistants are governmental advocates. Because of this, they tend to work in different settings and may provide different services.) Such advocacy by attorneys and advocates can greatly enhance the quality of a victim/survivor's experience and improve outcomes (United States Advisory Council on Violence against Women, 2001).

An examination of 384 misdemeanor domestic violence cases in a specialized municipal court found that a victim's cooperation after arrest, when combined with services by a court advocate, strongly predicted the victim's cooperation at the point of case disposition (Camacho & Alarid, 2008). Victims/survivors with pending criminal cases, who were also receiving services from civil attorneys and community-based advocates, reported feeling that they had a voice³⁸ when they also had direct contact with the prosecutor. Researchers in the same study suggest that the participation of attorneys and advocates may also bring relevant history and context to the criminal process, resulting in more cases being designated as felonies (Cattaneo, Goodman, Epstein, Kohn, & Zanville, 2009). Furthermore, those victims/survivors who had a more empowering experience³⁹ in criminal court reported a greater improvement in quality of life (measured six months after the criminal process) and were more likely to say they intended to use the legal system if violence recurred (Cattaneo & Goodman, 2010).

An evaluation of a law school-based advocacy program that provided legal representation and support throughout the court process (i.e., for up to six weeks) to victims/survivors who were seeking civil protection orders 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/survivors receiving regular court services (Bell & Goodman, 2001).

An increase in civil legal services to victims/survivors of intimate partner abuse was one of three protective factors identified as contributing to a decline in the incidence of domestic violence in the 1990s (Farmer & Tiefenthaler, 2003).⁴⁰ Other researchers found a directly inverse relationship between the availability of legal advocacy services and the rate of intimate partner homicides over a 20-year period, from 1976 to 1996 (Dugan et al., 2003).

The following grantee narrative illustrates the critical interplay between legal services (provided by attorneys) and legal advocacy (provided by non-attorney legal

³⁸“Victim voice” was defined as the extent to which victims/survivors felt they had been able to express their opinions and that those opinions had been valued and heard during the court process.

³⁹“Empowering experience” was described as the feeling of the victim/survivor that she had been able to express what she wanted and saw her wishes reflected in decisions or responses in the court process.

⁴⁰The other factors cited were improvements in women's economic status and the aging of the population.

advocates) in ensuring comprehensive services to victims/survivors in the civil justice system:

Legal Assistance for Victims (LAV) Grant Program funding has allowed Hope House to provide comprehensive civil legal assistance and court advocacy services to survivors of domestic violence. With LAV funding and with funding awarded through the Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program, Hope House is able to assist survivors with navigating the civil legal system and with obtaining orders of protection for themselves and their children. For example, when a survivor of domestic violence attends court in Jackson County, Missouri, seeking a full order of protection, the first person she encounters is an Office on Violence Against Women funded court advocate. Because court proceedings are complicated and confusing, especially for those unfamiliar with the legal system, a court advocate is present to explain the legal process. This knowledge helps survivors prepare for and follow through with court proceedings. In many cases, batterers appear in Full Order of Protection Court with an attorney who is intimidating, which can result in the survivor feeling defenseless and more hesitant to proceed. When this occurs, court advocates refer cases to the contract attorneys funded by the LAV Grant Program who intervene and provide representation for survivors. Additionally, LAV Program funding has fueled additional collaborations between Hope House and outside agencies who share a common interest in providing comprehensive services to survivors of domestic violence and their children. Specifically, Hope House has agreements with three other area domestic violence agencies to represent their clients in civil legal matters. Orders of protection, paternity and child custody cases, and divorce proceedings are common legal actions in which survivors of domestic violence must engage in order to fully break free from their abusers. Furthermore, Hope House's Legal Program provides survivors of domestic violence with a place to turn for help in the civil legal system, which was a nonexistent service prior to funding through this grant program.

- Hope House, Inc., Missouri

Legal Assistance

The Legal Assistance for Victims (LAV) Program is the primary OVW-funded vehicle for delivering legal assistance to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. The LAV Program also provides training of professionals in the legal system. In addition to providing legal services, LAV-funded lawyers and non-lawyer staff provide risk assessment, safety planning, support services, and general advocacy to the victims they represent. Legal services programs applying for OVW funds must consult and coordinate with non-profit, nongovernmental victim services programs in their communities, including sexual assault and domestic violence programs.

One of the primary purposes of the LAV Program is to ensure that victims receive legal services that are comprehensive and address the many legal issues that victims face. A LAV grantee in San Diego County is meeting these comprehensive needs by bringing together a team that travels to various locations within their large county to meet with victims/survivors:

During this reporting period, the YWCA of San Diego County and ACCESS, Inc. provided Mobile Domestic Violence Legal Clinics throughout the County of San Diego, which is over 4,000 square miles in area. Two full-time attorneys, a domestic violence legal advocate and an immigration and job-training specialist travel to community medical clinics, social service agencies, and a local university to provide comprehensive domestic violence services including legal assistance, immigration assistance, crisis counseling, job training and placement, immediate shelter referrals, and safety plans to victims. Legal services include domestic violence restraining orders, divorces, paternity, child custody, and visitation and support; one full-time and one nearly full-time family law attorneys represent victims in these hearings where appropriate. Immigration assistance includes preparation of self-petitioning applications under the Violence Against Women Act; a full-time immigration attorney represents all clients eligible for self-petitioning throughout the entire process. A holistic, comprehensive approach was taken to ensure that clients received the best possible service. In a typical case, a community agency partner refers a victim to the closest Mobile Clinic. The client meets with one of our representatives who assists with drafting restraining orders, preparing clients for court and custody issues, and addressing any immigration needs. While most of our clients represent themselves with our guidance and advice, a court escort or attorney may be provided for the client. Advocates and attorneys are also available for phone consultations.

- *YWCA of San Diego County, California*

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 by intervening with the victim/survivor's employer, landlord, or with school officials to work out special accommodations to ensure safety or to protect the victim/survivor's status. This is 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 providing support in the pre-trial and trial phases of the case (Mindlin & Vickers, 2008).

This LAV Program grantee used OVW funds to provide much-needed legal training to attorneys and advocates representing sexual assault victims:

The LAV program funding has given us the opportunity to train sexual assault advocates and attorneys on the civil legal needs of sexual assault victims/survivors. The funding has also allowed us to partner with a direct legal services agency who can provide legal representation to sexual assault victims/survivors. These lawyers represent sexual assault victims in areas of immigration, housing, education, injunction and public assistance benefits, etc.

- *Florida Council Against Sexual Violence*

LAV Program grantees provided services to an average of 35,577 victims/survivors during each six-month reporting period, and addressed an average of 48,230 legal

issues on behalf of those victims/survivors during each six-month reporting period; an average of 7,966 (22 percent) victims/survivors received help with more than one type of legal issue in each reporting period. The most common legal issues addressed by LAV-funded attorneys and/or paralegals were as follows: divorce (11,480 victims/survivors received assistance with this issue, on average, during each reporting period), followed by protection orders (11,006), child custody and visitation (9,938), and child support (6,326).⁴¹ These are critical areas to ensure the safety of the victim and the victim's children, and to help the victim/survivor achieve personal and financial independence.

In addition to providing direct legal services, and because of their training and experience, LAV attorneys and advocates serve as mentors and role models for other attorneys and lay legal advocates and offer opportunities for learning to judges, court staff, law enforcement, counselors, and others involved in these cases. It is important for victims/survivors to have skilled representation, since offenders can be highly manipulative and effective in complex and high-stakes legal processes. For example, 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).

It is critically important that training be provided to judges, other lawyers, and guardians ad litem involved in divorce and custody cases regarding the risks posed by abusers, the injuries (e.g., physical, emotional, and economic) inflicted on victims, essential remedies to safeguard and restore adult and child victims, and the importance of sure and swift sanctions for non-compliance with court orders, among other issues. For example, any of these professionals, if not knowledgeable about the seriousness of violence, could inadvertently issue a custody and visitation order or participate in shaping an order that places the victim and minor children in ongoing danger of physical violence, harassment, or control (National Advisory Council on Violence against Women, 2001).

Because LAV Program grantees are not able to meet the legal needs of a significant percentage of victims/survivors who seek their services⁴², the recruiting, training, and mentoring of both pro bono attorneys and law students take on particular importance. LAV Program funds are used to support training and mentoring of law students and pro bono attorneys who provide free or reduced-fee legal services.

⁴¹Arrest, Campus, Rural, STOP VAIW, Tribal Governments, and Transitional Housing Program grantees also provided civil legal assistance (civil legal services provided by an attorney and/or paralegal) to an average of 3,285 victims/survivors during each reporting period; these services were generally limited to assistance with protection orders.

⁴²The LAV Program reports the highest percentages of partially served (12-14 percent) and not served (5-6 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 funding to address the unmet legal needs of victims/survivors. Reasons most commonly cited by LAV Program grantees for not serving or for partially serving victims/survivors included program reached capacity, victim/survivor did not meet eligibility or statutory requirements, and program unable to provide service due to limited resources/priority-setting.

The following LAV Program grantee, which provided direct legal services to 741 victims/survivors between January 1 and June 30, 2009, also used funds to train lawyers, law students, and others on family law, public benefits, immigration relief, and sexual assault restraining orders, thus expanding the pool of professionals available to respond more effectively to the legal needs of victims/survivors:

At two separate trainings, nearly 50 pro bono lawyers, law students and volunteers were trained on domestic violence-related family law and immigration relief. . . . BayLegal attorneys participated in training 25 health professionals on "Violence Across the Lifespan" and on immigration remedies for domestic violence survivors. Finally, staff presented several panels for legal services attorneys at the annual statewide conference of the Legal Aid Association of California, including one panel on public benefits issues for domestic violence survivors. These trainings have increased the pool of cooperating pro bono attorneys and resulted in additional referrals of clients seeking immigration relief. The Cooperative Restraining Order Clinic and Bay Legal presented a training concerning obtaining civil harassment restraining orders for victims of sexual assault for attorneys and advocates staffing a legal advice hotline.

- *Bay Area Legal Aid, California*

Recruitment, training, and mentoring are illustrated by the work of the following grantee, which engaged 67 law students between January 2008 and July 2009:

LAV funding has allowed Northeastern University to recruit, train, and provide student advocates at the court during three of four academic quarters, and to provide part-time student advocacy at Boston Medical Center. Training of law students provides two very significant benefits to domestic violence survivors: first, additional victims receive direct legal assistance, and secondly, for the long-term, students gain knowledge of the dynamics of domestic violence, learn how to work effectively with and empower domestic violence survivors and to do domestic violence legal work. For many students, they also develop a life-long commitment to this type of work, whether as a career choice or through a commitment to take pro bono representation.

- *Greater Boston Legal Services Corporation, Massachusetts*

LAV Program grantees trained 4,080 law students who worked on 10,200 cases and 5,649 pro bono attorneys who accepted 6,836 cases on behalf of victims/survivors during the two-year reporting period. LAV and other OVW-funded grantees provided core and advanced training to 79,585 victim advocates, 34,434 lawyers and law students, and 17,172 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.

Civil Legal Advocacy/Criminal Justice Advocacy

While the LAV Program focuses primarily on meeting the comprehensive legal needs of victims through legal representation and services provided primarily by attorneys and paralegals, a number of other OVW-funded programs (Arrest, Rural, STOP

VAIW, Tribal Governments, and Campus) also address victims/survivors' diverse needs in the criminal and civil legal systems. These programs fund both governmental victim assistants and nongovernmental advocates to meet these needs.

Victim assistants (also known as victim-witness specialists or advocates) working in law enforcement and prosecution offices support victims/survivors by explaining the criminal justice system and what to expect, assisting the victims/survivors in the preparation of victim impact statements, accompanying victims/survivors to hearings or interviews, notifying victims/survivors of upcoming hearings and other events in the criminal case, and preparing crime victim compensation applications.

The presence of a victim advocate in a law enforcement office makes it possible for a victim/survivor's needs to be met from the time of the incident through investigation and prosecution, as this Arrest Program grantee illustrates:

The funding allowed a victim advocate to be dedicated solely to working with domestic violence victims/survivors. The unique arrangement of having the victim advocate work within the same office as the detective enables her to respond to domestic violence calls in conjunction with law enforcement officers to offer immediate crisis counseling, support, and services to victims. This 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 at the most critical time. With the support and understanding, the victims have been more cooperative and willing to pursue the investigations and prosecutions. The efforts from this project have led to a heightened community awareness also, leading to victims being more willing to report domestic violence.

- City of Gainesville, Florida

OVW grantees provided these types of services, referred to as "criminal justice advocacy," to an average of 29,011 victims during each of the four reporting periods.⁴³

Nongovernmental advocates may assist victims/survivors in preparation of protection order applications, accompany them to protection order or other civil or administrative hearings, and may also advocate at administrative hearings on such issues as eligibility for TANF, food stamps, Medicaid, unemployment, crime victim compensation, insurance, and Social Security.

The following Arrest Program grantee used OVW funds for a court-based advocate who assisted with protection orders, victims' rights information, and other non-legal advocacy needs, and received a near-perfect rating from victims/survivors:

A victim advocate devoted to educating and assisting court customers seeking protective orders and harassment injunctions is now available full-time at Glendale City Court to connect those customers with community resources, victims' rights and

⁴³Victims/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.

restitution information, and other court processes. The advocate has been able to provide customers with timely and thorough information about unfamiliar court processes assist with completing paperwork and help obtain orders of protection and injunctions against harassment. The advocate is bilingual, thereby providing effective services to Hispanic monolingual populations. Because safety represents a paramount concern, the advocate helps create a thorough safety plan and educates customers on the importance of their security while providing shelter and community organization information that assist with food boxes, clothing, 911 cell phones, and other emergency services.

- Glendale City Court, Arizona

OVW-funded programs provided these types of services, referred to as “civil legal advocacy,” to an average of 24,145 victims/survivors during each of the four reporting periods.

Orders of Protection

Civil orders of protection⁴⁴ are court-issued injunctions that prohibit or limit an offender’s contact with the victim/survivor and prohibit further abusive behavior. These orders may also include custody and visitation directives, economic relief, and temporary restrictions on possession of firearms. Orders of protection are enforceable throughout the country, not solely in the issuing jurisdiction. Because they are initiated by the victim/survivor and can be tailored to the specific requirements of an individual victim, as well as modified or dismissed at the request of the victim, they provide victims/survivors with flexibility, authority, and remedies not present in the prosecution of a criminal case. According to the National Violence Against Women Survey, civil protection orders are the most frequently sought remedy for domestic violence (Tjaden & Thoennes, 2000a). Victims/survivors of domestic violence are able to petition for a civil order of protection in every state, but only 11 states⁴⁵ have stalking-specific protection orders, and six states make no provision for protection orders for stalking victims. Four states have sexual assault-specific protection orders, while 34 states do not address non-partner sexual assault in their protection order statutes (American Bar Association Commission on Domestic Violence, 2009; National Network to End Domestic Violence, 2010).⁴⁶

⁴⁴These orders may also be called restraining orders, anti-harassment orders, or sexual assault, domestic violence, or stalking protection orders. See <http://www.womenslaw.org/>.

⁴⁵Based on a September 2010 review of web-posted documents of the American Bar Association Commission on Domestic Violence, it appears that the 11 states with stalking-specific protection orders for non-intimate partners (and non-family members, depending upon the state’s statute) are Alaska, Georgia, Kansas, Michigan, Missouri, Nevada, New Hampshire, Oklahoma, Oregon, Texas, and Wyoming; the six states that have no specific provision for stalking in protection or other types of restraining orders are Connecticut, Idaho, Iowa, Kentucky, Maine, and West Virginia. The four states that have sexual assault-specific protection orders for non-intimate partners and non-family members are Alaska, Nevada, Utah, and the state of Washington.

⁴⁶A searchable database with information on the types of protection/restraining orders available in each state, as well as an overview of state laws relating to domestic violence, sexual assault, and stalking can be found at http://www.womenslaw.org/laws_state.php?state_code=WA.

A Seattle-based study of 448 IPV victims found that those who obtained a protection order had a significantly decreased likelihood of physical and non-physical IPV incidents five-months after issuance, with even more significant decreases at the nine-month point where orders remained in effect (Holt, Kernic, Wolf, & Rivara, 2003).

Results of a Kentucky study involving 698 women found that the majority perceived that the protection order was effective and reported feeling safe after issuance (Logan & Walker, 2009). Protection orders are also associated with a significant decrease in future abuse and violence (Logan, Walker, Hoyt, & Faragher, 2009). Employing a quality-of-life index in analysis of costs of protection orders, the Kentucky Civil Protection Order Study estimated that protection orders granted in that state in a one-year time period saved the state \$85 million (Logan et al., 2009).

A study comparing outcomes of protection orders in an urban and a rural jurisdiction found that women in rural areas tended to experience more protection order violations, while violations in urban areas more often resulted in charges during the six-months following the granting of the order; however, even when orders were violated, there was a significant reduction in subsequent abuse (Logan et al., 2009).

Although civil orders of protection are designed so that a victim/survivor can gain relief without legal representation, domestic violence attorneys and legal advocates can be invaluable resources to victims/survivors engaged in this process. At least one study has shown that victims/survivors who are able to obtain assistance from attorneys or advocates are more likely to have their orders granted by the courts (Durfee, 2009).

LAV attorneys and advocates provide effective representation and advocacy to women seeking protection orders. They understand the dynamics of domestic violence, the strategies employed by batterers to intimidate and manipulate victims, and the full range of relief to which a victim/survivor is entitled. This relief includes orders addressing child support, alimony, and custody, and in some jurisdictions may include restitution and relocation costs (United States Advisory Council on Violence against Women, 2001). Experienced legal staff are also better positioned to construct a petition narrative that includes the elements necessary to meet the legal standard for the court to grant orders of protection uniquely tailored to the requirements of their clients.

When batterers violate protection order directives such as child support, custody and visitation, property division, and other economic support, victims/survivors may need further assistance. LAV Program-funded attorneys in Louisiana assisted victims/survivors in this situation by filing contempt actions:

LAV Program funding has also allowed us to represent many victims/survivors in contempt proceedings against their abusers relating to violations of the protective orders and injunctions. Without such assistance, many of our clients could not afford to pay us to enforce these protective orders that we have secured for them. As law enforcement does not always enforce these protective orders as strictly as they could, these civil contempt proceedings can be absolutely essential in securing the

victims/survivors protections that have been promised to them under the various statutes.

- *The Southwest Louisiana Law Center, Inc.*

The following LAV Program grantee provided legal representation for immigrant victims in protection order cases where the batterer had hired an attorney and was using the attorney to retaliate against the victim:

Immigrant Project - Wisconsin Coalition Against Domestic Violence (IP-WCADV) has been successful in expanding its practice to serve more victims of domestic abuse in obtaining protection orders. This became a high-priority need according to our project partner advocates. Abusers are manipulating the system by hiring attorneys to defend them against protection orders. Moreover, once IP-WCADV clients are successful in obtaining protection orders, abusers turn around and file protection orders against the victims to retaliate against them. IP-WCADV attorneys have also been successful in defending victims against these orders.

- *Wisconsin Coalition Against Domestic Violence - Immigrant Project*

LAV-funded staff provided assistance to an average of 11,006 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 a total of 247,603 protection orders over the two-year period covered by this report.

One of the primary purposes of the Arrest Program is to improve the enforcement of orders of protection. During the two years covered by this report, criminal justice agencies that received Arrest Program funds engaged in the following activities⁴⁷: law enforcement agencies made 11,682 arrests for violations of protection orders; prosecution offices disposed of 9,612 protection order violations, with 55 percent resulting in convictions;⁴⁸ courts conducted post-conviction monitoring and disposed of 1,010 violations of protection orders by offenders, imposing sanctions⁴⁹ for 55 percent of those violations; and probation agencies oversaw offenders who had 1,261 protection order violations disposed of, 87 percent of which resulted in the imposition of sanctions.

Among Arrest Program grantees' two most common use of OVW funds were data/communication systems that track and share information regarding protection orders and protection order violations. Immediate access to protection order information and enforcement of protection orders (including full faith and credit) were among the most frequently often reported topics of policies developed and/or implemented and of training delivered by Arrest, LAV, and Rural Program grantees

⁴⁷ Arrest Program grantees report agency-wide data reflecting criminal justice (i.e., law enforcement, prosecution, courts, and probation) activities of the funded agency or jurisdiction, not just the activities directly supported with Arrest Program funding.

⁴⁸This conviction rate includes deferred adjudications, which represented 10 percent of all conviction outcomes.

⁴⁹Sanctions included partial or total revocation of probation, fines, and/or added conditions.

during the two-year period covered by this report. These data illustrate the importance of improving technology, understanding, and practice regarding protection orders and the swift and sure enforcement of protection order violations in keeping victims/survivors safe.

Supervised Visitation and Exchange Services

More than a million children are subjected to custody determinations annually in the United States (Munson & Sutton, 2004). Often the need for these custody determinations is a result of separation and divorce. Unfortunately, in too many cases, there are also allegations of domestic violence. A substantial body of literature indicates that in these situations there is a significantly greater risk of harm for the woman and her children during the time of separation and divorce (Campbell, 2005; Evans, Davies, & Dilillo, 2008; Johnson, Saccuzzo, & Koen, 2005). In fact, a study by McFarlane, Campbell, & Watson (2002) found that a partner's threat to harm a woman's children if she left him was associated with a nine times greater risk of femicide. Children are often targeted in a multitude of ways, either directly or indirectly, with the goal of maintaining control of the mother and/or the situation (Johnson et al., 2005; Kernic, Monary-Ernsdorff, Koepsell, & Holt, 2005) and the consequences to the emotional stability and psychological well being of the child(ren) are dire.⁵⁰

Given substantial concerns for increased violence and harmful effects on the victims and the children, it is clear that all possible options be considered to reduce the likelihood of children's further exposure (Saunders, 2003). In many of these cases, the court will allow continued contact between the offending parent and the child (Parker, Rogers, Collins, & Edleson, 2008). For this reason, professionally run supervised visitation centers have been set up across the country.

Supervised visitation and exchange services are designed to address the safety and security needs of victims of sexual assault, domestic violence, dating violence, stalking, and child abuse. They can provide a safe place for exchange of a child or a secure and nurturing environment for a child to interact with the non-custodial parent, while necessitating minimum or no contact between the parents. Visitation centers have protocols so that custodial and non-custodial parents drop off and pick up their children for visits at staggered times; provide escorts to cars; and provide separate entrances and exits (Parker et al., 2008). Many programs have multiple safety features in place such as security guards, cameras, and metal detectors at the entrances. Staff at supervised visitation centers are trained to recognize abusive tactics and to disrupt them during the parent/child visit so that appropriate behavior is modeled for the child.

The Supervised Visitation Program follows six guiding principles developed by the Supervised Visitation Program National Steering Committee (Scaia & Connelly, 2010). This multi-disciplinary group, which met over a three-year period, had national representation from domestic violence and child advocacy agencies,

⁵⁰ For a more extensive discussion of research on harm to children exposed to domestic violence, see "Historically Underserved and Other Vulnerable Populations—Children and Youth" later in this chapter.

visitation and exchange centers, batterers intervention programs, mental health agencies, educators, legal and judicial professionals, representatives from organizations with culturally specific perspectives, federal agencies, and Supervised Visitation grantees. The principles were 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 Child(ren) and Adult Victims.

These principles are used by grantees to meet the needs of the families they serve, as illustrated by the following grantees:

We are also working with our collaborative partners through the Bridges to Safety Collaborative to do extensive and focused outreach to an immigrant community living in our service area. A case to demonstrate the effectiveness of this collaboration is that of a woman . . . who desperately needed help to ensure her children were safe while visiting their father. St. Paul Intervention Project (SPIP) provided numerous advocacy services to [this victims] and helped her identify all the options available to her. It was ordered through court that visits take place at the Children's Safety Center, however at the time the center did not have the means to provide the language services necessary to conduct supervised visits. Together, the Children's Safety Center and SPIP outreached to the immigrant community and recruited an appropriate staff member to fill this need. Because of this project, [this victim] can rest assured that she and her children are safe while they visit their father, while receiving necessary culturally appropriate services.

- Ramsey County, Minnesota

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 social service agencies, law enforcement, and the legal system.

One Supervised Visitation grantee describes the collaboration involved in safe visitation:

The coordinated community response activities of the Grand Island "Heartland Family Visitation Center" have led to a great increase in the number of referrals coming from community partners and agencies. For example, the Center started with eight families and after multiple community meetings, clients' caseload grew to about 45 families per month on average. Existing relationships have grown significantly, and new partnerships have been added. The Center recently began working with a new prisoner re-entry program begun in Grand Island to help coordinate family visits for released prisoners. Each partner has indicated that they have

gained a better understanding of other agency needs and abilities and have better coordinated services to shared clients. The local domestic violence program and staff has become an immeasurable asset in providing accurate information about the populations needing to be served and educating Visitation Center staff and community members in best practices in contacting and assisting victims of domestic violence.

- Grand Island, Nebraska

During each reporting period between July 2007 and June 2009, Supervised Visitation Program and Tribal Governments Program grantees provided services to an average of 2,965 families, including 4,466 children, 2,965 custodial parents and 2,966 non-custodial parents. During the two-year reporting period covered by this report, a total of 66,494 one-on-one visits were provided and 62,712 supervised exchanges occurred. The majority of families (50 percent) were referred to the program by a family court order, and 90 percent⁵¹ had issues of domestic violence/dating violence.

Shelter and Transitional Housing

Shelters provide essential services to those who are affected by sexual assault, domestic violence, dating violence, and stalking. They provide for the basic living needs of individuals (e.g., shelter, clothing, and food). They also provide victims/survivors with an opportunity to assess the risks posed by offenders and the resources needed to achieve safety and independence and to establish safe residential environments for themselves and their children.

According to the National Coalition Against Domestic Violence, there are currently over 2,000 shelters in the U.S. that serve battered women and their children (Lyon, Lane, & Menard, 2008). Over the past several decades, shelters have developed comprehensive residential and non-residential services. Shelters are an essential part of the service system for survivors during their stay, and for some survivors after they leave (Grossman, Lundy, George, & Crabtree-Nelson, 2010). Shelters meet the immediate need of safety, as well as provide services that are essential to keeping survivors safe. Shelters employ trained advocates and staff who are available to provide needed referrals, transportation support, and guidance through the legal, social services, medical, and justice systems (Baker, Niolon, & Oliphant, 2009; Grossman et al., 2010).

In a national survey completed by 3,410 shelter residents in 215 domestic violence shelters across eight states, 92 percent of the residents rated the assistance they received at the shelter as helpful (Lyon et al., 2008). This study also demonstrates that shelters are meeting the needs of a diverse population: nearly all shelters (98 percent) have the capacity to serve people with disabilities and 82 percent have staff members who speak at least one language other than English (Lyon et al., 2008).

In addition to providing services to victims/survivors, shelters can reduce the likelihood of new violence among women who are actively taking control of their

⁵¹This percentage is based only on data from the Supervised Visitation Program.

lives through help-seeking behaviors (Berk, Newton, & Berk, 1986). Another study discovered that victims reported feeling less depressed and more hopeful after residing in a shelter for only two weeks (Sedlak, 1988). A more recent study found that overall, victims feel safer while residing in a shelter (Bennett, Riger, Schewe, Howard, & Wasco, 2004).

In addition to providing necessary services, shelters have long been an important factor in the lives of victims/survivors of domestic violence as an alternative to being homeless. Fleeing from the abuser often means leaving home. In an attempt to increase immediate safety by leaving, the risk of homelessness increases as alternative housing options may be limited (Baker et al., 2009). Domestic violence is among the leading causes of homelessness nationally for women (United States Conference of Mayors, 2005). Research suggests that between 27 percent and 56 percent of homeless women are victims of domestic violence (American Civil Liberties Union, 2004). Emergency shelters offer an alternative to living on the street for many women and children fleeing abuse.

Rural, STOP VAIW, and Tribal Governments Program grantees provided emergency housing to an average of 2,260 victims and 2,437 of their family members during each reporting period and provided a total of 334,820 bed nights over the two-year reporting period.

A STOP VAIW grantee described the critical importance of a shelter:

This is the only program in our region that provides a safe shelter and it is much needed. The nearest shelter besides the Emmonak Shelter is a one-and-a-half-hour plane ride from the village of Emmonak. The only way to get to the nearest shelter, in Bethel, Alaska, is by airplane. We are an off-road community which means we do not have roads connected to other villages, communities, or cities. Our river is our highway. We travel by air (airplane), water (boats or skiffs) in the summer, or ice (snow machines) in the winter. This is our primary goal: to provide the safest shelter and services to save our Yup'ik women and children. There is no place to go out here in a rural, remote, isolated village in Alaska. When you have nowhere to go, you can freeze out in the cold especially in the winter months (nine to ten months out of the year).

- *Emmonak Women's Shelter, Alaska*

A Rural grantee reported:

Before the opening of Somerset House, a ten-bed shelter serving battered women and their children, the only shelter option open to women living in this 4,016 square mile area was our shelter in Kennebec County, which is nearly 100 miles from the farthest reaches of the geographic area we serve. ... Funding has also facilitated the building of closer relationships with area law enforcement agencies, social service systems, the health care system, mental health and substance abuse agencies, child care providers, and the courts. It has also fostered a sense of pride and "ownership" of the shelter among our community partners. The project has truly attained the status of "neighbors helping

neighbors" and has brought people and systems closer together to attain a coordinated community response to domestic violence.

- *Family Violence Project, Maine*

Given that shelters are emergency in nature and allow victims to stay for a short period of time, there is a growing need to provide resources for survivors as they leave shelter and transition to permanent housing (Lyon et al., 2008). Unfortunately, victims/survivors face a number of obstacles when attempting to secure permanent housing. Often these barriers are economic. Victims/survivors may struggle to find employment that offers a liveable wage or those who have jobs may lose them due to the behaviors of the abuser. Research indicates that women are often stalked and/or harrassed at their workplace. In one sample, half of the women surveyed said they had lost their jobs because of the actions of the abuser (Riger, Ahrens, & Blickenstaff, 2000). In addition to these economic barriers are the challenges of locating affordable housing. According to the National Law Center on Homelessness & Poverty (2007), those victims/survivors who can afford housing are often denied by landlords who are fearful of the damage that abusers may cause to other tenants or the property. It is clear from these examples that victims/survivors require long-term assistance beyond their stay in the shelter (Baker, Billhardt, Warren, Rollins, & Glass, 2010).

In 2003, Congress authorized funding for transitional housing assistance and related support services to victims and their families⁵²; this funding was reauthorized and increased in VAWA 2005. Transitional housing is designed to bridge the gap between emergency and permanent housing, and OVW-funded programs also offer supportive services to assist victims in developing self-sufficiency. Housing units are either owned or rented by the programs, or programs contract with local housing authorities or private landlords. 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 toward economic stability. This funding has been instrumental in lifting barriers for victims and survivors trying to obtain more permanent housing.

As stated by Hope House, a Transtional Housing Grant Program grantee,

While domestic violence shelters are crucial in giving women the chance to find safety, they usually only offer 30-90 days of shelter. This is often not enough time for women with significant barriers to obtain permanent housing and to become economically self-sufficient.

- *Hope House, Inc., Missouri*

As one grantee states,

Prior to the Transitional Housing program grant, victims often moved out of the shelter with no realistic housing options, thus often returning to their abuser because of so few resources. Once leaving the shelter, they lose their homeless status, which can be

⁵²This authorization was part of the Prosecutorial and Other Tools to End the Exploitation of Children Today (PROTECT) Act of 2003.

a requirement of other housing programs within the area. This grant has allowed victims of domestic violence an opportunity to obtain safe and affordable housing while they are either getting on their feet financially or while they are waiting to obtain other housing options.

- *Ada County Housing Authority, Idaho*

In addition to longer-term housing options, programs often provide a wide range of services including case management, childcare, child development, financial assistance, therapy, life-planning, job and educational development, peer counseling, and parenting groups to those staying in transitional housing and for three months of follow up services upon exiting the program. These services, along with the housing itself, are crucial to the future self-sufficiency of victims and survivors.

Safe Harbor Domestic Violence Shelter described the breadth of transitional housing services as follows:

Prior to this Transitional Housing funding, we only had the ability to help victims of domestic violence for about 30 days while staying in the shelter. Now with this grant we are able to provide safe, affordable housing to women and children for a much longer period of time. Because of this grant, Homeward Bound can help with all the obstacles women who are victims of domestic violence face on a daily basis for example, child care, transportation, housing, education, budgeting, mentoring, and utility assistance. This grant has helped reduce the stress to our women. By assisting our clients, we have found them to become more stable and self-sufficient. They are free to pursue their goals and take their time in finding better jobs.

- *Safe Harbor Domestic Violence Shelter, Ohio*

And Your Community in Unity reports:

The other area we have had tremendous success in expanding the transitional housing program so that we can support more clients. 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. 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.

- Your Community in Unity, Utah

The Transitional Housing Program and Tribal Governments Program grantees served an average of 1,005 victims/survivors and 1,585 family members during each reporting period, providing them with a total of 1,204,681 bed nights over the two-year reporting period. A total of \$8,357,017 in housing assistance⁵³ over the two-year period was provided to an average of 3,024 victims/survivors. Transitional Housing Program grantees provided victims the following categories of services with the greatest frequency during the most recent reporting period: case management (to 3,203 victims); housing advocacy (2,393), counseling/support group (2,204); and crisis intervention (2,176).

Criminal Justice Response

Sexual assault, domestic violence, dating violence, and stalking are crimes that require the criminal justice system to hold offenders accountable for their actions through investigation, arrest, and prosecution of violent offenders, and through close judicial scrutiny and management of offender behavior. To ensure that victim safety is a paramount consideration in the development of any strategy to address these crimes, criminal justice agencies must collaborate among themselves and in meaningful partnerships with nonprofit, nongovernmental sexual assault and domestic violence programs, including local shelters, rape crisis centers, victim service organizations, and sexual assault and domestic violence coalitions.⁵⁴

Law Enforcement

Law enforcement agencies are charged with identifying and arresting the perpetrators of sexual assault, domestic violence, dating violence, and stalking. The VAWA also anticipates that law enforcement professionals will act to safeguard victims. The manner in which officers and agencies carry out these duties profoundly influences their success or failure in responding to violence against women. Success can be measured both by reduction in recidivism rates and by victim satisfaction with the assistance provided. One study found that for women experiencing intimate-partner sexual assault, contact with the justice system, whether from police or a protection order, was associated with a reduction in the risk of re-assault of up to 70 percent (McFarlane & Malecha, 2005). Victims who find police contact to be positive are more likely to call police again should violence recur (Buzawa, Hotaling, Klein, & Byrne, 1999; Davis & Maxwell, 2002; Davis & Taylor, 1997; Friday, Lord, Exum, & Hartman, 2006).

⁵³This 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.

⁵⁴ VAWA 2005 changed the scope of programs engaging in criminal justice activities in response to domestic violence crimes to allow grant programs to address non-intimate partner sexual assault, dating violence, and stalking. Grantees began reporting these new activities in the January-June 2008 reporting period.

Mandatory arrest laws, once considered a crucial tool for combating domestic violence, are being re-examined in light of evidence that they may discourage victims from contacting police and may result in an increase in arrests of the victim or both the victim and perpetrator (Martin, 1997). One study found that women arrested under mandatory arrest laws were more likely than men to be arrested along with their partner and less likely to have a criminal background or high recidivism risk assessment scores, indicating that they may have been using defensive tactics when they were arrested (Henning & Feder, 2004).

Other research suggests that “preferred” rather than “mandatory” arrest policies, coupled with improvements in training, policies, and public awareness of domestic violence, may enhance the effectiveness of law enforcement response to domestic violence (Russell & Light, 2006).

Inconsistency in police practice may discourage victims from asking law enforcement for intervention. Focus groups with rural victims/survivors of domestic violence in Illinois revealed that the inconsistent enforcement of the Illinois Domestic Violence Act by law enforcement was the primary reason that victims did not seek assistance from law enforcement (Benson, 2009).

Specialized law enforcement units with dedicated staff that deal exclusively with sexual assault, domestic violence, dating violence, or stalking may produce better outcomes for victims/survivors. A study of police intervention in New Haven, Connecticut, compared the frequency of repeated police intervention for domestic violence in the 12 months following an initial police intervention for two groups of victims/survivors. One group received a follow-up visit, a few days after the initial law enforcement response, from a police officer and a victim advocate who checked on the victim’s safety and offered services. The other group of victims/survivors received only the standard police response to a domestic violence incident. While over 40 percent of the standard-response group needed additional police intervention for domestic violence over the subsequent 12 months, only 20 percent of the police/advocate intervention group needed such assistance in that timeframe (Casey et al., 2007). In a follow-up to this study, victims/survivors who received the police/advocate team intervention reported a higher rate of satisfaction with the police, and were more likely to report feeling respected and safe (Stover, Berkman, Desai, & Marans, 2010).

Each of the three domestic violence officers funded by this grant along with their supervisors, along with the Court Advocacy Coordinator (CAC) also funded by this grant, expressed their fervent enthusiasm over the empowering effects of this grant in their work with victims and in holding offenders accountable. Prior to this funding, none of the local law enforcement agencies had a domestic violence unit in their departments and only one had an officer who specialized in domestic violence as part of the officer’s other duties. Since the funding, three domestic violence units have been established, and now there are five officers whose primary focus is domestic violence, in addition to the promotion of one of the early domestic violence officers to lieutenant. The impact of this tremendous shift in focus and awareness had been felt agency-wide.

- *County of Chatham, North Carolina*

Victim support at the scene of the crime appears to increase victim receptivity to law enforcement interventions. The Police Response Advocates (PRA) program at the Crisis Resource Center in Kansas City, an Arrest program grantee, exemplifies the police/advocate team intervention model. The program began with volunteer advocates accompanying police officers on domestic violence cases to provide information and referral services immediately after the incident. With Arrest program funding, the Center was able to pay the advocates, improving the coverage of shifts. The program now serves sexual assault, domestic violence, and stalking victims/survivors. An evaluation of the project found that PRA advocacy acceptance by the victim is positively and significantly related to consistency in the criminal justice system process, better conviction rates and stronger sentences.

. . . [W]hen the PRA Advocate was accepted, law enforcement was more likely to arrest the primary suspect, the respective prosecuting attorney was more likely to charge the suspect with a crime, the defendant was more likely to be convicted of a crime, and the convicted perpetrator was more likely to receive a stronger sentence. PRA advocacy acceptance is positively and significantly related to increased accountability of the perpetrator of crimes of intimate partner violence.

- Crawford County Board of Commissioners, Kansas

The success of specialized law enforcement units suggests the potential for capacity-building and expansion of the scope of police interventions to promote perpetrator accountability. For example, Shelby County, Tennessee, used its Arrest program funding to add two new officers to serve protection orders. This led to a 13 percent increase in the number of protection orders served over the previous reporting period. The City of Cleveland used its Arrest program funding to create its first ever domestic violence warrant unit, enabling the police department to serve outstanding domestic violence warrants that otherwise might not have been served due to resource constraints.

Specialized police domestic violence units collect evidence in a much higher percentage of cases than traditional patrol units (Friday et al., 2006). The availability of physical evidence is often crucial to the disposition of sexual assault, domestic violence, dating violence, and stalking cases. The evidence collected by specialized units is more likely to be useful for prosecution (Townsend, Hunt, Kuck, & Baxter, 2006), leading to higher rates of prosecution, conviction, and sentencing (Jolin, Feyerherm, Fountain, & Friedman, 1998). One study found that the presence of physical evidence was associated with a higher likelihood of “charging agreement” between law enforcement and prosecution in cases of sexual assault (Holleran, Beichner, & Spohn, 2010).

OVW funds are also used to conduct training, revise policies, and hire staff to implement new protocols.

Because of our specialized policies regarding dual arrests, our rates remain very low. We continue to conduct ongoing training programs on identifying the predominant aggressor and our own policy requires that every patrol officer contact a DV [domestic violence] Specialist (grant funded personnel) before a dual arrest

can be made. The DV Specialist will intervene and determine if it is appropriate to make a dual arrest and/or assist the officers in identifying the true predominant aggressor.

- Louisiana Commission on Law Enforcement

VAWA 2005 also increased the option of anonymous reporting to victims/survivors of sexual assault. This was done by requiring states that received OVW funding to provide forensic medical exams to victims/survivors free of charge and without requiring cooperation with law enforcement. Some grantees report that this change has resulted in improved relationships between law enforcement, victims/survivors, and their communities. Because VAWA 2005 “emphasizes health care and evidence collection, *not* reporting to law enforcement,” (Garcia & Henderson, 2010) victims/survivors may report a sexual assault to the police and receive medical care even if they do not wish to proceed with a full investigation. Thus, more accurate information about the crime of sexual assault is becoming available. Sexual Assault Nurse Examiner (SANE) programs improve evidence collection in sexual assault cases, which builds law enforcement confidence in a case, leading officers to improve collection of other types of evidence and ultimately to higher conviction/guilty-plea rates (Bulman, 2009; Campbell et al., 2008).

Stalking remains an area that needs attention from law enforcement agencies (Klein, Salomon, Huntington, Dubois, & Lang, 2009). An examination of over 2,500 domestic violence reports in Rhode Island for the years 2001-2005 revealed that for every incident identified as stalking by the police, nearly 21 other incidents that met the definition of stalking were not identified as such by law enforcement. These other cases often involved different charges, such as breaking and entering or violation of a protective order. The study also found that the police-identified stalking cases were much more likely to have witnesses, indicating that the absence of third party corroborating witnesses is a barrier to proper identification in stalking cases.

During each reporting period covered by this report, an average of 101 OVW grantees (Arrest, Rural, STOP VAIW, and Tribal Governments) used funds for law enforcement activities. OVW grantees hired an average of 117 law enforcement officers and used funds to support an average of 101 specialized law enforcement units. Between July 1, 2007 and June 30, 2009, grantees trained 89,501 law enforcement officers, and law enforcement officers in Arrest Program-funded agencies responded to 689,578 calls for assistance from domestic violence victims, arresting more than 117,377 predominant aggressors and referring 118,973 cases to prosecutors. During the most recent reporting period (January 1-June 30, 2009), 551 grantees engaged in coordinated community response-related meetings with law enforcement agency staff.

Prosecution

Prosecution of sexual assault, domestic violence, dating violence, and stalking presents numerous challenges. Without thorough police investigation and detailed reports, expertise on violence against women, staff to supplement information from law enforcement, reasonable caseloads, technology to enhance investigation and presentation of evidence, resources to employ experts for evidence analysis and expert testimony, prosecution of crimes of violence against women too often fails.

Prosecutors without knowledge may fail to identify stalking and intimate partner sexual assault and may not devise specialized policy to guide prosecution of violence against women (Miller & Nugent, 2002). Prosecutors without resources often charge offenders with misdemeanors, as felony trials are labor and cost intensive (Miller & Nugent, 2002). Prosecutors, without staff to prosecute violations of the conditions on sentences in either judicial monitoring or probation revocation proceedings, do not vigorously prepare and seek serious sanctions (Friday et al., 2006). Funding from OVW over the past 15 years has been instrumental in remedying both the knowledge and resource deficits of prosecution offices across the country.

The strength of the preliminary evidence available to a prosecutor often determines the charging decision on sexual assault, domestic violence, dating violence, and stalking cases (Beichner & Spohn, 2005; Holleran et al., 2010; Spohn & Holleran, 2004).

Outreach to victims, coupled with the proper charging of abusers, followed by rigorous prosecution, safeguards victims/survivors and their children from further abuse and reduces overall recidivism by criminal abusers (Wooldredge & Thistlethwaite, 2005).

Although there is great variability in the reported rates of prosecution and conviction for intimate partner violence, prosecution of domestic violence arrests has increased significantly during the last several years. A review of 135 English language studies of intimate partner prosecutions between 1973 and 2006 found that prosecutions and convictions for intimate partner violence is not rare. On average, one third of the reported offenses and more than three-fifths of arrests result in the filing of charges; more than half of all prosecutions result in a criminal conviction (Garner & Maxwell, 2008b).

On the other hand, not all cases of violence against women are equally likely to be prosecuted. Prosecution of intimate partner stalking and intimate partner sexual assault is infrequent. In one study, only 36 percent of stalking cases reported to law enforcement were prosecuted. Further, ex-partner stalkers were more persistent and dangerous than stranger stalkers, but less likely to be convicted of an offense (Sheridan & Davies, 2001). Similar results were found in the National Violence Against Women Survey (NVAW Survey), which showed a prosecution rate of 24 percent for stalking cases with female victims/survivors who reported stalking to law enforcement. Survey participants reported that 54 percent of stalkers who had charges filed against them were convicted and 63 percent of those convicted were incarcerated (Tjaden & Thoennes, 1998)

Stalkers are often charged with a wide variety of crimes other than stalking, (e.g., harassment, menacing or threatening, vandalism, trespassing, breaking and entering, robbery, disorderly conduct, intimidation, and simple and aggravated assault) (Tjaden & Thoennes, 1998). An analysis of 390 persons charged with the criminal offense of stalking in one year in one state found that the most common outcome of prosecution of stalking charges was dismissal (56.6 percent) or amendment (19.4 percent). Felony stalking cases were often amended to a lesser offense, such as misdemeanor stalking, terroristic threatening, or violation of a protection order. Misdemeanor stalking charges were often amended to terroristic threatening, menacing, or disorderly

conduct. In the end, only 19.9 percent of the arrested stalkers were actually convicted of stalking (Jordan, Logan, Walker, & Nigoff, 2003).

Too often, the factors that influence charging decisions in sexual assault cases may be different than the factors being considered in other criminal cases. This can be problematic, resulting in less than satisfactory outcomes for victims/survivors of these crimes. Several studies have pointed out that instead of focusing on the evidence in the case, prosecutors focus on the victim/survivor's behaviors, background and character when making the decision to move forward with prosecution (Spohn & Holleran, 2004). In general, prosecutors are hesitant to file charges when the victim/survivor's credibility is in question (Holleran et al., 2010).

In addition, outcomes of sexual assault cases are influenced by the relationship between victim/survivor and suspect. Sexual assault is common in physically abusive relationships: as many as 68 percent of abused women reported sexual assault by their intimate partners (McFarlane & Malecha, 2005). The NVAW Survey reported that almost 25 percent of women and 7.6 percent of men were raped and/or physically assaulted by a current or former spouse, cohabitating partner, or date at some time in their lifetime. The survey further showed that criminal prosecution of an intimate partner only occurred in 7.5 percent of the women who were raped, 7.3 percent of the women who were physically assaulted, and 14.6 percent of the women who were stalked (Tjaden & Thoennes, 2000b). A study of prosecutorial decision-making in Philadelphia and Kansas City showed that prosecutors are less likely to file charges in sexual assault cases involving intimate partner or acquaintance rape and more likely to take action in stranger cases (Holleran et al., 2010).

Specialized domestic violence prosecution units promote effective prosecution of domestic violence cases. The specialized prosecution unit in Cook County (Chicago) obtained a conviction rate of 71 percent compared to 50 percent obtained by the rest of the office for domestic violence cases (Hartley & Frohmann, 2003). In Milwaukee, the specialized domestic violence prosecution unit increased felony convictions five times over (Harrell, Schaffer, DeStefano, & Castro, 2006).

However, despite differences in departmental structure and policy, similar charging and conviction or plea agreement rates are apparent in Kansas City, Missouri, which utilizes a specialized unit for sexual assault cases, and Miami, Florida, without a specialized unit. It appears that victim/survivor credibility is a "focal concern" of prosecutors in sexual assault cases in both jurisdictions (Beichner & Spohn, 2005).

OVW funding enables development of policies and procedures related to prosecution of violence against women, training, increased staffing and establishment or expansion of specialized units, upgrades in databases and technology, and technical assistance on complex cases, resulting in better outreach to victims/survivors, increased rates of prosecution, enhancement of charges for repeat abusers, and upgraded sanctions of convicted abusers and protections and restitution for victims/survivors.

Innovative prosecution practices facilitate victim participation and confidence in criminal proceedings, as illustrated by Michigan's experience with the Special Assistant Attorney General who provides assistance to victims during criminal prosecutions:

Victims routinely tell the SAAG (Special Assistant Attorney General) that they never expected a prosecutor to be so kind or understanding or respectful of them. Victims express trust in the SAAG and a willingness to participate with prosecution based upon that trust. A good example - over Christmas a defendant tried denying visitation to the victim. The victim knew she could call the SAAG - on her cell phone, over the holiday. The SAAG had previously worked with the victim's civil attorney and defendant's probation officer about similar issues. The SAAG called the probation officer and civil attorney on the Saturday before Christmas and got a positive response from them.

- Michigan Department of Human Services

The Illinois State's Attorney Appellate Prosecutor's Office is using Arrest Program funding to improve the criminal justice system's response to violent crimes against women. The development of the Violence Against Women Prosecution Unit meets a primary goal of the Arrest grant: increasing the number of domestic violence and sexual assault cases that are charged and successfully prosecuted. At the request of a state's attorney, the special unit assumes responsibility for a domestic violence or sexual assault case and handles all aspects of these challenging cases. Additionally the special unit provides workshops and skills-building training for prosecutors and allied professionals. This resource was not available before the Arrest grant was implemented.

The Dallas County District Attorney's (DA) Office expanded its Family Violence Division by creating a Sexual Assault Unit in November 2007. This unit, which is the first of its kind at the DA's Office, was primarily funded through an Arrest grant. The Sexual Assault Unit is comprised of a prosecutor, investigator, and caseworker, and is responsible for the investigation and prosecution of felony sexual assault offenses committed against individuals ages 17 and older in both family-related and non-family related cases.

The Sexual Assault Prosecutor (SAP) of Dallas County's first Sexual Assault Prosecution Team has particularized knowledge and expertise in working with sexual assault victims and in prosecuting these offenses. During this reporting period, the SAP disposed of 41 cases, 29 (70%) of which resulted in a plea or guilty verdict. The specialized Sexual Assault Investigator handled 137 felony family violence and sexual assault cases. The SAP is able to meet with victims in person immediately after indictment, in advance of trial or case resolution. In this area of prosecution, close contact by a prosecutor that has heightened victim sensitivity and who is able to guide a victim through every step of the process is crucial. The unique nature of this small, but effective, prosecution unit allows for more responsible and thorough case preparation and prosecution. The SAP is able to closely monitor protective order applications as well as bond issues both before indictment and through the duration of the criminal case.

- Dallas County District Attorney's Office, Texas

OVW also supports initiatives that develop or enhance services specifically for sexual assault victims/survivors, such as dedicated counselors or therapists who have a specific expertise in providing long-term therapy and support for sexual assault

victims/survivors; advocates who respond to and accompany a sexual assault victim/survivor at a health care facility during a medical forensic examination; and trained sexual assault nurse examiners (SANEs) and/or sexual assault forensic examiners (SAFEs) to conduct medical forensic examinations for sexual assault victims/survivors. An evaluation of SANE programs in one rural jurisdiction revealed statistically significant increases in prosecution and conviction rates: the proportion of cases referred to prosecutors, but not prosecuted, declined from 17 percent to 15 percent and cases resulting in guilty pleas or trial convictions rose from 24 percent to 29 percent (Bulman, 2009; Campbell et al., 2008).

During the two-year report period, OVW funds trained 5,004 SANEs/SAFEs. Grantees report that detailed exams which include a standard rape kit, pictures of evidence/injuries, and documentation greatly increase the prosecutor's ability to charge and arrest an offender. Data reported by Arrest program-funded prosecution offices between January 1, 2008 and June 30, 2009 showed a conviction rate⁵⁵ of 74 percent for sexual assault cases.

OVW grant programs promote development and improvement of effective prosecution strategies to address sexual assault, domestic violence, dating violence, and stalking. During each report period covered by this report, an average of 75 OVW grantees funded prosecution activities. OVW grantees hired an average of 76 prosecutors and used funds to support an average of 72 specialized prosecution units. Between July 1, 2007 and June 30, 2009, OVW grantees trained 12,306 prosecutors. A total of 204,211 cases of sexual assault, domestic violence, dating violence and stalking cases were referred to Arrest Program-funded prosecutors; 79 percent of the cases were accepted for prosecution. From January-June 2008 through January-June 2009 report periods, 138,892 cases were disposed of, with 72,452 of those cases resulting in convictions.⁵⁶

Courts

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 study of 106 jurisdictions across the country with specialized domestic violence courts identified several key areas of processing and services for domestic violence cases that are essential to managing specialized courts effectively:

- Coordination of all cases that involve the parties to the domestic violence case, integration of information in court data systems, and availability of information from all related cases to judges adjudicating the case;
- Specialization, including intake for domestic violence cases, court staff, judges, prosecutors, and probation;
- Victims' access to justice as a primary goal of effective domestic violence case processing, facilitated by expedited proceedings, user-friendly directions and forms, assistance to victims by court accompaniment by advocates;

⁵⁵Convictions include cases of deferred adjudication.

⁵⁶Convictions include cases of deferred adjudication.

- Court processes that ensure victim safety, both through court orders and service referrals and in the courthouse through such means as metal detectors, separate waiting areas for victims and defendants/respondents, and security officers in courtrooms;
- Court and judicial resources that monitor batterers' compliance with court orders and enforce those orders to the fullest extent;
- Resources that address the interests of children involved in domestic violence cases, either as witnesses to or victims of the violence or through custody and visitation disputes between the victim and the offender (guardians ad litem and custody evaluators must have training in domestic violence issues);
- Mandatory and ongoing domestic violence training for judges. Judges must become sensitive to the needs of domestic violence victims and understand the dynamics of domestic violence (Keilitz, 2004).

Domestic violence courts appear to process cases more efficiently (Peterson & Dixon, 2005). Specialized domestic violence courts may increase both offender compliance with court-ordered conditions and impose enhanced penalties for non-compliance (Harrell et al., 2006; Newmark, Rempel, Diffily, & Kane, 2001).

A study of the Milwaukee Judicial Oversight Demonstration Initiative (JODI) domestic violence court found that domestic violence probationers were half as likely to recidivate as domestic violence offenders on probation prior to the reform. Re-arrest for violence dropped from 8 percent to 4.2 percent. The average number of new arrests for all crimes also dropped significantly. JODI employed pre-trial court monitoring of domestic violence offenders; those violating bail conditions were confined to short terms of incarceration. Incarceration pre-trial for non-compliance was associated with the increase in post-conviction compliance (Harrell et al., 2006). Similar reductions in recidivism rates occurred at the JODI domestic violence court in Dorchester, Massachusetts (Harrell et al., 2008). JODI domestic violence courts were funded by OVW.

Rates of conviction are higher and dismissals are lower in many specialized domestic violence courts (Davis, Smith, & Rabbit, 2001; Harrell et al., 2006; Henning & Klesges, 1999; Newmark et al., 2001). In Cook County, for example, the conviction rate in the four misdemeanor domestic violence courts was 73 percent compared to 22.9 percent in general criminal courts. Victim participation in the criminal process in the misdemeanor domestic violence courts was at a rate of 73 percent compared to 40 percent in general courts. Specialized courts were also more likely to impose a sentence of incarceration for high risk abusers⁵⁷: 31.3 percent in the specialized courts compared to 6.7 percent in general criminal courts (Hartley & Frohmann, 2003).

Other specialized domestic violence courts experienced small but significant reductions in recidivism (Goldkamp, Weiland, Collins, & White, 1996; Gover, Macdonald, & Alpert, 2003), including the San Diego Superior Court, where re-arrests dropped over one year from 21 to 14 percent (San Diego Superior Court,

⁵⁷ "High risk" abusers in this study were those with a history of domestic violence, including the following: injury inflicted to the victim/survivor, the use of weapons with threats, and/or domestic battery accompanied by threats.

2000). The JODI domestic violence court and probation programs in Massachusetts were most effective with 18-to-29-year-old offenders with seven or more prior arrests (Harrell et al., 2008), a population otherwise among the most likely to re-abuse and be arrested for non-domestic violence offenses (Buzawa et al., 1999; Davis & Erez, 1998; Friday et al., 2006; Gondolf, 2000; Heckert & Gondolf, 2000, 2004; Hirschel, Buzawa, Pattavina, Faggiana, & Ruelan, 2007; Klein, 1996; Klein et al., 2005; Macmillan & Kruttschnitt, 2005; Newmark et al., 2001; Orchowsky, 1999; Puffett & Gavin, 2004; Rempel, Labriola, & Davis, 2008; Ventura & Davis, 2004; Wordes, 2000).

However, a recent study of a domestic violence court in the Bronx suggested that judicial monitoring had no effect on recidivism (Rempel et al., 2008). However, this court was a limited “surveillance” model, using a court magistrate with no authority to impose sanctions for non-compliance, a critical function of judicial review models employed in most OVW-funded specialized domestic violence courts. Additional research is needed to further explore the impact of domestic violence courts.

In a recent study of the Domestic Violence Intake Center (DVIC) in Washington, D.C., victims who reported that the court experience was empowering added that the criminal court process produced an increase in their quality of life and a reduction in depression and fear (Cattaneo & Goodman, 2010). A positive court experience also appears to increase the numbers of victims who state that they would use the criminal justice system in the future should they again be battered (Belknap & Sullivan, 2003; Cattaneo & Goodman, 2010; Zweig & Burt, 2003). Similarly, a study of victims’ perceptions of safety and well-being related to pretrial monitoring and the domestic violence liaison program at Milwaukee’s JODI revealed an increased sense of happiness or hopefulness, and a decreased sense of danger or fear of harm from domestic violence (Milner & Gotzler, 2005). Another study found that 75 percent of victims declared they would be more likely to report future violence if a domestic violence court was available to them (Smith, Davis, Nickles, & Davies, 2001).

One of the reasons victims may prefer domestic violence courts may be the court’s linkage with increased victim services and advocacy referrals (Harrell et al., 2008; Henning & Klesges, 1999; Newmark et al., 2001). The District of Columbia Domestic Violence Court, which provides victims with resources and referrals to service, found an increase in the rate of civil protection order retention when victims were offered on-site assistance; retention rose from 40 to 55 percent (Steketee, Levey, & Keilitz, 2000).

A critical element in the success of specialized courts appears to be the involvement of all parts of the justice system, working together to examine the system’s response to sexual and domestic violence. One of the important features of integrated domestic violence courts is enhanced access to information from diverse court dockets and criminal justice databases (Hulse, 2010; Sack, 2002). Domestic violence courts typically promote cooperation between the courts, other criminal justice agencies, and community programs through coordinated community response initiatives (see page 16).

OVW-funded court programs often include specialized staff who provide the court with detailed additional information about the offenders being monitored, to improve the results of judicial monitoring.

One grantee reported:

The Treatment Court Compliance Specialist, who is funded by the Arrest Program, continues to manage and coordinate the activities of a Treatment Court calendar which specializes in monitoring defendants' compliance with domestic violence counseling and treatment orders. During this current reporting period, 2,308 status hearings were conducted with 156 defendants graduating from the domestic violence program by meeting the requirements of their sentence. The Compliance Specialist continues to gather information from treatment providers and implement court contracts, ensure that jail time has been served, ensure fines/restitution have been paid, ensure community restitution has been served, and verifies that fingerprints have been taken. By checking fingerprint status and directing defendants to have immediate prints, Glendale is providing a more accurate criminal history record of domestic violence defendants. This is a vital tool for law enforcement and the prosecutor for charging purposes, as the third domestic violence conviction can be filed as a felony.

- *City of Glendale, Arizona*

Another grantee remarks on the importance of providing courts with comprehensive information from various sources at each phase of their deliberations. Enhanced technology facilitates access to information.

We have been able to provide more effective judicial accountability within our criminal justice system. We are able to provide case-by-case tracking within our system, which provides the prosecution with complete criminal histories of all offenders in our system. This provides for more effective sentencing and recommendations of sentencing. Probation works closely with the judges in review hearing of DV [domestic violence] and SA [sexual-assault] offenders. We are able to provide the victims with a criminal history of the perpetrator's offenses when they are engaged in civil PO [protection-order] proceedings. Slow but sure changes have occurred within our criminal justice system and proceedings to provide for increased offender accountability and justice for victims. The collaboration of the DV probation officer, DV compliance officer, DV men's group facilitator, the Judge, the data-entry clerk, and the project's criminal justice advocate has created a victim response that is activated from the first call, through the court process, through offender probation and with aftercare for victims.

- *Rosebud Sioux Tribe*

Another grantee described victim feedback related to specialized domestic violence courts:

Providing victims the opportunity to discuss their situation and determine with a professionally trained advocate the advantages or disadvantages of protection orders allows victims to make safer decisions. For some, the disadvantages outweigh the advantages, and together, victim and advocate, determining other options that accomplish the same objective, yet keep her safer, is best

practice. Additionally, increasing victims' knowledge of how the civil court process works allows victims to make educated decisions and gain better understandings of their rights. This is also an effective aspect of court advocacy.

- *Sixth Judicial District Combined Court, Colorado*

An average of 23 OVW grantees funded court activities during each reporting period. Between July 1, 2007 and June 30, 2009, OVW grantees trained 17,172 court personnel and used funds to support an average of 43 specialized courts. From January-June 2008 through January-June 2009 report periods, courts receiving Arrest Program funds handled 11,278 sexual assault, domestic violence, stalking, and/or related cases, two-thirds of which were domestic violence misdemeanors; 61 percent of the charges disposed of resulted in convictions.⁵⁸

These Arrest-funded court programs engaged in post-conviction monitoring of 8,014 defendants and conducted 16,299 individual review hearings. During the most recent reporting period (January 1- June 30, 2009), 473 grantees engaged in CCR related meetings with the courts and 96 grantees from the STOP VAIW, Tribal Government, and Rural programs engaged in these meetings with tribal courts.

Probation

Probation and parole departments have devised policies and practices to respond to the heightened scrutiny and more nuanced sentencing by courts in responding to sexual assault, domestic violence, stalking, and dating violence. Increasingly, probation departments have adopted specialized sexual assault, domestic violence, dating violence, and stalking caseloads that utilize intensive supervision with these offenders. Many of these specialized units provide outreach and support to victims/survivors.

Research on the effectiveness of probation supervision in domestic violence cases suggests there are several essential ingredients for effective probation supervision of sexual assault, domestic violence, dating violence, and stalking perpetrators. First, the supervision must be victim-focused: The primary goal of the supervision must be victim/survivor protection, and a secondary, but significant goal, is victim restitution. To achieve both, periodic probation officer contact and communication with victims/survivors is essential; outreach to victims requires a paradigm shift away from traditional approaches to probation, which tend to focus on the offender, not the victim/survivor (Klein & Crowe, 2008; Klein et al., 2005).

Second, there must be strict monitoring of all probationary conditions, not limited to attendance and satisfactory compliance with assigned batterer intervention programs. Batterer intervention programs (BIPs), particularly those embedded in a criminal justice response system that compels compliance with mandates for participation and imposes swift sanctions for non-compliance, appear to de-escalate reassault and other abuse (Gondolf, 2004). Abusers who are unwilling or unable to complete these programs are significantly more likely to re-abuse than those who complete them (Gordon & Moriarty, 2003; Puffett & Gavin, 2004). By tightly monitoring programs,

⁵⁸Convictions include cases of deferred adjudication.

probation officers can bring noncompliant abusers back to court for probation modification or revocation before probationers re-offend.

Third, specially trained probation officers must provide intensive supervision of abusers. This can take the form of periodic office, home, or work visits and drug/alcohol testing, scheduled or unscheduled. Officers should monitor compliance with state and federal firearms prohibitions (Crowe et al., 2009; Klein, 2006).

Specialized domestic violence probation programs in Rhode Island report significantly reduced recidivism compared to traditional supervision of domestic violence probationers, but only for lower risk abusers—(i.e., 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 both re-abuse and all other crimes was 46 percent for those in specialized probation compared to 60 percent for those minimally supervised in mixed caseloads by regular, non-specialized probation officers (Klein et al., 2005).

While sex offenders constitute a large and increasing population of prison inmates, most are eventually released to the community. Intensive community supervision for this population may offer an effective means of reducing the threat of future victimization. A study of 917 convicted male sex offenders, on probation in 17 states, examined the deterrent power of community supervision for these offenders. While the overall recidivism rate was 16 percent, only 4.5 percent of offenders committed a new sex crime during probation (Meloy, 2005).

Stalking presents unique challenges to the criminal justice system. Stalkers often continue their crimes after having been charged, prosecuted, convicted, and released. Research indicates a recidivism rate of approximately 60 percent (Mohandie, Meloy, McGowan, & Williams, 2006).

In Duluth, Minnesota, probation officers communicate with victim advocates on a regular basis. Officers also maintain regular contact with victims/survivors, informing them of the offender's status and inquiring about any contact from the offender either directly or through third parties. Information from victims/survivors helps officers to conduct threat assessments, evaluate their own observations about offenders' conduct, and cite offenders for any violations of the conditions of their release or parole.

The effectiveness of probation's response is more than we imagined. More men are successfully completing probation rather than getting violated. The BIP through DAIP [Domestic Abuse Intervention Project] is noticing an increased completion rate. Communication between advocates and probation is more efficient and productive than ever before. Victims are getting contacted by probation more than ever, especially when working with the shelter. Judges are allowing up to 3 weeks for pre-sentence investigations [PSIs] to be completed, whereas agents prior were required to complete a PSI within 4 hours with virtually no chance of victim contact.

- City of Duluth, Minnesota

In Summit County, Ohio, an OVW-funded specialized probation unit has been able to achieve encouraging results through close monitoring of offenders. A minimal number of offenders are being arrested for repeat offenses after successfully completing the supervision period. Probation officers, prosecutors, and victim advocates continue to show a positive working relationship that is benefiting victims/survivors.

The grant continues to promote effective probation supervision of this group of violent offenders. While the specialist officer's caseload has continued to grow, the increased knowledge has resulted in more efficient supervision of the offenders. The specialist officer has also seen a growing understanding amongst the general supervision staff of the special need of domestic violence offenders and victims. The Pre-Sentence Unit has greatly increased their consultation with the specialist officer, resulting in recommendations suited to the individual offender.

- Summit County Prosecutor's Office, Akron Ohio

An average of 46 OVW grantees funded probation activities during each of the reporting periods covered by this report. OVW grantees hired an average of 47 probation officers and used funds to support an average of 101 specialized probation units. Between July 1, 2007 and June 30, 2009, OVW grantees trained 12,356 corrections personnel, which includes probation officers and offender monitors. During the same two-year report period, Arrest Program-funded probation agencies had 292,137 contacts with offenders and 38,679 contacts with victims/survivors. They disposed of 11,114 probation violations, of which 3,695 resulted in probation revocation and incarceration and 2,167 resulted in partial revocation.

Historically Underserved and Other Vulnerable Populations

Violence against women affects all populations in the United States. However, some groups are more vulnerable to and experience higher rates of violence than others (Field & Caetano, 2004). Experiences of sexual assault, domestic violence, dating violence, and stalking may differ significantly for victims/survivors of underserved populations. The types of violence used or control exerted, the community supports available, strategies for help-seeking, gender roles, access to resources and the dictates of social norms may differ significantly from those in the dominant culture. A victim may perceive, manage, and resist violence based on religious beliefs, ethnicity, language, race, immigration status, cultural and social norms, and economic opportunity (Campbell, Sharps, Gary, Campbell, & Lopez, 2002).

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 are all groups who experience higher rates of victimization and often face unique challenges and barriers to receiving assistance and support to address victimization.

In response to these problems, Congress authorized VAWA funding for assistance of these historically underserved victims/survivors 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)⁵⁹: 9,147 victims/survivors who were reported in the category American Indian and Alaska Native; 3,472 victims/survivors who were 60 years of age or older; 16,893 victims/survivors who were children and youth (ages 0-17); 4,292 women who were college students; 6,777 victims/survivors with disabilities; 14,755 victims/survivors with limited English proficiency; 14,490 victims/survivors who were immigrants, refugees, or asylum seekers; and 36,178 victims/survivors living in rural areas.

American Indians and Alaska Natives

American Indians (AI) are a diverse people, represented by more than 560 federally recognized tribes, of which 229 are Alaska Native (AN) villages, with an estimated combined population of 2.5 million (U.S. Census Bureau, 2007). Approximately 56 percent of American Indian and Alaska Native people live outside tribal lands, and just under 10 percent live in large urban centers (U.S. Census Bureau, 2001). Populations vary widely, from a small number per tribe to thousands of members (Barrios & Egan, 2002). Each tribe reflects great diversity of history, geographic location, language, socioeconomic conditions, and retention of traditional spiritual and cultural practices (Hamby, 2000).

Studies suggest that American Indian and Alaska Native women report higher rates of IPV than women from any other ethnic or racial background (National Institute of Justice, 2002; Rennison, 2001; Tjaden & Thoennes, 2000a). However, accurate lifetime prevalence rates within or between American Indian groups do not currently exist (Chester, Robin, Koss, Lopez, & Goldman, 1994; Evans-Campbell, Lindhorst, Huang, & Walters, 2006; Jones, 2007).

In an effort to address this gap, the reauthorization of the VAWA of 2005 charged the National Institute of Justice (NIJ) 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. This will be the first national effort to collect information from enrolled American Indian and Alaska Native people in Indian Country and in Alaska Native communities. The pilot study is planned to begin in late 2011 and involves a sample of Indian Women 18 years and older living on tribal reservations and Alaska Native villages located within the boundaries of the United States. This new research program will collect information on domestic violence, dating violence, sexual assault, stalking, and murder.

NIJ is also conducting a number of other studies evaluating the effectiveness of federal, state, tribal, and local response to violence against Indian women in Indian Country. These studies include primary data collection of information related to violence against Native American women, secondary data analysis relating to crime

⁵⁹Victims/survivors were reported in all race/ethnicity categories that applied, but were only reported once in each of the categories.

rates and responses to crimes against Native American women and special studies relating to victimization of Native American women. All studies are ongoing.

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 per thousand) 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 of those reporting assault also reported that the assault had been 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 et al., 2006). A survey mirroring the NVAW Survey, administered to Athabaskan women in Alaska, found that nearly two-thirds had experienced domestic violence at some point in their adult life (Wood & Magen, 2009). Another study examining lifetime physical and sexual abuse found that almost 90 percent of the women had been physically or sexually abused in their lifetime and that two-thirds of these women had been abused by multiple perpetrators (Bohn, 2003). Finally, evaluation of a program serving seven tribes in San Diego County revealed 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).

As startling as the rates of domestic violence against American Indian and Alaska Native women are, the rates of sexual abuse are even more dramatic and are reported to be the highest in the nation (Luna-Firebaugh, 2006). The average annual rate of rape and sexual assault for American Indians is 3.5 times higher than for all other races (Greenfield & Smith, 1999). The NVAW Survey found that 65 percent of AI women reported experiencing rape or physical violence, a rate two times that of African Americans, 2.5 times that of whites, and 4.5 times that of Asian Americans. AI and AN women are also more likely to suffer physical injuries in addition to the sexual assault (50 percent) when compared to non-Native women (30 percent) (Tjaden & Thoennes, 2006).

Efforts to protect these victims/survivors are complicated by the fact that many live in isolated communities with limited or no access to telephones, transportation, or emergency services, and limited criminal justice and legal assistance resources. Getting to or receiving services can often be tremendously challenging. The Cheyenne River Sioux Tribe reservation, for example, encompasses approximately 2.4 million acres, with 1.4 million held by the Tribe, an area the size of the state of Connecticut that includes 27 small, dispersed communities and two counties, Ziebach and Dewey. The population is approximately 9,600, 6,000 of whom are American Indian. 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 at the 2008 Tribal Consultation:

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.

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. Jurisdiction between tribes and the federal government is concurrent for some matters and either tribal or federal in others. Confusion over jurisdiction can result in serious delays in responding to crimes or, worse, in no response at all. Given these complexities, the availability of a dedicated victim advocate can make a tremendous difference in the lives of victims, as illustrated below:

The Family Violence and Victim's Services (FVVS) Program is the only agency on the Choctaw Reservation and in the local community that is dedicated to serving victims of domestic violence, sexual assault, dating violence, and stalking. Services provided under this grant allow for the FVVS Program to have a full-time advocate dedicated to meeting the needs of victims and ensure victims receive appropriate services. Many times the justice system becomes a maze for victims, and victims feel that it is easier to abandon the justice system rather than going forward with their cases. In more than half of the criminal cases, there is at least six months before the case is heard, and in some instances the case could be open for more than two years. The women's advocate/educator along with the FVVS Program continue to advocate for these cases to be heard and ensure victims are not overburdened with the pressure from the defendant to dismiss charges. The women's advocate/educator has provided over 700 services to women, men, and their dependent children during the current reporting period. These services include (but are not limited to) receipt and follow-up on police reports, number of meetings attended, transportation, referrals received and sent, intakes provided for protection orders, and the number of attempted follow-ups. This number also includes the number of meetings attended, support during police interviews, and number of times advocate assisted in attaining emergency food and shelter. The women's advocate also volunteered her time to attend functions sponsored by the Choctaw Community Planning Coalition on three occasions with approximately 550 attendees. These were in addition to the community education events, which allowed the advocate to be present in the communities and show support for healthy families and productive rather than destructive activities for the youth. The women's advocate/educator attended 50 trainings or in-service sessions.

- Mississippi Band of Choctaw Indians

Native American women who are victims of crimes occurring on reservation lands encounter a particular set of circumstances that can be very confusing. So many factors can affect whether or not criminal charges are pursued - including 1. where the crime happened, 2. who the victim is, 3. who the perpetrator is, 4. tribal member status of both victim and perpetrator. There may be as many as three courts involved, three prosecutors and any number of investigative personnel, whether it is a law enforcement officer,

a detective or an FBI agent. Through the Advocacy Resource Center funded under the Tribal Government Program, we can minimize the confusion and exposure to the many members of the criminal justice system that may be involved.

- *Sault Ste. Marie Tribe of Chippewa Indians*

Strategies to address violence against American Indians and Alaska Natives must be culturally responsive. Without the availability of culturally relevant services, victims/survivors will be less likely to seek assistance or to stay engaged with services, as one Tribal Governments grantee writes:

Before getting the grant, the Blackfeet Domestic Violence Program (BDVP) relied on off-reservation shelters. Most of these shelters were not culturally specific to meet Indian victims' needs. Also, there were racial barriers and covert racism occurring, which was often difficult to prove. When a victim left the reservation, often she left her social and family support system, and the victim could not make it and often returned to the abuser. We could not expect the victim to start a new life alone with her children; this is not culturally relevant. With a shelter in place, the victim has her family support system in place as well as her spiritual activities to attend.

- *Blackfeet Tribal Business Council*

The Tribal Governments Program provides funds to tribes to develop and implement effective governmental strategies to curtail violence against women. This funding has expanded on funding previously provided through the STOP Violence Against Indian Women Program (STOP VAIW), which was the impetus for significant changes in tribal communities in response to the victimization of American Indian and Alaska Native women. The funding now provides tribal governments the flexibility to develop solutions appropriate for their communities. A compelling illustration of the profound impact OVW funding has had comes from the Hannahville Indian Community, which reported the following:

We are a small tribe in a rural area that would not have the training opportunities available had it not been for this money. We have, through education and infrastructure development, built a response capability that was not even dreamt of 15 years ago. Our officers are the best in Indian Country, and they are consistent in their investigation ability and not afraid to arrest the tribal chair's son, if that is what they have to do. They are proud of the accomplishment we have made toward a better future. We work together as a team to stop violence, because when that happens we all benefit. This money has brought us to the table as equals in the response to victims of crime, not competitors for territory. There is no other funding available to us when it comes to developing a coordinated community response; this funding is critical to the development of a system that responds to the needs of victims. We have tribal codes that reflect the cultural values of our tribal membership and protect the innocent as well as address

the critical safety issues that every community faces. It has helped bring us into the future without losing our past. That is the beauty of this funding.

- *Hannahville Indian Community*

Tribal Governments and STOP VAIW Program grantees reported serving an average of 4,501 victims/survivors in each six-month reporting period between July 1, 2007 and June 30, 2009. 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 9,147 victims/survivors and 2,484⁶⁰ 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 involved. Some have fled violent situations in their home countries, while others have been drawn by economic opportunities. For example, a recent study that conducted interviews with 137 battered immigrant women from 35 different countries found that 29 percent of them immigrated to improve their economic status, while an additional 12 percent came to the United States to work. (Erez, Adelman, & Gregory, 2008).

Unfortunately, not all individuals experience relief or benefits in relocating to the United States. Women who are refugees are often victims of sexual violence, famine, other economic displacement and war in their home countries. The violence they suffer may be state-sponsored or culturally-condoned, and may occur in situations of armed conflict, in refugee camps, or in detention facilities (Office of the United Nations High Commissioner for Human Rights, 2009). Once they have arrived in this country, language barriers, isolation, immigration status, and traditional values are just a few identified conditions that increase their vulnerability and intensify their need to rely significantly on their abusers (Bhuyan, Mell, Senturia, Sullivan, & Shiu-Thornton, 2005). Tactics used by batterers to isolate victims/survivors can include not allowing them to take English classes, go to school, gain employment, or communicate with friends and family (Erez et al., 2008). The immigration and refugee 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).

⁶⁰“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.

Violence against women, or gender violence, has been recognized as a special risk for immigrant or refugee women (Erez, 2001; Perilla, 1999). 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 services. Literature suggests that a lack of effort among abused immigrant women to seek help can be attributed to their cultural traditions (Bui, 2003).

Further, a fear of deportation is of tremendous concern for some immigrant victims. Often, the batterer will exploit this fear and use threats of deportation to maintain control (Erez et al., 2008; Family Violence Prevention Fund, Runner, Yoshihama, & Novick, 2009; Kasturirangan, Krishnan, & Riger, 2004). Seventy-five percent of battered immigrant women interviewed in one study indicated that their abusers used their immigration status against them (Erez et al., 2008). Immigrant women are fearful not only of being deported themselves and losing their children, but 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 suffer social and cultural stigmatization, increased isolation, economic instability, and loss of familial support if the abuser is deported.

Before VAWA 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. Historically, victim service programs only offered services that were "Western" or "dominant culture." For example, many cultures do not approve of discussing personal details of abuse with strangers; such sharing can reinforce cultural shame. Immigrant women were more likely to pursue "help-seeking" at agencies staffed by employees who spoke the same language (Bui, 2003). In recognition of the effectiveness of culturally appropriate and culturally specific services, communities and funded agencies are beginning to offer culturally- and linguistically-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 2000 and VAWA 2005 improved on efforts made in VAWA 1994 to prevent an abusive citizen or lawful permanent resident spouse from using immigration law to keep an abused immigrant spouse from reporting the abuse or leaving the abusive relationship. At the heart of these efforts is the right of battered noncitizen spouses and children of U.S. citizens or legal permanent residents (LPRs) to apply for lawful immigration status without the assistance or knowledge of their abusers. Battered spouses of U.S. citizens who are not in deportation proceedings may concurrently file

their VAWA self-petition (I-360)⁶¹, adjustment of status application (I-485) to become a legal permanent resident, and employment authorization application (I-765).⁶² A prima facie determination on the self-petition enables the applicant to receive public benefits while their case is pending. Once they receive their employment authorization document, they may legally work and obtain a driver's license. Final approval of the self-petition allows them to be granted legal permanent resident status and to apply for U.S. citizenship after five years.⁶³

In 2000, the U.S. Congress established the U-visa as a vehicle of humanitarian relief for victims of certain serious crimes who lack lawful status in the United States and who are willing to cooperate in the investigation or prosecution of those crimes. Among the crimes included in the legislation are rape, domestic violence, and sexual assault. For a number of years, only interim relief was available to victims who made a prima facie showing of eligibility for the U-visa. Petitions for U-visa status began to be adjudicated in January 2009, when clarifying regulations were issued. Interim relief allowed applicants to receive employment authorization and deferred action status; granting of U-visa status allows beneficiaries to remain in the United States for up to four years, to work, and to apply for permanent resident status (Seltzer, Tomatore, Suriyopas, & Ball, 2010).

LAV Program grantees have been actively assisting immigrant victims/survivors in self-petitioning and seeking U-visa status. These grantees reported addressing immigration issues on behalf of an average of 6,146 victims/survivors and providing services to an average of 9,222 victims/survivors who were immigrants, refugees, or asylum seekers, per six-month reporting period. They also reported assisting an average of 3,395 victims/survivors with U-visa matters and 1,776 with VAWA self-petitions.⁶⁴ From July 1 through December 31, 2008 LAV grantees reported receiving a total of 79 U-visa administrative decisions on U-visa matters; from January 1 through June 30, 2009, after the clarifying regulations came into effect, the number of administrative decisions relating to U-visas increased by over 450 percent, to 367.

During each of the six-month reporting periods from July 1, 2007 through June 30, 2009, OVW discretionary grantees overall reported serving an average of 14,490

⁶¹ The VAWA self-petition requires that the victim/survivor prove that they are or were married to a USC or LPR; that their spouse has abused them psychologically, sexually, and/or physically, in the United States; that they were married in good faith; that they lived with the abusive spouse; and that they are a person of "good moral character." The approval of the petition results in the granting of deferred action status and the ability to apply for employment authorization as well as for LPR status, if they are otherwise eligible.

⁶² While the noncitizen spouse of either a U.S. citizen or an LPR who is in removal proceedings has the same rights to submit a VAWA self-petition, the process is more complicated in immigration court.

⁶³ Title IV, Subtitle G of the Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103-322); Title V of Division B of the Victims of Trafficking and Violence Protection Act of 2000 (Public Law 106-386); Title VIII of the Violence Against Women and Department of Justice Reauthorization Act of 2005 (Public Law 109-162, as amended by Public Law 109-271). Numerous regulations, decisions, and memos from the U.S. Customs and Immigration Service provide more specific guidance with regard to these processes.

⁶⁴ This average reflects data from two reporting periods only, as data specific to U-visas and VAWA self-petitions was collected only on the July to December 2008 and January to June 2009 progress reporting forms.

victims/survivors who were immigrants, refugees, or asylum seekers. Of note is the fact that more than 60% of these victims/survivors sought services from, and were served by, LAV Program grantees.

OVW funding has opened the door to providing critical, ongoing services to immigrant victims/survivors that are multi-faceted, require cooperation with community partners, and that over time, can result in more permanent safety and security for these victims/survivors and for their families.

First and foremost, LAV funding has enabled the Florida Immigrant Advocacy Center to try to help meet the immigration legal needs of immigrant victims of domestic violence, sexual assault, and stalking in South Florida. Meeting these needs can be complicated, as immigrants speak different languages, have different customs, and confront other challenges related to their immigration status. Advocates must address these issues, together with the aspect of violence, if they want people to come forward and continue through the continuum of care. LAV funding allows bilingual and trilingual attorneys and paralegals, victim advocates, and trauma therapists to work together to unlock the difficult stories of abuse to help immigrant victims obtain relief, and move on with their lives. Partners recognize that to create lasting change in a victim's outlook in life, they must have access to this type of collaborative network to both meet victims' basic needs and obtain legal status.

- *Florida Immigrant Advocacy Center*

To date, 2% of the U-visa approvals nationwide are of cases submitted by the International Institute of the Bay Area (IIBA). In response to an IIBA survey, 86 domestic violence and sexual assault survivors who received U-visa interim relief reported on how their lives have changed, 100% say their lives have gotten better and that they and their children feel safer, and 95% say they feel more financially secure too.

- *Bay Area Legal Aid, California*

The Alaska Immigration Justice Project (AIJP) continues to be 100% successful in attaining lawful permanent resident status for the immigrant domestic violence victims/survivors who are clients of the program. AIJP has just started to also receive U-visa adjudications. AIJP has continued its success in obtaining U-visas on behalf of its clients. Two have been waiting for this adjudication for several years and are now able to submit applications for lawful permanent residency.

- *Alaska Network on Domestic Violence and Sexual Assault*

The LAV funding has enabled the Courtroom Advocates Project (CAP) to provide a coordinated family and immigration-law response in order for battered women to achieve safety for themselves and their children. With the LAV funding, CAP has created an extensive pro bono network of private sector attorneys who represent battered immigrant victims in their VAWA Self-Petition, Battered Spouse Waiver, Asylum, U-Visa and other immigration matters. The LAV funding has enabled the CAP Immigration Project to train lay advocates and collaborate closely

with community-based organizations serving specific immigrant communities and in desperate need of expert legal assistance for their clients.

- *Sanctuary for Families, New York*

Women with Disabilities

Approximately 54 million Americans live with a wide array of physical, cognitive, and emotional disabilities (U.S. Census Bureau, 2003).⁶⁵ Of these, between two and four persons in 1,000 are functionally deaf, with about one person in 1,000 becoming deaf under 18 years of age. Some people who are Deaf or hard of hearing do not claim the term “person with a disability or limitation” but rather identify as a member of a cultural or linguistic group (Gallaudet Research Institute, 2009).

A relatively small number of studies have been conducted examining the prevalence of violence against women with disabilities. Violence and abuse of women with disabilities and Deaf women may be more severe, of longer duration, inflicted by multiple perpetrators, and occur in settings atypical for other victims/survivors (e.g., group homes, hospitals, and institutions). Also, women with disabilities and Deaf women frequently have greater challenges accessing the legal system, advocacy, services, and community support, than other victims/survivors (Nosek & Hughes, 2006).

The Behavioral Risk Factor Surveillance System Survey (BRFSS), which included 356,112 male and female subjects, revealed that, compared to all other populations, females with disabilities 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 (Smith, 2008). 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).

While women with disabilities often have violent experiences similar to non-disabled women, including the probability that their intimate partners are those who are most likely to physically, emotionally, or verbally abuse them, the dynamics involved are often very complex and more diverse (Nixon, 2009). Victims with disabilities 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,

⁶⁵Disability is defined as something that occurs outside of the person based on the interaction of the person, his or her functional abilities, and the environment. There are nine categories of functional disabilities; balance, cognitive functions, dimensional extremes, mental health, movement and mobility, respiratory functions, sensory functions, voice/speech and language, stamina, and fatigue. VERA’s Accessing Safety Project. “Understanding Disability.” <http://www.accessingsafety.org/index.php/>

and/or attendant services or assistance; and/or preventing the use of necessary assistive devices (Radford, Harne, & Trotter, 2006).

Women with disabilities face additional barriers that may seriously interfere with their ability to leave a violent relationship. These barriers include inability to exit the house, loss of caregiver service, replacement cost of assistive structures/devices that are not portable, inadequate transportation, limited sign language skills of criminal justice personnel or lack of instructions in Braille for pro se litigants, inaccessible emergency shelters or court buildings, risk of retaliatory involuntary institutionalization by abuser, and loss of resources provided by the abusive partner or other family members.

OVW funds the Disability Program⁶⁶ to train criminal justice professionals, court personnel, and victim service providers to respond effectively to women with disabilities who have been victimized. Grantees of this program have worked diligently over the past several years to improve criminal justice response and services available to victims/survivors with disabilities and to build strong collaborations with community agencies.

The YWCA of Western Massachusetts describes such a collaboration:

The YWCA is the region's leading provider of support and service to people who experience violence, and in particular sexual and physical violence perpetrated against women. Goodwill is the regional leader in providing support and service to people with disabilities. However, prior to receiving the OVW Disability Program funding, these agencies rarely worked or provided services together. Given the high rate of incidence for violence to people with disabilities, this fact is alarming. OVW funding has given the YWCA and Goodwill time to build a trusting partnership and working collaboration. Our collaboration is operating with a goal to address many barriers that our populations face. In particular, the barrier that most people with disabilities face is that the providers who support them during and after an episode of violence do not have the proper training and expertise to intervene and support them as a domestic violence and/or sexual assault victim. Conversely the providers within the domestic violence and sexual assault community do not have the background or skills to effectively support a person with disabilities. These two realities define the gap that people with disabilities fall into in the moments, days, and years after they experience a violent episode of whatever type. A systematic change needs to occur to cross-train both service organizations in order to effectively and appropriately serve individuals with disabilities that experience violence. OVW funding has allowed our organizations to work towards this systematic change.

- *YWCA of Western Massachusetts*

Training provided by the West Virginia Foundation for Rape Information Services has altered the way sexual violence is being handled by community agencies:

⁶⁶This program was formerly known as the Education and Technical Assistance Grants to End Violence Against Women with Disabilities but is now called the Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program.

Because of this project, the state Department of Health and Human Resources requested training for their Adult Protective Service (APS) staff on the issue of sexual violence. Because of the trainings, APS changed their policy so that the APS workers now investigate claims of sexual violence for incapacitated adults. Prior to this, APS referred all complaints (whether the person had capacity or not) to law enforcement for investigation. One victim service agency changed its intake form so that they now ask all callers/clients if they need any accommodations.

- *West Virginia Foundation for Rape Information Services*

Other OVW programs also include statutory purpose areas or program priority areas to address the needs of victims/survivors with disabilities. One Transitional Housing grantee writes:

We have been able for the first time in Deaf America to provide transitional housing services to Deaf and Deaf blind victims/survivors of domestic violence. It has made a remarkable difference in the lives of these women and their children; not one has returned to her batterer since we opened doors in September 2006.

- *Abused Deaf Women's Advocacy Services, Washington*

From July 1, 2007 to June 30, 2009, Disability Program staff trained 2,219 people (including health or mental health providers, government agency staff, 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. Disability Program grantees provided 2,684 technical assistance activities, which included 2,557 consultations and 127 site visits; the great majority of these activities involved staff at disability organizations (476 activities), dual sexual assault and domestic violence programs (462), health/mental health organizations or practices (642) government agencies (199), and residential, institutional, or independent living facilities (146).

During each reporting period, grantees served an average of 6,777 people with disabilities who were victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking.

Older Women

The population of elders is expected to increase considerably over the next 30 years (Grossman & Lundy, 2003). The Population Resource Center (2008) estimated that there would be 6 million Americans age 85 or older in 2010; that is double the population of those ages in 1990. The population of persons 65+ years of age in 2030 is projected to be twice as large as in 2000 (He, Sengupta, Velkoff, & DeBarros, 2005). Persons reaching age 65 have an average life expectancy of an additional 18.5 years; 19.8 years for females and 16.8 years for males (U.S. Department of Health and Human Services, Administration on Aging, 2009).

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; these percentages are on the rise (Bonomi et al., 2007). It is estimated that of those older women reporting abuse, 50 percent report financial exploitation, 45 percent report neglect, 45 percent report emotional abuse, and 25 percent report physical abuse (Kilbane & Spira, 2010).

Until recently, elder abuse had been largely hidden in our society. The extent of elder abuse, its nature, the experience of victims/survivors, the intent of perpetrators, and the efficacy of efforts to protect elders are still 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. This is due largely to the fact that older victims do not typically receive services through the same service system as younger victims. The two main systems that may respond to older victims of intimate partner violence are the adult protective system (APS) and domestic violence agencies (Kilbane & Spira, 2010; Lundy & Grossman, 2009). Each system operates from different sets of assumptions and models of service delivery. Workers are trained differently in terms of theoretical and conceptual understandings, and best practices for service, which results in fundamental differences in planning for safety and protection and in reporting of incidents (Kilbane & Spira, 2010). The primary responsibility of APS is to investigate abuse, neglect and exploitation of vulnerable adults and to provide protection. There are multiple types of perpetrators (i.e., intimate partners, non-relative caregivers, siblings, children, etc.). Domestic violence services integrate feminist empowerment theory into their models and promote self-agency. Perpetrators are primarily defined as intimate partners (Kilbane & Spira, 2010).

While there is no centralized reporting system for cases of intimate partner violence against older women, it is evident that such violence is a significant issue, and one that is often overlooked. In one study, only three 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 suggests that only one in 14 incidents comes to the attention of authorities; victims of these incidents are also less likely to be receiving services. In a study of 70 domestic violence centers in Illinois, only 57 percent of women over 65 received counseling services, compared to 71 percent of women between the ages of 18 and 64 (Lundy & Grossman, 2009). This may be caused by the difficulty in access to domestic violence programs for older victims. Often women in later life are encouraged to seek and/or referred to obtain assistance from APS (Paranjape, Tucker, McKenzie-Mack, Thompson, & Kaslow, 2007). Once a woman is within the APS system, it is highly unlikely she will be referred to domestic violence programs for appropriate services or that the incidents will be reported to law enforcement (Otto & Quinn, 2007). Perhaps more alarming is the possibility that the APS investigative process (i.e., unannounced home visits, contact with family members complicit in abuse by a caretaker or partner) could trigger additional acts of violence, due to APS workers' lack of training specific to the risks of intimate partner violence (Kilbane & Spira, 2010).

An additional complication is that fact that many domestic violence and sexual assault agencies, historically, have overlooked older women. Older women often have very distinct and special needs. Few are employed; most are receiving public assistance and/or Social Security benefits, and/or are dependent upon family members for their care (Lundy & Grossman, 2009). Given these differences, it is

vital that sexual assault and domestic violence agencies create a response that is specific to the needs and disabilities of older victims/survivors and that these agencies develop effective collaborations with their community justice and social services agencies.

Even when victim advocacy and service programs are designed to assist older victims/survivors, the surmounting obstacles to leaving violent and abusing partners is illustrated in this victim story from a Rural Program grantee:

Linda (not her real name) is an elderly lady who had been diagnosed with multiple sclerosis (MS) approximately 10 years previous to when we first saw her. When she arrived at our office, she was just barely able to walk due to the MS, almost incoherent from fear and stress from her illness, and had only a small overnight bag and \$30 with her. Linda lived in a very small rural community which has no law enforcement available. It takes the sheriff approximately 20-30 minutes to travel to the town, so there is no such thing as immediate assistance. Linda's situation had been severe for many years. Although when she and her partner first met she believed her husband to be the sweetest person alive, she was unaware that he suffered from wartime post-traumatic stress syndrome and was self-medicating with vast amounts of alcohol. The relationship steadily deteriorated as he drank more and refused to seek counseling. Once her MS was diagnosed, he became her primary caregiver and began to use her medications to overmedicate her, leaving her completely immobilized and a virtual prisoner. She believes that, because she could not negotiate stairs and he would not carry her down, years went by when she never left their home. He then sold her property (getting her to sign papers when she was heavily medicated) and used the profits to pay his drinking bills, moved her into a trailer home, and spent the rest on more alcohol. After working all her life, owning two successful businesses, she had nothing left. Besides financial harm, he used guns, threats, anger, and outbursts to intimidate and leave her in constant terror for her life. Somehow, Linda managed to take control of her own medication and slowly regained awareness. The day came when she felt strong enough to attempt to escape. She waited until he was out, gathered up a few things, managed to get into the van and left. She then had to drive herself 39 miles to reach us. She stated later that during that terror-filled drive, her eyes were on the rearview mirror more than the road ahead because she expected to see his vehicle pulling up beside her with his shotgun sticking out the window to shoot her. One of her biggest concerns was the welfare of her two pets. She felt certain he would kill them in order to retaliate. After she arrived, we were able to place her in shelter and supply her with food and a few more items of clothing. We also took her to see her long-time doctor (whom she had not been allowed to see in several months) who verified the danger she was in and told us that we needed to get her out of town immediately or her husband will kill her. Her doctor also expressed concern about our safety as we were leaving the clinic. While Linda was in shelter, we helped her access other available community and state resources in order for her to become independent, and also helped her with the legal aspects of getting an Order of Protection. Today, Linda is living with her daughter out of state. Before she left, she expressed how happy and grateful she was for the help Dawson

County Domestic Violence was able to give her. Without a place to go to, she would still be living in daily terror. We, in turn, were able to help her and others like her thanks in large part to this grant.

- *Dawson County Domestic Violence Program, Montana*

In recognition of the special needs of older victims/survivors of IPV, in 2002 Congress authorized OVW's Abuse in Later Life Program. In addition to the need for readily available services that are appropriate and practical, there is need for effective community collaborations, and these collaborations must engage numerous professionals and agencies that are not generally participants in local CCR initiatives. However, even CCR partners experienced in intervention in violence against women will have to upgrade their response guidelines to effectively assist victims/survivors of elder abuse. The following Abuse in Later Life Program grantee narratives illustrate the importance of training law enforcement in particular to help them understand and respond appropriately to older victims/survivors:

The effectiveness of our grant has been immeasurable. Since we have been doing the trainings we have noticed a significant change in how crimes against the elderly are billed by prosecutors and how police reports are made. There have been numerous elder abuse crimes that have now been given the enhanced penalties the state allows. This has had a tremendous effect on our elder population's safety. We have also seen officers that have come through our trainings become more involved with their elder community. Officers are going out into their communities and are meeting and getting to know who the elderly are in their communities and are taking a more active interest in community policing. We have had one local police department that has reinstated their triad program; we have also had an increase in participation from law enforcement in meeting with local elder service providers, advocates, and the district attorney's offices. The overall response from our community from receiving this funding has been immeasurable. The difference in how the officers respond to elder abuse prior and after completing the training is vast. The training has given the officers a more in-depth understanding about the elder population, how to interact with the elderly in an appropriate and non-demeaning way, what to look for, the most up-to-date laws, and what specific statutes to charge perpetrators with. The officers who have gone through the training have given us positive feedback. We have been able to educate these officers, and they are bringing back this knowledge to their communities and putting it into action.

- *Family Counseling Agency, Inc., Louisiana*

The effectiveness of our Elder Abuse training program is most evident in the dramatic increase in calls for services regarding elder abuse since the inception of our training. Law enforcement has reported an increased awareness of signs of elder abuse and what to be aware of during a response to a call. The need for such training has been critical in recognizing problems with the elderly and in assisting officers in being cognizant of the many options available when abuse and exploitation present themselves. We feel that our training effectiveness has come from consistent and onsite communication with the law enforcement agencies in the

region. The program coordinators are law enforcement officers and spend a lot of time contacting and visiting the law enforcement agencies in the region. This is a time-consuming task due to rural, mountainous travel in an area almost as large as the state of Vermont, but by taking the time to personally visit the leadership at the law enforcement agencies, it has produced commitments to the issue and pledges to send officers to training.

- 30th Judicial District, North Carolina

From July 1, 2007 to June 30, 2009, Abuse in Later Life Program grantees trained 12,500 individuals, including 4,312 law enforcement officers and 453 prosecutors. Others trained included court personnel, victim witness specialists, and corrections staff. During each reporting period, grantees served an average of 3,472 victims/survivors of sexual assault, domestic violence, dating 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 percent and 20 percent, or approximately 7 to 14 million children, are exposed to domestic violence each year (Carlson, 2000; Finkelhor, Turner, Ormrod, & Hamby, 2009). In one study, 40 per cent of battered women stated that their children were exposed to the violence perpetrated against them (Thompson, Saltzman, & Johnson, 2003). In a study of children between the ages of 10 and 16, nearly half (43.1 percent) reported their mother being hurt by her partner, close to a third (29.2 percent) reported witnessing the threat of the use of weapon against the mother, and 13.8 percent reported actual injuries associated with the use of a weapon (Edleson, Shin, & Johnson Armendariz, 2008). In addition to exposure, researchers have also noted the intersection between domestic violence and child maltreatment. One study suggests that children living with battering parents are at 15 times increased risk of neglect and abuse over the national average (Osofsky, 1999). 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 and public policymakers have studied the effects of domestic violence on children (Edleson, 2006; Edleson et al., 2007). In one study, researchers discovered that there were immediate and long-term consequences for a child exposed to domestic violence. Immediate effects generally included acting out, aggression, depression, nightmares, disturbances in sleep patterns, cognitive difficulties, difficulty in school, and in some cases, post-traumatic stress disorder and suicide (Dube, Felitti, Dong, Giles, & Anda, 2003; Margolin & Gordis, 2004).

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 there also is a likelihood of sexual, emotional, and physical abuse continuing into adolescence and adulthood. It has been shown that women who are

exposed to physical abuse, sexual abuse, and who witness domestic violence as children are 3.5 times more likely to report being victimized by domestic violence later in life; men who experience the same exposure are 3.8 times more likely to report domestic violence perpetration (Middlebrooks & Audage, 2008). Another study found that victims of childhood abuse and neglect are at an increased risk for physical abuse, sexual abuse, and/or stalking in later life (Spatz Widom, Czaja, & Dutton, 2008). Further, adults exposed to domestic violence report long-term adverse health effects and these chronic and acute health outcomes are compounded significantly by a clustering of difficult childhood experiences (Dube et al., 2003).

A recent analysis of the Youth Risk Behavior Survey examined physical dating violence among ninth to 12th graders and found that one in 11 reported experiencing dating violence (Centers for Disease Control and Prevention, 2006). A study examining psychological and physical dating violence among seventh to 12th graders found that nearly 17 percent of the sample reported physical dating violence (Banyard & Cross, 2008). Data emerging from other recent studies suggest that dating violence prevalence rates are nearly equal among male and female adolescents and that dating violence is equally prevalent among all sexual orientation groups (Ackard, Neumark-Sztainer, & Hannan, 2003; Freedner, Freed, Yang, & Austin, 2002; Howard & Wang, 2003a, 2003b; Howard, Beck, Kerr, & Shattuck, 2005). Research has positively linked dating violence victimization among teens with depression, suicide, and poor academic achievement (Banyard & Cross, 2008; Centers for Disease Control and Prevention, 2006).

In addition to dating violence, sexual assault among teens is an issue of increasing concern. According to one study, three out of four high school girls report being sexually harassed and over half (53 percent) report being sexually assaulted by a peer. Sexual assault was categorized as behaviors ranging from unwanted touching to rape. Alarming, 58 percent of middle school girls reported being sexually harassed, and nearly 40 percent reported being sexually assaulted by peers (Young, Grey, & Boyd, 2009). In other research, boys also reported being subjected to sexual harassment and assault by peers, though at a lower rate than girls, with 40 percent reporting harassment and approximately 25 percent reporting assault. Twelve percent of high school girls reported being raped compared to three percent of boys (Young et al., 2009).

Given the knowledge of how domestic violence affects children, OVW grantees such as the Alaska Department of Public Safety provide counseling to help reduce future implications of witnessing violence. As this grantee states:

The children's counselor at AWARE in Juneau has provided quality in-depth services to child victims of sexual assault and witnesses of domestic violence. Child victims have developed safety plans and identified safe support networks. With consistent presence in their two rural communities, Cordova Family Resource Center is earning trust from both adults and youth, resulting in several disclosures of abuse and many crisis calls. Advocates for Victims of Violence has participated in the establishment of a child advocacy center for sexually abused children.

- Alaska Department of Public Safety

Many grantees are focusing on programming geared toward youth, to prevent dating violence in their lives. Following is an example of such a program from a grantee of the Rural Program:

Birds of a Feather is an after-school program that aims to foster healthy peer relationships between middle school-aged girls in Lake County and on the Flathead Indian Reservation. Through meaningful contact with successful women from their communities, and activities that focus on self-esteem and healthy decision making, Birds of a Feather focuses on helping girls make good decisions for themselves, and prevent dating violence.

- *DOVES, Montana*

The teen helpline was implemented in April 2009 when we were finally able to resolve the conflict between mandatory reporting laws in North Dakota for child abuse and dating violence/sexual violence. We have now completed the specialized intake and policies about how to handle these calls. We continue to enhance our training manual and curriculum for training others around the diverse needs of teens and the issues surrounding dating violence specific to this population group. We continue to attend any trainings regarding teen violence, as resources in this area of expertise seem to be sparse. We have put advertisements into the local papers in the communities within our service area as well as two TV ads on two stations and numerous radio ads promoting the hotline and educating others about teen dating violence. We have distributed flyers at schools, churches and other places within our rural communities advertising the teen helpline. Health and social service professionals in the Standing Rock area and Emmons, Grant and Kidder counties have been provided information and flyers on the teen helpline. We are training staff to answer and assist teens who call the teen helpline. Until they are fully trained, our existing staff members are answering the teen helpline.

- *Abused Adult Resource Center, North Dakota*

And according to a Tribal Coalitions Program grantee,

We have been able to develop programs such as healthy dating, which is the very beginning of where dating violence begins. If we can give our youth the education they need to learn healthy dating, we can start to end the long progression of domestic violence at a time when they become adults. In every youth session we've had, not one youth could identify what a healthy dating relationship looked like. This is a very large message that we need to work harder to educate the youth to help prevent domestic violence for them now and later in life as adults.

- *Community Resource Alliance, Minnesota*

For this reason, a number of OVW-funded programs provide services to child and adolescent victims of sexual assault, in addition to serving domestic violence, dating violence, and stalking victims. Arrest, Rural, STOP Violence Against Indian Women, Tribal Governments, LAV, Transitional Housing, and Supervised Visitation

Program grantees provided services to an average of 12,007 children⁶⁷ (age 0-12) and 2,381 adolescents (age 13-17) during each of the four report 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. While 14 percent of all sexual assaults occur to women between the ages of 18 and 24, 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; Fisher, Daigle, Cullen, & Turner, 2003; Koss, Gidycz, & Wisniewski, 1987).

The National Violence Against Women Survey (NVAW Survey) of 8,000 women aged 18 and older found that 17.6 percent had experienced a completed or attempted rape in their lifetime (Tjaden & Thoennes, 2000a). Of those women who reported being raped since age 18, almost two-thirds were raped by a current or former spouse or cohabitating partner, or by a boyfriend or a dating partner, and 20 percent reported being raped by an acquaintance (Tjaden & Thoennes, 2006). In fact, one risk factor associated with victimization for women is knowing the perpetrator (Fisher, Cullen, & Daigle, 2005).

The National College Women Sexual Victimization study surveyed a national random sample of women attending colleges of at least 1,000 students. The authors found a rape victimization rate of 2.8 percent, translating into approximately 28 completed or attempted rapes per 1,000 female students in a reference period of seven months (Fisher et al., 2000). The data suggest that nearly 5 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), the estimated 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). Further, Daigle, Fisher and Cullen (2008) found that 14 to 26 percent of college women experience repeat victimization in any given academic year. A more recent study, the Campus Sexual Assault Study, a survey of undergraduate college students, found that 19 percent of college women at two large public universities had experienced attempted or completed rape since entering college and 20 percent had been assaulted by a former intimate partner (Krebs, Lindquist, Warner, Fisher, & Martin, 2007).

Given these prevalence rates, addressing this crisis is vital. The problem has often not been recognized, acknowledged, or understood as a crime by the victims or perpetrators themselves, as evidenced by studies that found the following: only 12

⁶⁷Rural Program grantees are the only grantees represented in this report who are authorized to serve and report child victims who are the primary victims of sexual assault. (Rural Program grantees reported serving victims of child abuse/victimization when one of the parents is the victim of domestic violence in the July-December 2007 and January-June 2008 reporting periods; due to a change in VAWA 2005, beginning in January 2008, newer grantees could report serving child sexual abuse victims but not child abuse victims.) The other programs listed above provided services to children of victims/survivors of sexual assault, domestic violence, dating violence, or stalking and to adolescents against whom the sexual assault, domestic violence, dating violence, or stalking was directed.

percent of undergraduate women whose experiences fit the definition of rape identified themselves as rape victims, only 2 to 13 percent of them reported their sexual assault to police; but nearly 70 percent discussed the assault with a family member, friend, roommate, or intimate partner (Fisher et al., 2003; Krebs et al., 2007); 84 percent of men whose actions matched the legal definition of rape said that they definitely did not commit rape (Koss, 1998). Importantly, researchers found that often students did not know where on campus to find services after an unwanted sexual experience, and often chose not to use them, further compounding the trauma (Walsh, Banyard, Moynihan, Ward, & Cohn, 2010).

In addition to sexual violence, college women are also at risk for physical aggression. Smith, White, and Holland (2003) found that by the completion of the fourth year of college, roughly 88 percent of women reported experiencing at least one incident of sexual or physical aggression and 64 percent had experienced at least one incident of each. As well, by the end of the fourth year, 42 percent of women reported being verbally threatened with physical violence and 13 percent experienced this violence. In 78 percent of the cases, boyfriends were identified as the offenders. Data from the Relationship Characteristics Study found that in a sample of 1,938 college students in a relationship, 38 percent were more likely to perpetrate physical assault against their partner than those who were not in a relationship (Nabors, 2010).

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 in this effort may include campus victim services, campus law enforcement, health providers, housing officials, administrators, student leaders, faith-based organizations, student organizations, and disciplinary boards. Campus-based collaborations develop training and policies specific to the campus setting and community to address this particular environment and culture, and also link to local criminal justice agencies and service providers to provide for increased victim safety and offender accountability.

To encourage these campus and community-based partnerships, OVW requires that all Campus Program grantees form collaborations both on- and off-campus and conduct training of campus disciplinary boards and law enforcement officers.

Colleges and universities receiving Campus Program funds must also institute prevention and education programs that seek to change student attitudes and beliefs that are the underlying causes of violent behavior, and to keep students safe. The following Campus Program grantees highlight the effects of OVW funding on their students and institutions:

The Campus Program funding has provided the resources to develop and implement the following: a strong client-centered program to reduce the trauma of dating violence, domestic violence, stalking, and sexual assault; educational programs designed to modify the campus climate by challenging attitudes, behaviors, and values, and to reduce the incidence of violence against women; and training and collaborations with the Cal Poly Pomona Police Department to improve law enforcement and institutional response leading to increased reporting, survivor well-being, and perpetrator accountability.

- *Cal Poly Pomona Foundation, Inc., California*

First and foremost this grant has encouraged (forced) the University to address sexual assault, dating violence, and stalking in a more comprehensive and determined way. At the institutional level, the grant has received support and encouraged participation from a broad spectrum of staff, faculty, and students. Regular meetings have been held to discuss these issues and offer suggestions for improvement around services, policies and response. Police officers have had mandatory training; just the fact that they were paid overtime and expected to attend the training (which the chief also attended) sent a message that these are important issues taken seriously by this university. After an initial training, the Judicial Board will have another training session in August (in order to include new members) even after the grant is over. This training will include a presentation on post-traumatic stress disorder and survivors. Having regular conversations about best practices and how we can all work together has brought these issues into the forefront of university business.

- *Virginia Commonwealth University, Virginia*

Between July 1, 2007 and June 30, 2009 Campus Program grantees accomplished the following with OVW funds: they trained a total of 31,218 professionals, including 1,053 judicial board members and 2,653 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 268,791 incoming students.

Campus Program grantees provided direct services to an average of 1,166 victims/survivors during each reporting period. Of those served, an average of 45 percent were victims/survivors of sexual assault, 40 percent were victims/survivors of domestic violence or dating violence, and 15 percent were victims/survivors of stalking.⁶⁸ Of the victims/survivors served by all grantees who provide victim services, 76 percent were between the ages of 18 and 25.

Victims and Families Living in Rural Areas

Findings from the Behavioral Risk Factor Surveillance System (BRFSS) in 2005 found that 26.7 percent of women and 15.5 percent of men residing in rural areas reported experiencing physical or sexual violence by an intimate partner in their lifetime (Breiding, Ziembroski, & Black, 2009). A study of partner violence screening in rural health care clinics found that 13.3 percent of women reported currently experiencing IPV and 25.6 reported IPV in the past five years, with two-thirds revealing both assault and psychological battering (Coker et al., 2007).

⁶⁸ Because victims/survivors can only be counted once during each reporting period in which they receive services, they must be reported under a primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served.

While national data suggest that women in urban areas are victimized at higher rates than women in rural areas (Bureau of Justice Statistics, 2006) two studies of adult sexual victimization found that sexual assault rates were higher in certain rural counties (Lewis, 2003; Ruback & Ménard, 2001); rates of *reporting* victimization, however, were higher in urban counties (Ruback & Ménard, 2001). Further research indicates that women in rural areas report higher levels of stalking and violence and are more likely to experience a partner isolating them from family or friends and limiting their access to money (Logan, Shannon, & Walker, 2005).

Victims/survivors in rural communities often find that medical, legal, and social services are very limited or nonexistent (Eastman, Bunch, Williams, & Carawan, 2007; Grama, 2000; Logan, Walker, Cole, Ratliff, & Leukefeld, 2003). 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 levels, high poverty rates, limited access to services, and lack of appropriate housing or shelter. Given the reduced availability of services for victims/survivors, the opportunity for discussion and sharing experiences with other victims/survivors is in effect absent (Eastman et al., 2007).

Culturally predisposing factors such as patriarchal attitudes, lack of anonymity, fear of familial disapproval, and an ethic of self-reliance may prevent women from seeking safety (Eastman et al., 2007; Grama, 2000; Hunnicutt, 2007; Lee & Stevenson, 2006; Lewis, 2003). Geographic isolation combined with inadequate transportation and lack of telephone service make leaving a batterer, particularly in the midst of a crisis, nearly impossible (Grama, 2000; Krishnan, Hilbert, & VanLeeuwen, 2001). The use of firearms against women seems to be more prevalent in rural communities than in urban communities (Grama, 2000). The consequences of these stark differences are not surprising: the percentage of all homicides involving intimate partners is higher in rural areas (Bureau of Justice Statistics, 2006; Gallup-Black, 2005).

As two Rural Program grantees illustrate:

Simply put, if not for Rural grant funds, there would be no program in Faith or Buffalo, South Dakota. Our presence allows women some freedom and space to make decisions about their lives in an environment of support and safety. Women have access to technology in our office which includes the availability of a computer and internet, a fax machine for paperwork, etc. Our contact information is thoughtfully placed in the community and therefore, it is not unusual to have brochures and bookmarks in the schools, clinics and businesses. Our program has become fully integrated into community services and we are relied upon for information about the issues of violence against women and children by other helping agencies and lay professionals. As one advocate writes, "I first heard from a young mother of two who while living in North Dakota was severely beaten ... to the point of unconsciousness ... by the father of her 8-month-old daughter. The young woman is Native American; her partner is Caucasian. Her partner, of course, denied hitting her, but she petitioned for and was awarded a protection order. He promptly filed for custody of

his daughter. This case was complicated and frustrating. The assault occurred in North Dakota, the custody battle was in North Dakota, but because the children are enrolled members of the Cheyenne River Sioux Tribe, the case was moved to Eagle Butte on the Cheyenne River Indian Reservation. I helped her locate an attorney who was certified to practice law in both state and tribal courts. Fortunately he resided in Fort Yates, North Dakota. Several days I began driving, transporting, and advocating for her and with her as early as 7:00 a.m. and didn't get home until 8:30 p.m. One day I spent 13 hours with her and drove over 400 miles. My counterparts in an urban setting may have spent that day working with and advocating for more than one woman. This is the reality of rural advocacy."

- *Crisis Intervention Shelter Services, South Dakota*

This funding has allowed us to focus attention on education, awareness, and prevention that our program does not otherwise have the resources to accomplish. There would be no programs in the school addressing sexual and dating violence. We would not be able to reach faith-based organizations, community groups and others to raise awareness. There would not be a men's group organized to get more men involved in ending violence against women. There would not be a booth at the Wyoming State Fair and at other public events letting the public know that sexual assault is a major problem in Wyoming.

- *Converse County Coalition Against Violence, Wyoming*

Pyramid Lake Paiute Tribe, an LAV Program grantee, offers another compelling example of the impact OVW funds can have in under-resourced rural areas:

Without the LAV program funding, victims of domestic violence, sexual assault, and stalking would not have access to legal assistance and representation. This project is currently the only program in this rural community providing victims with legal representation. The lack of no-cost legal service providers in northern Nevada, rural and tribal communities alike, force victims into having to leave with no assistance, self-represent, or remain in their current situations due to limited financial resources.

- *Pyramid Lake Paiute Tribe*

OVW's Rural Program is designed to help rural communities overcome barriers and respond to victims of sexual assault, domestic violence, dating violence, and stalking. In each reporting period from July 1, 2007 through June 30, 2009, Rural Program grantees served an average of 18,689 victims/survivors. All discretionary grantees providing services to victims served an average of 36,178 victims/survivors who lived in rural areas (including reservations and Indian country) during each six-month report period.

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) is designed to encourage state, local, and tribal governments and state, local, and tribal courts to treat domestic violence, dating violence, sexual assault, and stalking as serious violations of criminal law requiring coordination with nonprofit, nongovernmental victim advocates, and representatives from the criminal justice system. This program challenges the whole community to communicate, identify problems, and share ideas that will result in new responses and the application of best practices to enhance victim safety and offender accountability.

The Arrest Program includes the following purpose areas during the period covered in this report:

- implementing pro-arrest programs and policies;
- improving tracking of cases involving sexual assault, domestic violence, dating violence, and stalking;
- centralizing and coordinating police enforcement, prosecution, or judicial responsibility for sexual assault, domestic violence, dating violence, and stalking cases;
- coordinating computer tracking systems to ensure communication between police, prosecutors, parole and probation officers, and both criminal and family courts;
- strengthening legal advocacy service programs; educating judges in criminal and civil courts (including juvenile courts);
- providing technical assistance and computer and other equipment to police departments, prosecutors, courts, and tribal jurisdictions to facilitate the widespread enforcement of protection orders;
- developing or strengthening policies and training for police, prosecutors, and the judiciary in recognizing, investigating, and prosecuting instances of sexual assault, domestic violence against older individuals and individuals with disabilities;
- developing state, tribal, territorial, or local policies, procedures, and protocols for preventing dual arrests and prosecutions;
- developing and establishing comprehensive victim service and support centers, such as family justice centers;
- developing and implementing policies and training for police, prosecutors, probation, and parole officers, and the judiciary in recognizing, investigating, and prosecuting instances of sexual assault;

- developing, enhancing, and maintaining protection order registries;
- and developing human immunodeficiency virus (HIV) testing programs for sexual assault perpetrators and notification and counseling protocols.

The Arrest Program recognizes that sexual assault, domestic violence, dating violence, and stalking are crimes that require the criminal justice system to hold offenders accountable for their actions through investigation, arrest, and prosecution of violent offenders, and through close judicial oversight of offender behavior.

Victim safety must be a fundamental consideration at each juncture in the criminal justice system.

The effects of the collaborative efforts are already evident. Law enforcement officers in one county previously refused to work with the rape crisis center advocates. Since the Sexual Assault Response Team (SART) Coordinator has been working to build trusting relationships and initiate a coordinated community response, now, not only do officers contact an advocate when a victim is at the hospital, they allow the advocate to be with the victim during the interview. The relationship has improved to the point that officers have twice brought lunch (unannounced) to the rape crisis center staff!

- West Virginia Department of Health and Human Services

General Grant Information

Information for this chapter was submitted by 279 individual Arrest Program grantees⁶⁹ for the period July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 231
- January–June 2008: 206
- July–December 2008: 217
- January–June 2009: 198

Fourteen 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. Being able to hire staff is crucial to the overall function and success of programs.

Grantees most often used grant funds for victim advocates.

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

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

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	209	200	199	190
Total FTE staff funded	767	735	689	743
Victim advocates	214	200	173	206
Law enforcement officers	96	98	80	91
Prosecutors	75	70	69	55
Program coordinators	67	71	71	65
Probation officers	41	39	37	32
Legal advocates	45	43	53	37
Court personnel	31	21	26	25

FTE = full-time equivalent

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

During the past reporting period, the victim advocate handling misdemeanor cases, funded by this grant, personally spoke with and assisted 812 victims whose misdemeanor domestic violence cases were pending in one of the specialized Family Violence Courts in Dallas County. This advocate position focused on speaking with domestic violence victims shortly after the offense was filed, while the abuser was still in custody. Prior to obtaining this grant, the Dallas County District Attorney's Office was rarely able to have contact with domestic violence victims this soon after the offense occurred.

- Dallas County, Texas

These three advocate FTE positions permit us to have advocate staff available with cultural ties to the Latina, African, and Southeast Asian communities to provide a level of communication, trust and comfort for victims from these diverse communities. The advocates assist the FVU (Family Violence Unit) investigators in connecting with the abuse victims and obtaining the information to move their cases forward where the investigator previously had no success before advocates were available. We are able to bring more victims from these diverse communities to report their victimization because of our outreach efforts, and our networking with our partner and other community advocacy agencies to support all abuse victims. We have many success stories. These victims are moved on to safe, fulfilling new lives.

- City of Minneapolis, Minnesota

Having a grant-funded team prosecutor that dedicates her time to only domestic violence/sexual assault cases greatly expedites the effectiveness of prosecution activities. When the grant funded detective prepares his investigation, the documents are given directly to our in-house legal advocate who, in turn, prepares and files any/all legal documents immediately, forwarding them to our team prosecutor. If our team detective is available, he is notified

of summons/warrant and begins attempts to serve the offender. This dedicated team can arrest an offender, provide advocate services to the victim/survivor, complete the investigation, and has served the offender in 24 hours. Before grant funding, these cases would be included in the numerous daily activities of the regular prosecutor and law enforcement, given neither urgency nor priority. This increases our ability to serve victims/survivors and their families without delay as well as expediting a consequence for the offenders' actions.

- County of Ripley, Missouri

Training

Quality training to professionals is necessary for the development of an effective Coordinated Community Response (CCR) to sexual assault, domestic violence, dating violence, and stalking. Nearly all Arrest Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking victimization issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff and mental health and other professionals. This training improves professional responses to victims/survivors 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: 223 (80 percent of grantees)⁷⁰
- Total number of training events: 5,945
- Total number of people trained: 136,953

⁷⁰ This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month period.

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

Position	People trained (N = 136,953)	
	Number	Percent
Law enforcement officer	53,751	39
Multidisciplinary group	12,167	9
Victim advocate	10,604	8
Health professionals	7,617	6
Court personnel	7,393	5
Prosecutors	5,706	4

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

One specific way this shift was fostered in the last reporting period included the patrol officer who attended the domestic violence conference. Since the conference, the officer has been training his own patrol unit in domestic violence, increasing interest in and dialogue about domestic violence among his unit and then to others. New officers, who often begin in the patrol division, experience firsthand a seasoned and respectful response to domestic violence and adherence to the protocols by having such mentors on shift, reinforcing the Chatham County Sheriff's Office position. This enhanced focus on reaching patrol officers is contributing to a more cohesive sheriff office overall and is enabling officers to move towards a more-unified front in battling domestic violence. The Domestic Violence Unit has noticed that such officer engagement in the work may be preventing turn-over at the department, as officers are more committed to their work and interested in improving their own skills related to domestic violence. The response at the scene has been of a better quality and it has included more collaboration with support agencies.

- *County of Chatham, North Carolina*

Arrest Program-funded trainings provided by expert trainers on best practices inspired the leadership of Austin Police Department's Domestic Violence Unit in 2005 to create a sub-unit focused on high-risk domestic violence and stalking cases. SafePlace now trains all sheriff's office school resource officers on teen dating violence, whereas before dialogue between the two organizations was minimal.

- *City of Austin, Texas*

Immediately following the first training on strangulation, reports were received that law enforcement officers were using the information gained at the training and making arrests for strangulation where previously they had not. Individual law enforcement officers and prosecutors have reported to the various

committee and task force members that they are now making arrests due directly to information received at the training.

- *Minnesota Department of Public Safety*

Victim Services

The availability of a wide range of services for victims/survivors of sexual assault, domestic violence, dating violence, and stalking is a critical part of a coordinated community response. Victims/survivors 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.

- Number of individual grantees using funds for victim services: 216 (77 percent of grantees).⁷¹
- Arrest Program grantees provided services to an average of 52,499 victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a six-month reporting period.⁷²

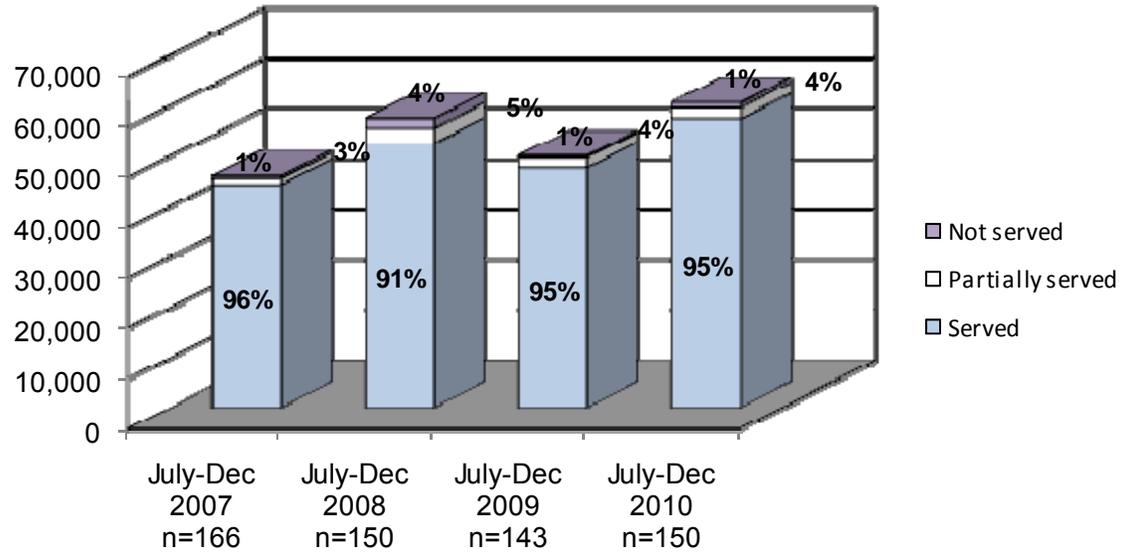
As a result of the project, the domestic violence service provider is viewed as a critical resource in providing quality services to victims and an important resource for law enforcement and the courts. The fact that the project supports both civil and criminal attorneys has enabled the project to address safety and accountability issues from a coordinated perspective. The bench appears to respect the work of the project attorneys, and this has greatly improved the experiences victims have in court. Being able to videoconference judges for protection orders in after hours from the shelter has been a godsend. It has improved accessibility and because the project's paralegal has assisted the victim/survivor in completing the petition, they are well prepared before the judge is called to hear the case --- a tremendous improvement for the judges over the prior process. If the courts are happier, some might say the victim (and the service provider) will be, too.

- *County of Schuylkill, Pennsylvania*

⁷¹This 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.

⁷²This number represents a calculated average of all four six-month reporting periods; however, grantees only addressed sexual assault and stalking during the last three reporting periods of this report (covering the period of January, 2008 to June, 2009).

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 Seeking Services

July–December 2007:

- 45,975 victims/survivors sought services from Arrest Program grantees.
- Of these, 45,460 (99 percent) victims/survivors received services and 515 (1 percent) were not served.

January–June 2008:

- 57,399 victims/survivors sought services from Arrest Program grantees.
- Of these, 55,397 (97 percent) victims/survivors received services and 2,002 (3 percent) were not served.

July–December 2008:

- 49,971 victims/survivors sought services from Arrest Program grantees.
- Of these, 49,583 (99 percent) victims/survivors received services and 388 (1 percent) were not served.

January–June 2009:

- 60,505 victims/survivors sought services from Arrest Program grantees.
- Of these, 59,555 (98 percent) victims/survivors received services and 950 (2 percent) were not served.

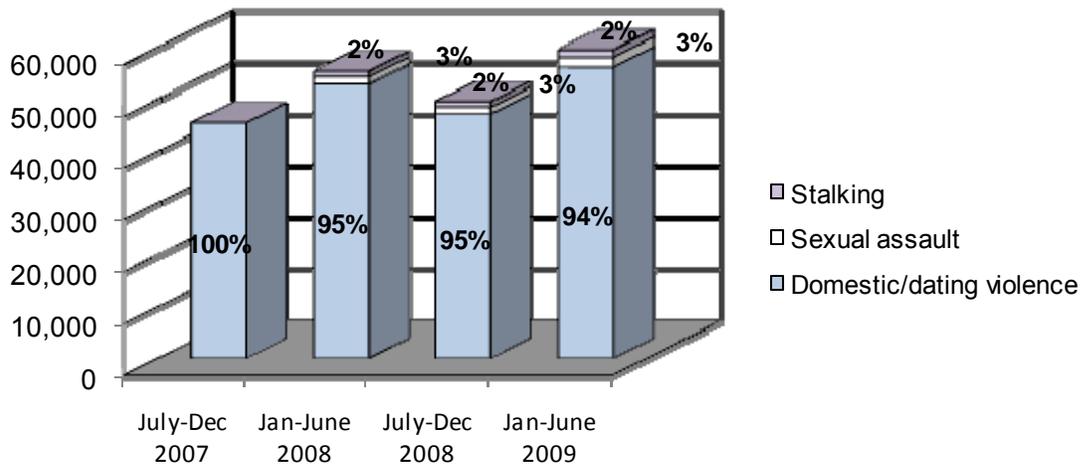
Reasons Victims Were Not Served or Were Partially Served

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

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

More than 94 percent of the victims/survivors served during the four reporting periods received services for domestic violence and dating violence.

Figure 2. Provision of victim services by Arrest Program, by type of victimization⁷³



The majority of victims/survivors served or partially served were victimized by a current or former intimate partner (63-73 percent).

⁷³The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served.

Table 3. Relationship to offender of victims/survivors served by the Arrest Program

Relationship to offender	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Current/former intimate partner	29,366	33,817	30,539	34,371	63-73
Other family member	3,859	3,781	4,539	4,635	8-10
Dating relationship	6,969	10,299	9,729	14,039	17-26

NOTES: Because victims/survivors may have been victimized 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.

Demographics of Victims Served and Partially Served

Arrest Program grantees served or partially served an average of 52,449 victims/survivors in a six-month reporting period.⁷⁴ The majority of those victims/survivors were white (47–49 percent), female (90–91 percent), and between the ages of 25 and 59 (70–72 percent).

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

Table 4. Demographic characteristics of victims/survivors served by Arrest Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian/Alaska Native	1,000	1,197	840	687	1-3
Asian	1,219	1,063	1,058	1,041	2-3
Black or African American	11,770	14,693	14,134	18,515	30-35
Hispanic or Latino	5,918	7,241	7,215	8,020	15-16
Native Hawaiian or Pacific Islander	161	126	142	208	<1
White	19,184	23,351	21,213	24,771	47-50
Unknown	6,515	8,555	5,094	6,535	Na
Gender					
Female	39,583	45,448	42,661	50,894	90-91
Male	4,138	5,011	4,817	5,879	9-10
Unknown	1,739	4,938	2,105	2,782	Na
Age					
13–17	1,249	1,322	1,292	1,543	3
18–24	8,917	11,204	9,823	12,147	22-24
25–59	28,383	33,209	31,134	37,784	70-72
60+	1,012	1,582	2,385	1,938	3-5
Unknown	5,899	8,080	4,949	6,143	Na
Other					
People with disabilities	1,998	1,733	1,669	2,650	3-4
People with limited English proficiency	4,292	4,677	4,529	5,537	8-9
People who are immigrants, refugees, or asylum seekers	3,128	3,154	3,561	4,467	6-8
People who live in rural areas	6,817	7,095	6,902	6,653	11-15

Na = not applicable

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

As a result of Arrest Program funding, we were able to provide ongoing in-depth services to the large number of clients referred for victim services. Over half of our cases are with clients who are immigrants - most of whom are non-English speaking. Program funding allows us to provide the comprehensive culturally sensitive services that our non-English speaking clients need. Most of our

immigrant non-English speaking clients have little information about the criminal justice system and services that are available to them -- we find that they are socially/culturally isolated. Needless to say, often the victims find the criminal justice system in America to be very different than the criminal justice system in their native countries. It is only after continuous unconditional support and advocacy that victims/survivors believe that law enforcement consider safety of the victim the highest and topmost priority. And, after continued consistent intervention, clients feel more comfortable receiving services and working with the criminal justice system.

- *Borough of Brooklyn, New York*

Types of Victim Services

Arrest Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These services include victim advocacy (actions designed to help the victim obtain needed resources or services), crisis intervention, and helping victims navigate the legal system. Victims/survivors of sexual assault, domestic violence, dating violence, and stalking 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 childcare 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/survivors receive safety planning, referrals, and information as needed. Grantees report that the following services were provided most frequently (not a complete list) to victims/survivors over the four six-month reporting periods⁷⁵:

- Criminal justice advocacy: 91,715
- Victim advocacy: 98,971
- Civil legal advocacy: 64,687
- Crisis intervention: 63,359
- Counseling: 38,607

One agency reported that they have been able to assist several immigrant victims in submitting U-visa applications (visas for victims of crimes). Prior to the project it took, on average, 18 months to complete this paperwork. It is now being completed in six months - three times as fast since the project began.

- *Washington State Department of Community, Washington*

Grant support for the language line and interpreter services continues to be a key component of outreach to victims in the

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. Only the most frequently reported categories of services are presented.

refugee and immigrant communities. In the last six months ... interpretation and translation services were funded by VIP [Violence Intervention Partnership] using [Arrest Program] funds in nine languages, including Somali, Amharic, Dinka, and Swahili. Stalking logs and Protection Order Key Points handouts were translated in the spring of 2008 into Vietnamese, Acholi, Farsi, Korean, Mandarin, Russian, Somali, and Spanish, languages identified by the Family Crisis outreach staff as the most commonly used. NNEDV (*National Network to End Domestic Violence*) Safety Planning Fact Sheets in five languages were printed for the outreach staff to use. In December 2008, the Technical Safety Planning with Survivors factsheet was translated into Acholi, Farsi, and Nuer. The Protection Order Key Points handout and stalking log were translated into Nuer. The court, district attorney's office, and Family Crisis Services continue to distribute the forms, brochures and guides about the protection order process that were translated into six different languages last year. The forms are also posted on the Pine Tree Legal Assistance website in the different languages. The VIP Board also heard a presentation by the director of the United Somali Women about the New Mainer DV [domestic violence] Initiative, and the special challenges faced by victims in the Somali community. VIP members presented training about DV laws and victim resources for a group of New Mainer community leaders and service providers; the VIP board also heard a presentation about language access policies in October 2008 and received copies of model policies.

- *Cumberland County, Maine*

Our unit prides itself in working closely with our Elder Abuse Vertical Prosecution Unit (EAVP). We are constantly communicating between the units to ensure that our victims are not re-traumatized through the criminal justice system. Through cross-training, all of our units are able to assist victims of elder abuse, domestic violence and elder-abuse sexual-assault cases. This is extremely important in helping domestic violence elder-abuse victims because they may have been in the situation for years, if not decades, increasing their concerns and fears about the criminal justice process and what will happen to them if they report. Our goal is to keep the lines of communication open and to continually work with our EAVP Unit in training our local senior centers and Adult Protective Services.

- *County of Lake, California*

Hotline Calls

- Out of a total of 226,515 hotline calls received, about half (105,479) of the hotline calls were received from victims/survivors.⁷⁶

⁷⁶This number reflects data for the last three reporting periods only (January-June, 2008, July – December, 2008, and January – June, 2009). Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims, and from members of the general public requesting information, some of whom may be victims but who do not identify themselves as such.

Victim-Witness Notification/Outreach to Victims/Survivors

- Grantees reported a total of 137,953 letters, phone calls, or visits to victims/survivors.⁷⁷

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.

The Arrest [Program] funding has allowed Alabama Coalition Against Domestic Violence to develop and implement statewide systemic changes. The statewide protection order data system has been re-programmed to allow e-filing and collect an array of data. The Arrest grant has also provided probation funds that have been able to promote and assist in the development of domestic violence courts and develop resource materials for courts statewide. The prosecutors, largely due to the Arrest grant funding, have developed policies on responding to domestic violence cases.

- Alabama Department of Economic and Community Affairs

As a result of receiving funding through the Arrest Program, not only are our agencies better educated, but our jurisdiction has developed a closer working relationship with pretrial services and community corrections, among several other agencies within the criminal justice system. This has allowed us to uncover systemic and specific case issues in a more timely fashion and address them much more quickly and comprehensively.

- York County, Virginia

Law Enforcement

The role of law enforcement is crucial in responding to violence against women. The response and attitude of law enforcement officers influences whether or not victims will report domestic violence offenses (Davis & Maxwell, 2002; Friday et al., 2006), and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court (Jolin et al., 1998). Law enforcement officers should be proactive and aggressive in addressing sexual assault, domestic violence, dating violence, and stalking incidents. A meaningful and serious response by law enforcement agencies that includes arrest, providing victims with information pamphlets, taking down

⁷⁷This number reflects data for the last three reporting periods only (January-June, 2008, July – December, 2008 and January – June, 2009). Number of calls is not unduplicated.

witness statements and helping victims secure protection orders, were all associated with reduced re-abuse (Klein, 2008a; Wordes, 2000).

- Number of individual grantees using funds for law enforcement: 105 (38 percent of grantees)⁷⁸

Figure 3. Law enforcement activities in Arrest Program sexual assault, domestic violence, dating violence, and stalking cases for all reporting periods

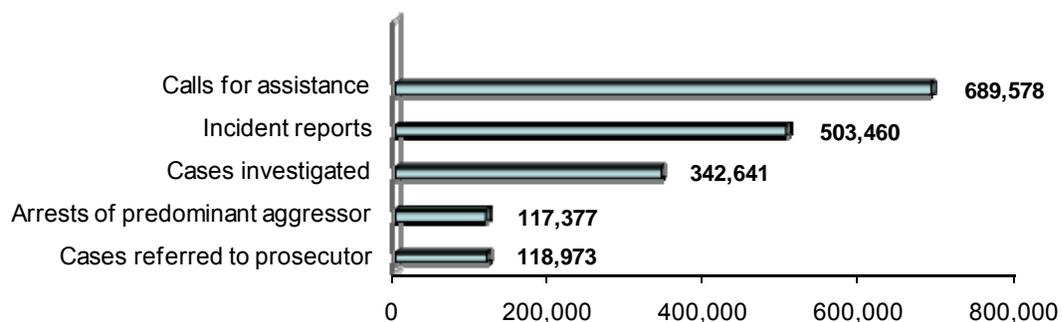


Table 5. Law enforcement activities in Arrest Program sexual assault, domestic violence, dating violence and stalking cases for all four reporting periods, by type of victimization

Activity	Sexual Assault	Domestic violence/dating violence	Stalking	Total activities
Calls for assistance	11,517	675,327	2,734	689,578
Incident reports	9,657	490,941	2,862	503,460
Cases/incidents investigated	7,872	332,177	2,592	342,641
Arrests	2,044	114,544	789	117,377
Referrals of cases to prosecutor	1,866	116,342	765	118,973

Referrals to Victim Services

- Law enforcement staff made 132,330 victim/survivor referrals to governmental and nongovernmental victim services.⁷⁹

⁷⁸This number reflects an unduplicated count of grantees; grantees are only reported once, even if they reported data in more than one six-month reporting period.

⁷⁹Due to statutory changes in VAWA 2005, data was collected on victim/survivor referrals by law enforcement staff during the last three reporting periods of this report only (January-June, 2008, July-December, 2008 and January-June, 2009).

Prior to this funding, none of the local law enforcement agencies had a domestic violence unit in their departments, and only one had an officer who specialized in domestic violence as part of the officer's other duties. Since the funding, three domestic violence units have been established, and now there are five officers whose primary focus is domestic violence, in addition to the promotion of one of the early domestic violence officers to lieutenant. The impact of this tremendous shift in focus and awareness has been felt agency-wide.

- *County of Chatham, North Carolina*

Being a grant-funded law enforcement officer enables me to concentrate my efforts solely in the domestic violence [DV] arena. I am able to spend more one-on-one time with the victims and am able to ensure all aspects of the case have been met and proper charges have been filed. Many times, after speaking with a victim, it is apparent the initial charges are inadequate and more serious charges related to the case are then brought. I am very fortunate that this grant has allowed me to work side by side with a victim advocate. The advocate is able to provide victim services, such as advocacy, support, referrals, crisis intervention, etc., which allows me the ability to obtain more detailed statements and collect evidence which might have been initially overlooked. Having a female victim advocate along also allows me to get follow-up photographs when our forensics unit is unavailable. This program has been so successful that another department has used it as a model to use in their DV program.

- *Dauphin County, Pennsylvania*

Having an evidence collection specialist has increased the number of cases the prosecution can take to trial and has resulted in better outcomes at trial. Prior to the establishment of this grant-funded position, evidence collection was assigned to multiple staff, both sworn and civilian personnel. There was no consistency in the collection of evidence, no central database, and the collection of critical evidence was haphazard at best and frequently collected too late for case screening. This resulted in many cases being dropped for lack of evidence. Creation of this position has made a difference to successful prosecution, maintenance of an evidence database and a better working relationship between police and prosecution.

- *County of Montgomery, Maryland*

The grant allowed for one police department to develop a pro-arrest policy for the very first time and enabled the department to give full attention to the needs of victims. Another department reports that the grant has been crucial to enhancing the department's response to victims. The domestic violence (DV) officer also reports that it has allowed the department to expand awareness in the community, building a stronger presence and improving public perception. Victims have reported to the DV officer that they now feel more comfortable calling for help, trusting that the response from officers will be more favorable than in the past. The Chatham County Sheriff's Office reports that the grant has permitted them to cultivate an enduring attitude shift,

department-wide, in the perception of domestic violence offenders and their crimes, and also in the perception of victims. One specific way this shift was fostered in the last reporting period included the patrol officer who attended a domestic violence conference.

- *County of Chatham, North Carolina*

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, Musser, & Maton, 1998). Outreach to victims, coupled with the proper charging of abusers, followed by rigorous prosecution, safeguards victims/survivors and their children from further abuse and reduces overall recidivism by criminal abusers (Wooldredge & Thistlethwaite, 2005).

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).

- Ninety individual grantees (32 percent of grantees)⁸⁰ used funds for prosecution.
- Prosecutors received 204,211 sexual assault, domestic violence, dating violence and/or stalking case referrals, and accepted 161,300⁸¹ (79 percent) cases for prosecution.

Table 6. Cases received and accepted by prosecutors funded by the Arrest Program for all four reporting periods

Type of case	Cases referrals Received	Cases accepted for prosecution	Percent
All cases	204,211	161,300	79
Domestic violence/dating violence	200,807	158,713	79
Sexual assault	2,493	1,837	74
Stalking	911	750	82

⁸⁰This number reflects an unduplicated count of grantees; grantees are only reported once, even if they reported data in more than one six-month reporting period.

⁸¹Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period.

Table 7. Prosecution of domestic violence charges by prosecutors funded by the Arrest Program for July-December, 2007 and January-June, 2008 reporting periods⁸²

Charge	New charges filed		Charges disposed	Dispositions resulting in convictions	
	Number	Percent		Number	Percent
All charges	53,456	100	53,819 ⁸³	28,994	54
Misdemeanor domestic violence ⁸⁴	36,369	68	37,215	19,464	52
Felony domestic violence	7,675	14	6,470	3,218	50
Domestic violence ordinance ⁸⁵	3,987	7	5,295	3,382	64

Table 8. Prosecution of cases by prosecutors funded by the Arrest Program from January-June, 2008 through January-June, 2009 reporting periods, by type of victimization

Type of case	Cases disposed	Dispositions resulting in convictions	
		Number	Percent
All cases	129,003 ⁸⁶	74,035	57
Domestic violence/dating violence	117,126	66,233	57
Sexual assault	1,578	1,163	74
Stalking	725	443	61

⁸²As a result of a change in the Arrest Program progress reporting form, grantees report prosecution data by cases filed rather than charges filed beginning with the January-June, 2008 reporting period. Table 7 reports on charges filed and disposed of for all grantees reporting for the July-December, 2007 reporting period and for grantees whose grants closed during the January-June, 2008 reporting period (n=5).

⁸³Charges disposed of in the current reporting period may include charges filed by prosecution in a previous period.

⁸⁴Number of charges disposed of for misdemeanor domestic violence is higher than number of new charges filed because some of the cases disposed of were pending at the beginning of the year.

⁸⁵Number 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.

⁸⁶Cases disposed of in the current reporting period may include cases received by prosecution in a previous period.

Referrals to Victim Services

- Prosecution staff made 71,081 victim/survivor referrals to governmental and nongovernmental victim services.⁸⁷

A contracted [Arrest Program-funded] prosecutor was contacted by a prosecutor with limited experience in complicated sexual assault cases. The contracted prosecutor was able to help this prosecutor communicate with the victim and understand victim behavior. The contracted prosecutor and the prosecutor contacted a national expert on victim behavior. They were able to identify issues and give explanations of why a victim may react the way they reacted. This prosecutor found this information to be very helpful and not only charged these two cases but ended up getting satisfactory pleas in both cases. Before this program, it is unlikely that this prosecutor would have charged these cases, let alone obtained a very satisfactory result.

- South Dakota Office of the Attorney General

[T]he new domestic violence (DV) case expedition or domestic violence fast-tracking is still in place in the three Milwaukee DV Circuit Courts. On average, cases proceed to disposition within 67 days of their initial circuit court appearance. The [Arrest Program] funding made this possible and continues to enable our office to comply with its mandate with competent and effective prosecutions system-wide..... Today, dozens of cases that would otherwise be dismissed in court due to the failure of the victim to appear, as a result of undetected offender intimidation, are cases where the offender is held totally accountable.

- Milwaukee County District Attorney's Office, Wisconsin

Having the special investigator funded by this grant participate full-time on the prosecution team proved to be the most significantly successful element of the entire project. . . . Through his dedication to victims and witnesses of these serious cases, he demonstrated empathy, support, and genuine concern for their well-being, and a relentless drive to seek out all the facts and make sure the team was well-prepared for each case. He conducted follow-up interviews with victims and witnesses identified during the initial call for service to ensure prosecutors that they had all the facts to embark on a successful prosecution. From the moment of first contact with a victim or witness through the sentencing phase and post-adjudication interview to determine how the team's efforts may be improved, [the investigator] was the "point person" tasked with keeping things moving forward efficiently toward bringing offenders to accountability while keeping victims and witnesses as safe as possible and confident about their role in the processes.

- Ravalli County Commissioners, Montana

⁸⁷Due to revisions in the grantee progress reporting forms, data was collected on victim/survivor referrals by prosecution staff only during the last three of four reporting periods covered by this report (January-June, 2008, July-December, 2008 and January-June, 2009).

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 sexual assault, domestic violence, dating violence, and stalking 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.

Although relatively new, research has shown that specialized domestic violence courts are associated with decreased reoffending and re-abuse (Klein, 2008c). Specialized domestic violence courts may increase both offender compliance with court-ordered conditions and impose enhanced penalties for non-compliance and research 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 et al., 2008).

- Number of individual grantees using funds for court activities: 33 (12 percent of grantees)⁸⁸

The addition of a part-time pro-tem judge working through lunch on all business days ensures that all victims are able to obtain protective orders whenever the court is open. Court staff is also available during this time for all necessary support functions. Petitioners are no longer required to wait until 1:30 p.m. to see a judge after completing the necessary paperwork during the lunch break. When victims must return for judicial assistance, there is always a concern they may not obtain the relief they need, as many victims only have the lunch hour available to accomplish the task. In addition, contested protective order hearings are scheduled over the lunch hour to provide a more convenient time for the parties to appear. During the current reporting period, 118 protective order hearings were scheduled over the lunch hour.

- *City of Glendale Court, Arizona*

⁸⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Judicial Monitoring

Judicial monitoring occurs when the court schedules regular court appearances at certain intervals to determine whether convicted offenders are complying with the terms of their sentences. Over the course of the five-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., 2008).

- An average total of 12,612 offenders were monitored in each six month reporting period. During the two-year time period covered by this report a total of 24,147 judicial reviews of individual offenders were conducted.

Judges monitor offenders to review progress and compliance with court orders. The data reported in Table 9 reflect the consequences imposed for violations of probation and other court orders.

Table 9. 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 = 1,010)	76	8	382	38	69	7	168	17	163	16	152	15
New criminal behavior (n = 458)	36	8	12	3	44	10	93	20	86	19	187	41
Failure to attend mandated batterer program (n = 721)	43	6	149	21	31	4	143	20	169	23	186	26
Failure to attend mandated offender treatment (n = 589)	9	2	42	7	0	0	31	5	473	80	34	6
Other condition of probation or parole (n = 1,284)	101	8	255	20	63	5	355	28	217	17	293	23

n= number of dispositions of violations

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

Percentages are greater than 100 due to rounding convention.

Referrals to Victim Services

- Court staff made 3,545 victim/survivor referrals to governmental and nongovernmental victim services.⁸⁹

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).

- Number of individual grantees using funds for probation: 52 (19 percent of grantees)⁹⁰
- Total number of new and continuing cases handled by probation: 37,151

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 9,288 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:

- 148,602 face-to-face contacts
- 111,664 telephone contacts
- 31,871 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 3,635 victims in each six-month reporting period. These victims received a total of 38,679 contacts over the two-year period.

A total of 11,114 violations were reported. The most frequently reported types of violations and responses to those violations were as follows:

⁸⁹Due to revisions in the grantee progress reporting forms, data was collected on victim/survivor referrals by court staff only during the last three of four reporting periods covered by this report (January-June, 2008, July-December, 2008, and January-June, 2009).

⁹⁰This number reflects an unduplicated count of grantees; grantees are only reported once, even if they reported data in more than one six-month reporting period.

- Failure to attend mandated batterer intervention programs (24 percent, n=2,619) was the violation most likely to result in partial or full revocation of probation (50 percent, n= 1,314).
- New criminal behavior represented 20 percent (n=2,213) of violations and most often resulted in partial or full revocation of probation (67 percent, n=1,482).
- Violations of protection orders comprised 12 percent (n=1,332) of violations and most often resulted in partial or full revocation of probation (55 percent, n=737).

Grantees report taking numerous steps in response to violations of probation, as illustrated in Table 10.

Table 10. 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 =1,332)	121	9	116	9	114	9	244	18	238	18	499	37
New criminal behavior (n = 2,213)	164	7	75	3	150	7	342	15	475	21	1007	46
Failure to attend mandated batterer program (n = 2,619)	131	5	614	23	131	5	429	16	459	18	855	33
Failure to attend mandated offender treatment (n = 730)	34	5	129	18	42	6	170	23	184	25	171	23
Other condition of probation or parole (n = 4,220)	283	7	1094	26	83	2	786	19	811	19	1163	28

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

The funding allows Volunteer Counseling Services to dedicate a staff member from the batterer program to the Domestic Violence (DV) Court to attend all compliance monitoring sessions of the court and stakeholder meetings. It has supported a dedicated court clerk/resource coordinator, essential to the establishment and functioning of the court. It has supported an advocate to attend all DV Court sessions. It has greatly enhanced community coordination through DV Court stakeholder meetings. The

stakeholder meetings have dramatically changed the outcome for domestic violence victims and offenders in Spring Valley. The community organizing and outreach, as well as services for victims who do not speak English, have transformed the level of victim assistance throughout the county. The funding has also provided for the participation of a consultant who helps with data collection and monitoring, brings in research on effective prosecution and adjudication, and reviews police data that the judge cannot see.

- *Village of Spring Valley, New York*

Referrals to Victim Services

- Probation staff made 9,075 victim/survivor referrals to governmental and nongovernmental victim services.⁹¹

We have found the monthly meetings with the probation officers and the treatment providers to be invaluable in the work we do addressing the issue of domestic violence in our community. We have been told what we are doing is years ahead of what others throughout the state are doing and many communities are looking to us as mentors. With open communication between the prosecutors, the probation officers and the treatment providers, there is little room for the offenders to manipulate.

- *County of Pueblo, Colorado*

The effectiveness of probations response is more than we imagined. More men are successfully completing probation rather than getting violated. The BIP (batterer intervention program) through DAIP [Domestic Abuse Intervention Project] is noticing an increased completion rate. Communication between advocates and probation is more efficient and productive than ever before. Victims are getting contacted by probation more than ever, especially when working with the shelter. Judges are allowing up to three weeks for pre-sentence investigations (PSI) to be completed, whereas agents prior were required to complete a PSI within four hours with virtually no chance of victim contact.

- *City of Duluth, Minnesota*

Arrest program funding has allowed the District Court Probation Office the latitude of enhancing assailant accountability through increased communications and interagency collaboration with the prosecutor's office, law enforcement, Child Protective Services, Family Court Intensive Neglect Services, adult foster care and batterer intervention service providers. Through these partnerships, probation violation warnings are more easily obtained and entered into LEIN (Law Enforcement Intelligence Network - the national database of law enforcement), directly resulting in an increased number of probation violations immediately arrested at the scene, and decreasing the amount of time needed to appear in court for arraignment. We are also

⁹¹Due to revisions in the grantee progress reporting forms, data was collected on victim/survivor referrals by probation staff only during the last three of four reporting periods covered by this report (January-June, 2008, July-December, 2008 and January-June, 2009).

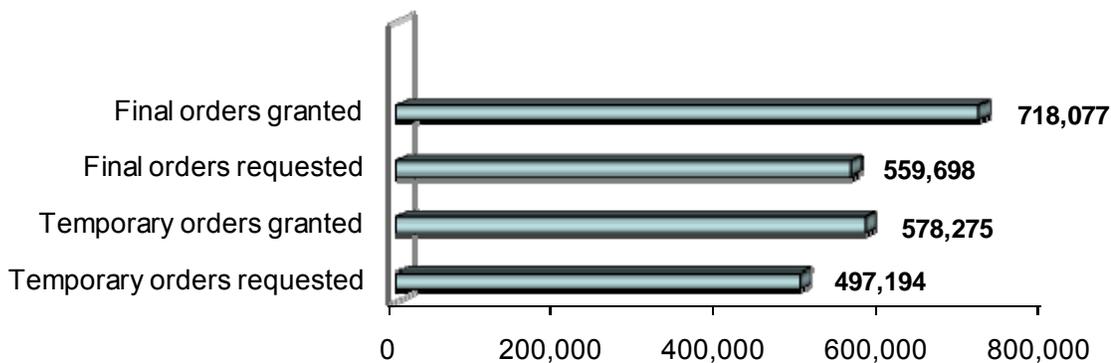
conducting periodic site visits of offenders' homes to confirm offender residency and support court-ordered "no contact" orders.

- County of Ingham, Michigan

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.⁹² Sue asked twice, clarify therefore why orders granted are not larger than orders requested.

Figure 4. Protection orders requested and granted under the Arrest Program



Since the grant-funded program began in October 2005, the number of full orders of protection has increased by over 55%. This was accomplished by providing expansive services to victims of domestic violence/sexual assault etc. The court clerks state that in the past, victims were unable to fill out an application for protection order in its completion; therefore, it did not make it to the court docket for hearing, etc. Even when the victim completed the application correctly and the judge ordered a temporary order or hearing, many of the victims did not appear in court as scheduled. Some of the reasons include lack of understanding and/or fear of the court system, inability to retain counsel or not aware they needed representation and fear the offender would be present and harm them. Since our grant-funded team provides assistance with the application process (transport to the court to file the application-detailed explanation of the entire court system, assistance with application for legal counsel, frequent contact before and after the court process and accompaniment at each court hearing by team detective and advocate, referrals to victims for community resources for assistance and safety) there has been

⁹²Numbers represent total cases in all four reporting period for which complete data were available for both 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.

great success in the number of full orders of protection as well as violations, besides increased safety for the victim and their family. This is an example of community awareness and collaboration by bringing specific needs to the victim/survivors of domestic violence, sexual assault, and stalking. Our area doctors and medical facilities continue to provide our agency with immediate medical records needed for prosecution free of charge. Our local hospital now has a certified SANE (sexual assault nurse examiner) nurse on staff, available 24 hours a day, for sexual assault victims. This specialized nurse, attended by a doctor, completes a detailed exam which includes a standard rape kit, pictures of evidence/injuries and documentation that can greatly increase the prosecutor's ability to charge and arrest an offender.

- *County of Ripley, Missouri*

Remaining Areas of Need

Arrest Program grant recipients cited several areas of remaining need. Among them are informed responses to victims/survivors on the part of judges, as well as training for the judicial system on civil/legal issues such as divorce, custody, child support, and visitation when domestic violence is present. Training for first responders, particularly law enforcement and victim advocates, was consistently mentioned as being critical to working effectively with victims/survivors. Other needs that grantees cited included training on security issues relating to data systems and the development of greater relationships with the faith community. Grantees said these relationships were important to victims/survivors of domestic violence who, in times of need, turn first to faith leaders.

The most often cited need was for offender accountability. Grantees said judges did not order offenders into batterers' intervention programs because of cost, lack of transportation from rural areas, or lack of jail space. Grantees reported judges were less likely to grant protective orders and much more likely to unsecure or lower a defendant's bond when the offender appeared to be gainfully employed or when he was well dressed.

Consistently throughout the periods in this report, grantees wrote about the challenges of meeting the needs of underserved populations, including immigrants, tribes, African-American, Latino, and Asian communities. Grantees consistently reported the language services (translation and interpreting services) as a critical remaining areas of need. Two related needs that were most often cited included producing printed materials for victims and providers that have been translated into specific languages and ensuring that qualified translators are available to law enforcement and others when responding to non-English-speaking persons.

Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program (formerly known as Grants to Reduce Violent Crimes Against Women on Campus)

The Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program (Campus Program) is designed to encourage institutions of higher education to adopt comprehensive, coordinated responses to sexual assault, domestic violence, dating violence, and stalking. Campuses, in partnership with community-based nonprofit victim-advocacy organizations and local criminal justice or civil legal agencies, must adopt protocols and policies that treat violence against women as a serious offense and develop victim service programs that ensure victim safety, offender accountability, and the prevention of such crimes.

Many campuses are beginning to address violent crimes against women by developing campus- and community-based responses that include campus victim services, campus law enforcement, health services, residence life, campus administration, 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, courts, and nonprofit, nongovernmental victim advocacy agencies. This coordinated community response is intended to enhance victim safety and hold offenders accountable.

Institutions of higher education must develop services and programs tailored to meet the specific needs of victims of sexual assault, domestic violence, dating violence, and stalking on campuses. In addition, colleges and universities must address the underlying causes of violence against women on their campuses by instituting prevention programs that seek to change the attitudes and beliefs that permit, and often encourage, such behavior. Through their policies, protocols, and actions, colleges and universities can demonstrate to every student that violence against women in any form will not be tolerated, and sexual assault, stalking, domestic violence, and dating violence are crimes with serious legal consequences.

Grant funds may be used for the following statutory purposes:

- To provide personnel, training, technical assistance, data collection, and other equipment with respect to the increased apprehension, investigation, and adjudication of persons committing sexual assault, domestic violence, dating violence, and stalking on campus;

- To develop and implement campus policies, protocols, and services that more effectively identify and respond to the crimes of sexual assault, domestic violence, dating violence, and stalking, and to train campus administrators, security personnel, and personnel serving on campus disciplinary or judicial boards on such policies, protocols, and services;
- To implement and operate education programs for the prevention of sexual assault, domestic violence, dating violence, and stalking;
- To develop, enlarge, or strengthen victim services programs on the campuses of institutions involved, including programs providing legal, medical, or psychological counseling, for victims of sexual assault, domestic violence, dating violence, and stalking, and to improve delivery of victim assistance on campus. To the extent practicable, such an institution shall collaborate with any entities carrying out nonprofit and other victim services programs, including sexual assault, domestic violence, dating violence, and stalking victims services in the community in which the institution is located. If appropriate victim services are not available in the community or are not accessible to students, the institution shall, to the extent practicable, provide a victim services program on campus or create a victim services program in collaboration with a community based organization.
- To create, disseminate, or otherwise provide assistance and information about victims' options on and off campus to bring disciplinary or other legal action, including assistance to victims in immigration matters;
- To develop, install, or expand data collection and communication systems, including computerized systems, linking campus security to local law enforcement for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions with respect to the crimes of sexual assault, domestic violence, dating violence, and stalking on campus;
- To provide capital improvements (including improved lighting and communications facilities, but not including the construction of buildings) on campuses to address the crimes of sexual assault, domestic violence, dating violence, and stalking; or
- To support improved coordination among campus administrators, campus security personnel, and local law enforcement to reduce sexual assault, domestic violence, dating violence, and stalking on campus.

These strategies should be part of an overall coordinated campus and community response to sexual assault, domestic violence, dating violence, and stalking.

Campus Program funding has allowed us to do MANY things we could not do prior to receiving this funding. Primarily, funding has allowed us to raise the conversation of promoting victim safety and addressing domestic/sexual violence on campus. With OVW support, we have been able to establish these issues as legitimate problems affecting our student population and community. Additionally, we have been able to show the return on investment and the value the project adds to the campus community. For example, prior to funding, the university did not employ a victim advocate to coordinate services and victim response. Victims felt lost and ended up telling their story multiple times and often became totally disempowered by the system. The funding has enabled us to establish a Coordinated Community Response (CCR)

and discuss how to best serve victims as a community. The project has also enabled us to raise policy concerns and change basic practices that were not immediately recognizable as unfriendly to victims. Having resources devoted to addressing sexual assault and domestic violence has made our community more aware, more equipped to deal with these issues and ultimately a safer place.

- *Pacific Lutheran University, Washington*

The campus grant has allowed us the human capital and financial resources to establish an infrastructure that effectively and sensitively responds to victims of interpersonal violence. Maintaining and training such a large team is very difficult and requires constant attention. The campus grant has provided us with the funding and staff to be able to accomplish this. While UIC had one staff member dedicated to advocacy and prevention education that preceded grant funding, the campus grant provided the foundation to expand these services, especially in relationship to having sufficient advocacy coverage and maintaining prevention and education efforts. UIC has agreed to permanently fund two advocates as of FY (fiscal year) 2010 and will provide additional programmatic funding if the grant is continued in FY 2010. This was an amazing feat given our state's beleaguered financial situation.

- *University of Illinois at Chicago*

General Grant Information

Information for this chapter was submitted by 92 individual Campus Program grantees⁹³ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July-December 2007: 73
- January-June 2008: 71
- July-December 2008: 70
- January-June 2009: 59

Six Campus Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 44 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.

⁹³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

The percentage of grantees using Campus Program funds for staff ranged from 89 percent to a high of 100 percent. Grantees most often used their grant funds to support program coordinators and trainer/educators.

Table 11. Full-time equivalent staff funded by Campus Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	69	71	62	56
Total FTE staff funded	102	112	95	76
Program coordinators	31	41	33	26
Trainers/educators	24	22	22	19
Administrators	15	15	10	10
Victim advocates	13	13	11	10
Support staff	8	12	11	5
Counselors	3	5	3	3

FTE = full-time equivalent

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

Focus on strengthening the coordinated campus response resulted in developing a new full-time position, the Sexual Misconduct Response Coordinator (SMRC), effective June 2009 to lead the campus in fostering an environment that promotes and expedites prompt reporting of, and response to, sexual misconduct, stalking, and dating violence. The SMRC serves as the coordinating contact point to ensure that victims receive appropriate and responsive care and that the university meets its legal responsibilities and strategic goals.

- *University of Iowa*

The Campus Program funding has allowed Jefferson College of Health Sciences to fund a full-time VAW program coordinator . . . With this funding, the program coordinator chairs the Violence Prevention Task Force and coordinates programming and services with our partners. The program coordinator has developed and revised several program items, including the student handbook, new student orientation and the VAW web page. The funding will allow the program coordinator to continue to develop, implement and facilitate campus-wide projects to meet the goals of the comprehensive program and to provide further direct services to victims/survivors.

- *Jefferson College of Health Sciences, Virginia*

Minimum Requirements

Each campus receiving Campus Program 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 life, campus police, and campus judicial boards.⁹⁴ Examples of external partners include local law enforcement, local victim services providers, and state domestic violence and sexual assault coalitions.⁹⁵

We have actually been able to be more intentional and proactive in what we are doing. We have also been able to establish stronger relationships with our campus and community partners in this work, particularly with law enforcement and judicial services.

- *The University of Missouri, Columbia*

Campus Program funding has given a level of credibility and visibility to the issue of violence against women on the Purchase College campus that was not previously present, and an invaluable "framework" for creating genuine partnerships with community agencies. This grant enabled us to be a priority with our collaborating partners in terms of services and education/training that otherwise might be cut or scaled back without the monetary support we are able to provide them. A strong internal coordinated response has permitted us to maximize the effectiveness of each of our efforts.

- *State University of New York, Purchase*

An additional requirement for Campus Program grantees is providing mandatory prevention and education programs about violence against women for all incoming students:

- 485,185 incoming students received prevention education (73 percent of all incoming students).
- 268,791 incoming students received prevention education supported with Campus Program funds (41 percent of all incoming students).

The Campus Program has created a diverse, specific, purposeful, and intentional program on our campus designed to promote and implement prevention of sexual violence from numerous perspectives. . . . Freshmen and incoming students are presented with valuable education, awareness, and training in various environments during their initial visits (pre-registration), freshmen orientation week, and during freshman orientation classes.

- *Norfolk State University, Virginia*

⁹⁴In the January 1 to June 30, 2009 reporting period, grantees (n=59) reported having an internal memorandum of understanding with the following partners: campus police/security (93 percent); counseling center (86 percent); residential life (78 percent); disciplinary/judicial office or board (81 percent).

⁹⁵In the January 1 to June 30, 2009 reporting period, grantees (n=59) reported having an external memorandum of understanding with the following external partners: law enforcement (71 percent); prosecutor's office (59 percent); dual sexual assault and domestic violence programs (49 percent); domestic violence programs (59 percent); sexual assault programs (53 percent).

The remaining two requirements are training for campus police and security, and training for judicial/disciplinary board members, on violence against women:

- 2,653 campus police/security officers received training with Campus Program funds.
- 1,053 judicial/disciplinary board members received training with Campus Program funds.

The OVW Campus Grant has led to outreach and victim service program staff, trained in sexual assault, stalking, and relationship violence, to have an active presence on campus. This alone has led to many outcomes. 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 to professionals 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: sexual assault overview, dynamics, and services; dating violence overview, dynamics, and services; stalking overview, dynamics, and services; domestic violence overview, dynamics, and services; and confidentiality.

- Number of individual grantees using funds for training: 88 (96 percent of grantees)⁹⁶
- Total number of training events: 1,667
- Total number of people trained: 31,218

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

Table 12. People trained with Campus Program funds: selected professional positions

Position	People trained (N = 31,218)	
	Number	Percent
Student affairs staff	11,030	35
Faculty/staff; educators	5,271	17
Peer educator	5,153	17
Multidisciplinary	1,840	6
Volunteers	1,473	5
Victim advocate	1,298	4

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

The grant provided the campus with a project coordinator, who was the lynchpin for coordinating and conducting our training, education, and outreach programs. She has trained resident assistants, student safety aides, peer counselors, members of fraternities and sororities, athletes, Women's Center staff and volunteers, University Police, Judicial Board members, and various other faculty and staff on our campus.

- *State University of New York, Old Westbury*

Our staff conducted four very successful trainings between January and June that have fostered stronger connections with departments across campus and have strengthened first responders' abilities to appropriately assist victims and survivors of violence. In particular, as part of Sexual Assault Awareness Week, the violence prevention and response advocate conducted a training for faculty and staff about responding to sexual assault survivors, and many attendants were unfamiliar with the content and learned a great deal of pertinent information in this one-hour training session. These individuals brought the information back to their respective departments and have subsequently had further contact with our office to ask follow-up questions and request additional information.

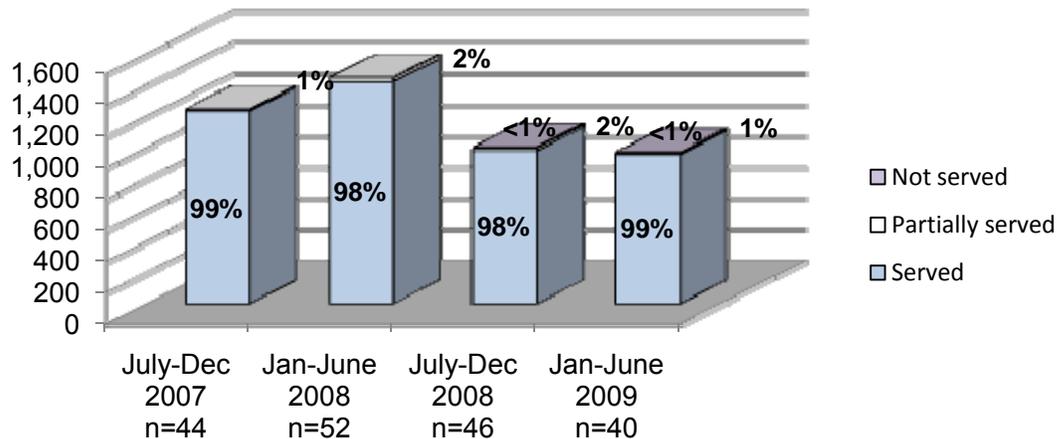
- *Massachusetts Institute of Technology*

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 civil legal system).

- Number of individual grantees using funds for victim services: 68 (74 percent of grantees).⁹⁷
- Campus Program grantees provided services to an average of 1,166 victims/survivors⁹⁸ of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a six-month reporting period.

Figure 5. Provision of victim services by Campus Program



n = number of grantees reporting victim 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 Campus 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 Campus Program grant.

Victims Seeking Services

July-December 2007:

- 1,247 victims/survivors sought services from Campus Program grantees.
- Of these, 1,247 (100 percent) victims/survivors received services.

January-June 2008:

- 1,448 victims/survivors sought services from Campus Program grantees.
- Of these, 1,448 (100 percent) victims/survivors received services.

July-December 2008:

- 1,002 victims/survivors sought services from Campus Program grantees.
- Of these, 999 (99.7 percent) victims/survivors received services and 3 (<1 percent) were not served.

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

⁹⁸This number represents a calculated average of all four six-month reporting periods.

January-June 2009:

- 970 victims/survivors sought services from Campus Program grantees.
- Of these, 968 (99.8 percent) victims/survivors received services and 2 (<1 percent) were not served.

Campus Program funding has made it possible to significantly expand efforts to prevent sexual violence on the St. Lawrence campus, including increasing the number of advocates, implementing training and educational programming, and improving services for survivors of sexual assault.

- St. Lawrence University, New York

Prior to the grant there were no centralized services for victims of interpersonal violence and no consistent tri-institutional efforts for education and awareness on the issue. The Phoenix Center at Auraria is able to act as a clearinghouse for information, programming, and victim services that never before existed. It is breaking new ground and is working to create an expectation for these services among the various campus constituents.

- University of Colorado at Denver

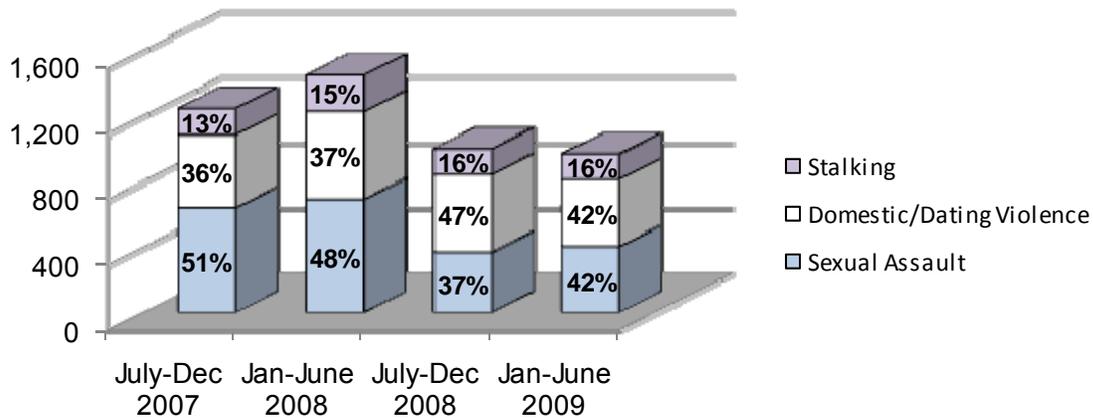
Reasons Victims Were Not Served or Were Partially Served

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

- Victim/survivor did not meet eligibility or statutory requirements
- Services were not appropriate for victim/survivor
- Program reached capacity
- Program rules not acceptable to victim/survivor

Those served by Campus Program grantees were predominantly victims/survivors of sexual assault (37-51 percent) and domestic/dating violence (36-48 percent). Thirteen to 16 percent were victims/survivors of stalking.

Figure 6. Provision of victim services by Campus Program, by type of victimization



The majority of sexual assault victims/survivors served and partially served in this period were victimized by an acquaintance (53 percent), the majority of dating/domestic violence victims/survivors were victimized by a current or former spouse or intimate partner (63 percent), and the majority of stalking victims were victimized by an acquaintance (36 percent).

Table 13. Relationship to offender of victims/survivors served by the Campus Program⁹⁹

Relationship to offender	Sexual assault		Dating/Domestic violence		Stalking	
	Number	Percent	Number	Percent	Number	Percent
Current or former spouse or intimate partner	78	16.2	291	62.9	65	35.4
Other family or household member	39	8.2	46	9.9	6	3.1
Acquaintance	252	52.8	22	4.7	67	36.5
Dating partner	67	14.0	102	22.1	33	18.1
Stranger	42	8.8	2	.4	13	6.9
Unknown	73	Na	26	Na	18	Na
Total	551	100.0	489	100.0	202	100.0

Na = not applicable

NOTES: The percentages in each victimization category are based on the total number of victim relationships to offender, minus the number of unknown relationships reported in that category. Therefore, no percentages are presented for unknown relationships. Because victims may have been victimized 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 served.

⁹⁹Relationship numbers represent calculated averages of each category for all four six-month reporting periods.

Demographics of Victims Served and Partially Served

Campus Program grantees served or partially served an average of 1,166 victims/survivors in a six-month reporting period.¹⁰⁰ The majority of those victims/survivors were white (67–74 percent), female (92–95 percent), and between the ages of 18–24 (69–80 percent).

Table 14. Demographic characteristics of victims/survivors served by Campus Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian	24	23	36	9	1-4
Asian	68	127	49	49	6-11
Black/African American	84	86	89	90	7-13
Hispanic/Latino	47	84	69	67	5-10
Native Hawaiian/Pacific Islander	4	14	5	9	<1-1
White	652	827	595	459	67-74
Unknown	387	323	159	288	Na
Gender					
Female	1121	1363	919	889	92-95
Male	80	79	80	76	5-8
Unknown	46	6	0	3	Na
Age					
0–17 ¹⁰¹	27	16	Na	Na	1-2
13–17 ¹⁰²	na	na	39	5	1-4
18–24	862	1032	668	506	69-80
25–59	193	230	212	212	18-29
60+	3	6	4	7	<1-1
Unknown	162	164	76	238	Na
Other					
People with disabilities	46	73	40	47	4-5
People with limited English proficiency	16	27	22	20	1-2
People who are immigrants, refugees, or asylum seekers	13	26	22	20	1-2
People who live in rural areas	189	178	265	99	10-27

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, data may exceed the total number of victims/survivors served. Percentages are based only on victims/survivors for whom the information was known; therefore, percentages are not presented for unknowns.

¹⁰⁰This number represents a calculated average of all four six-month reporting periods.

¹⁰¹ Children were counted in a single category age 0-17 in the first two of four reporting periods included in this report (July-December, 2007 and January-June, 2008).

¹⁰² Children were counted in a single category age 13-17 in the last two of four reporting periods included in this report (July-December, 2008 and January to June, 2009).

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 services¹⁰³ with the most frequency to victims/survivors over the four six-month reporting periods:

- Victim advocacy: 3,339
- Hotline calls: 2,879
- Crisis intervention: 2,454
- Support group and counseling services: 1,771
- Legal advocacy: 925

A final testament to the effectiveness of this grant lies in the fact that many of the students who seek our services are able to get their lives back together, heal, and graduate from college despite all of the barriers that experiencing interpersonal violence has placed in their lives. Past evaluation research on the effectiveness of our services has shown that students experience a sense of empowerment as a result of advocacy.

- University of Illinois at Chicago

We do a lot of academic advocacy for our clients who are victimized. Coaches and faculty/staff colleagues call on The Counseling Center more than in previous years due in part to the increased awareness of services for victims. Anecdotally it definitely seems that more students stay in college than in the past, when it seemed most all victims I was aware of left campus and went home -- not sure if or when they ever returned to get their college degree. Now more victims stay in school and have an outlet to volunteer with us as well. We counselors have learned of many more students who have been victimized recently or in the past (because we now ask very specifically about not just abuse or any crime victimization -- but specifically about sexual assault, domestic violence, and stalking) and so many victims are coming forward now for services. Our improved data collection and specification about the crimes has led to awareness that it is OK to talk about these crimes, and also greater numbers.

- State University of New York, Buffalo State College

The resources provided through the Campus Program have given most of the victims we served the ability to not only remain in school, but manage their lives with less crisis on a daily basis. All but one client continued their education at TWU (Texas Woman's

¹⁰³Victims/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.

University). The other client was forced to leave campus after losing her immigration status. One client reached a point in counseling that she believed she was now able to cope and thrive with life without continued services of Project REV (Resources for Ending Violence). We have seen a steady increase in referrals and students seeking services over the past reporting period. We believe this speaks to the visibility and acceptance of Project REV and the work our program does.

- *Texas Woman's University*

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:

- 654 crimes were reported as occurring on campus — 547 of these crimes were reported to campus police/security and 107 of these crimes were reported to community law enforcement
- 748 crimes were reported occurring off campus — 530 of these crimes were reported to community law enforcement and 218 of these crimes were reported to campus police/security
- 567 offenses resulted in criminal charges being filed in the local jurisdiction.
- 611 offenses resulted in campus/disciplinary board actions
- 339 temporary protection orders were requested and 297 were granted (88 percent)
- 265 final protection orders were requested and 241 were granted (91 percent)

This reporting period marked an increase in activities involving campus security and the University Student Discipline and Appeals Committee. Continuous training and dialogue with these campus units facilitated discussion and interest in revising campus disciplinary procedures, reporting systems, and security protocols. In addition, the program was able to generate the commitment and support of other segments of the campus community to improve reporting and accessibility of Clery Act (which mandates reporting about crime on campus) information.

- *University of Guam*

Campus Program grant staff were able to work with the Office of the Vice President and Dean of Students to re-direct a disciplinary process from automatically issuing mutual no-contact directives and instead issuing a no-contact directive on the alleged offender in a student stalking/domestic-violence case. This change seems to be a direct result of Campus Program staff working more closely with the judicial affairs staff. In addition, as the Office of the Vice President and Dean of Students prepared for hiring external investigators and adjudicators to handle high profile cases by asking Campus Program grant staff to meet with candidates and provide feedback on their candidacy.

- *University of Iowa*

The number of stalking cases adjudicated on campus has doubled, which we attribute to increased awareness amongst our students about what constitutes stalking and how to report those behaviors. Additionally, our university stalking policy allows for more incidents to be considered stalking than the state's criminal code, allowing for our students to have more opportunities for redress.

- *Virginia Polytechnic Institute, Blacksburg*

Remaining Areas of Need

Campus Program grantees reported a variety of remaining needs on their campuses, including the following:

The need to create a climate of safety was one of the most significant and frequently reported areas of remaining need with regard to improving services for victims/survivors of sexual assault, domestic violence, dating violence, and stalking on campus. Creating a climate of safety will make it more likely that victims/survivors would seek essential services.

Grantees said more training and education were needed to address victim under-reporting, as well as victim safety and offender accountability. This training and education will provide students, faculty and staff, and law enforcement the tools to respond in sensitive and appropriate ways to victims who disclose incidents. Providing education and training programs on sexual assault, domestic violence, dating violence, and stalking on campus will lead to an increase in the reporting of these crimes and an increase in the number of victims seeking support services.

They also said that training specific to campus judicial and disciplinary boards is essential to victim/survivor safety and offender accountability on campus. Such training will inform their actions and lead to improved outcomes for victims/survivors.

Another remaining area of need involved relationships with community and campus law enforcement, crucial for victim/survivor safety and offender accountability on college campuses. While many grantees have established, and continue to maintain, successful relationships with law enforcement, both campus and community-based, others still struggle to do so.

Changing bystander attitudes and behaviors was also cited as a remaining area of need. Grantees stress the need for bystander awareness education, to give students, especially male students, the skills to prevent violence. Increasing bystander awareness and motivation to intervene to prevent assaults is an important component of campus response, as students can be instrumental in preventing these crimes.

Outreach and services for underserved groups were cited as an area of remaining need by grantees. Class, race, gender, sexual orientation, religion, and disability may influence victim/survivor choices in reporting and in their use of services. Programs need to increase their knowledge of potential barriers to reporting and seeking services among these populations in order to provide students with appropriate assistance.

Other areas of remaining areas of need that were reported with less frequency included program evaluation, economic supports, emergency shelter on campus, and offender treatment and education for student offenders on campus.

Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program

(formerly known as Education and Technical Assistance Grants to End Violence Against Women with Disabilities)

The Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disability Program) was created by the Violence Against Women Act of 2000 (VAWA 2000). Congress, OVW, and victim advocates recognized the need to focus on domestic violence, dating violence, stalking, and sexual assault against individuals with disabilities due to the proliferation of such violence and the gaps in service provision and in the criminal justice response for this population. The goal of this program is to build the capacity of jurisdictions to address violence against individuals with disabilities through the creation of multi-disciplinary teams.

Disability Program recipients provide training, consultation, and information on sexual assault, domestic violence, dating violence, and stalking against individuals with disabilities and enhance direct services to such individuals.

By statute, Disability Program funds may be used for the following purposes:

- To provide personnel, training, technical assistance, advocacy, intervention, risk reduction, and prevention of domestic violence, dating violence, stalking, and sexual assault against disabled individuals;
- To conduct outreach activities to ensure that disabled individuals who are victims of domestic violence, dating violence, stalking, or sexual assault receive appropriate assistance;
- To conduct cross-training for victim service organizations, governmental agencies, and nonprofit, nongovernmental organizations serving individuals with disabilities about risk reduction, intervention, prevention and the nature of domestic violence, dating violence, stalking, and sexual assault for disabled individuals;
- To provide technical assistance to assist with modifications to existing policies, protocols, and procedures to ensure equal access to the services, programs, and activities of victim service organizations for disabled individuals;

- To provide training and technical assistance on the requirements of shelters and victim services organizations under federal antidiscrimination laws, including the Americans with Disabilities Act of 1990 and Section 504 of the Rehabilitation Act of 1973;
- To modify facilities, purchase equipment, and provide personnel so that shelters and victim service organizations can accommodate the needs of disabled individuals;
- To provide advocacy and intervention services for disabled individuals who are victims of domestic violence, dating violence, stalking, and sexual assault¹⁰⁴; or
- To develop model programs providing advocacy and intervention services within organizations serving disabled individuals who are victims of domestic violence, dating violence, sexual assault, or stalking.

Grantees are required to identify and support multidisciplinary teams comprised of, at a minimum, at least one nonprofit, nongovernmental victim services organization, such as a state domestic violence or sexual assault coalition, and at least one nonprofit, nongovernmental victim services organization serving individuals with disabilities. Multi-disciplinary teams may also include faith and community-based organizations.

According to guidelines developed by OVW, these teams must do the following:

- Demonstrate a high level of commitment to working collaboratively
- Develop and implement plans to increase accessibility within their own organizations
- Conduct needs assessments of their service areas
- Develop and implement strategic plans
- Engage in cross-training
- Develop policies around confidentiality and information sharing

Following are examples that demonstrate the importance of these requirements:

(D)omestic violence, disability-related and sexual assault programs involved in our pilot sites participated in a process to review their current policies, procedures, orientation process, and physical space to identify opportunities to enhance access for people with disabilities and people who are deaf/hard-of-hearing. Specific policy changes recommended involved working with individuals who use service animals, modifying materials to reflect a more diverse community and to provide those materials in alternate formats, creating and modifying intake and screening questions to promote greater access and decrease potentially discriminating questions, and developing policies and procedures for offering and responding to reasonable accommodation/modification requests. Throughout this reporting period, the grant funds have allowed us the opportunity to finalize our needs-assessment tools, implement our needs-assessment activities in five communities within Wisconsin, glean relevant findings from the needs assessment and initiate development of our strategic plan. This mindful and

¹⁰⁴Disability Program grantees did not provide services to victims/survivors during the period covered by this report; therefore, no victim services data are reported.

sequenced planning process could not have been undertaken were it not for the disabilities grant structure allowing us to have the funding to conduct this extensive planning.

- *Disability Rights Wisconsin Inc.*

All of the pilot sites have made great strides. But this progress took time ... lots of time sitting at the table, learning simple things about each other - simple things that have profound impacts on their ability to mutually serve survivors with disabilities. For example, each advocate came to the table secure in their knowledge of what it meant to practice confidentiality in their work. After a few hours of discussion, however, they came to realize that each of them thought about and practiced confidentiality in different ways. They further discovered that each of them had different - and sometimes conflicting - requirements that made working together to serve a survivor with a disability more challenging than they originally thought. Coming to this realization took time ... a luxury that most advocates do not have in abundance. This grant bought that time for these advocates. It provided them the ability to work through difficult issues and develop ways to collaborate they would have not have had the time to develop absent this funding.

- *Washington State Coalition Against Domestic Violence*

Without the funding, Vera House and ARISE would not have been able to have a complete accessibility and trauma informed review of their physical space, including the shelter as well as the many brochures, intake packets, and safety planning documents.

- *Vera House Incorporated, New York*

General Grant Information

Information for this chapter was submitted by 40 individual Disability Program grantees¹⁰⁵ for the July 1, 2007 to June 30, 2009 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 2007: 31
- January-June 2008: 28
- July-December 2008: 34
- January-June 2009: 34

Staff

Disability Program staff provide training, consultation, and information to service providers about responding to violence against women with disabilities.

¹⁰⁵This number reflects an unduplicated count of grantees; grantees were counted only once, even if they reported data in more than one six-month reporting period.

Grantees most often used grant funds to support program coordinators.

- Number of individual grantees using funds for staff: 37 (93 percent of grantees)¹⁰⁶

Table 15. Full-time equivalent staff funded by Disability Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	27	24	32	33
Total FTE staff funded	43	42	54	59
Program coordinators	16	19	26	24
Administrators	9	11	13	12
Support staff	6	4	4	5
Trainers/educators	4	3	4	3
Technical assistance providers	2	3	3	Na
Advocate	2	1	2	12 ¹⁰⁷

Na = Not applicable

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 of sexual assault, domestic violence, dating violence, and stalking, the need for high quality training has become evident. Quality training to professionals 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/survivors of violence.

The most common topics of training events were: recognizing and responding to violence against women with disabilities; domestic violence and sexual assault overview, dynamics, and services; safety planning for victims/survivors with disabilities; barriers to accessibility; American with Disabilities Act; information on deafness or hearing loss; and interpreter services.

- Number of individual grantees using funds for training: 17 (43 percent of grantees)¹⁰⁸

¹⁰⁶This number reflects an unduplicated count of grantees; grantees were counted only once, even if they reported data in more than one six-month reporting period.

¹⁰⁷This number includes the specific categories: deaf advocate (1 FTE), disability advocate (5.4 FTEs), and victim advocate (5.5 FTEs), for the reporting period January 1 to June 30, 2009, only; prior to that, grantees could only report in the general category “advocate.”

- Total number of training events: 99
- Total number of people trained: 2,219

Table 16. People trained with Disability Program funds: selected professional positions

Position	People trained (N =2,219)	
	Number	Percent
Health/mental professional	331	15
Domestic violence program staff	312	14
Disability organization staff	289	13
Government agency staff	194	9
Social services organization staff	171	8
Dual sexual assault and domestic violence program staff	170	8
Sexual assault program staff	154	7
Residential/institutional/independent living center staff	122	6

NOTE: Data presented for the eight most frequently reported categories only. Numbers represent totals for all four reporting periods.

Because of this project, the state Department of Health and Human Resources requested training for their Adult Protective Service (APS) staff on the issue of sexual violence. Because of the trainings, APS changed their policy so that the APS workers now investigate claims of sexual violence for incapacitated adults. Prior to this, APS referred all complaints (whether the person had capacity or not) to law enforcement for investigation. One victim-service agency changed its intake form so that they now ask all callers/clients if they need any accommodations.

- *West Virginia Foundation for Rape Information Services*

Community Education

Community education is essential to increase awareness and knowledge about sexual assault, domestic violence, dating violence, and stalking against people with disabilities.¹⁰⁹

The most common topics for community education events were: physical and attitudinal barriers to accessibility; domestic violence overview, dynamics, and services; community resources for victims/survivors with disabilities; overview of

¹⁰⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁰⁹ Community education is not the same as training. Training involves providing information to professionals on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

violence against women 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: 13 (33 percent of grantees)¹¹⁰
- Total number of education events: 64
- Total number of people educated: 1,231

Table 17. People educated with Disability Program funds: selected categories

Group	People educated (N =1,231)	
	Number	Percent
Individuals with disabilities	478	39
Community groups	399	32
Parents/guardians of individuals with disabilities	57	5
Community businesses	23	2
Schools/universities	23	2
Deaf individuals	4	<1

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

Our disability Advocacy Project seeks opportunities to educate advocates, community groups and people with disabilities about the work of our project. We had 11 opportunities to do this kind of educational work during the six-month period ending on June 30, 2009. These community events are either part of our project's implementation or sustainability plans, and our work is recognized across the state because of our participation. Events at which we provided educational information during the past six months are as follows: four site visits to our pilot sites, a meeting of the statewide Community Transformation Partnership (the mental health consumer body that plays a major role in our state's mental-health transformation grant from SAMHSA); meeting of the Association of Centers for Independent Living (directors of all six CILs in the state); meeting of Coalition for the Effective Protection of Vulnerable Adults (a county-wide task force of human services professionals); a presentation and information table about domestic violence and sexual assault at the Washington state Behavioral Healthcare Conference (a meeting of more than 600 mental health professionals, consumers, family members and government workers involved in the mental health field); and three presentations during advocate trainings for domestic violence and sexual assault advocates. We find that these presentations of basic information stimulate the thinking of

¹¹⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

advocates, professionals, survivors with disabilities, and other people with disabilities. At every such event, we gain more people who are not only aware of our project, but are better educated about the need for this type of work.

- *Washington State Coalition Against Domestic Violence*

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, dating violence and/or stalking. Technical assistance is provided through site visits and other types of consultations.

The most common topics of technical assistance were the following: collaboration and cross-training for responding to victims/survivors with disabilities; disability organizations' response to violence against women with disabilities; sexual assault experienced by women with disabilities; domestic violence experienced by women with disabilities; disability services and resources; disclosure, confidentiality, and safety; responding to violence against women who are deaf or hard of hearing.

- Number of individual grantees using funds for technical assistance: 16 (40 percent of grantees)¹¹¹
- Total number of technical assistance activities provided: 2,684

Technical assistance provided using OVW funding during the reporting period falls into three categories. The first category, technical assistance given to our three pilot sites, constitutes the majority of the assistance reported here. There are 23 individuals who participate in our pilot sites, and our statewide dAP (disAbility Advocacy Project) partners contact them each month to ascertain any technical assistance needs. They are also encouraged to call any of the partners whenever they have a technical assistance need. The second category of technical assistance is when member or allied programs call one of our statewide partners regarding an issue related to accessibility or the intersection of domestic violence/sexual assault and disability. The third category occurs during educational meetings or conferences attended by our statewide partners when participants ask a question - outside of the presentation - about DV/SA [domestic violence/sexual assault] and people with disabilities. Policies, protocols or practices changed in three of our pilot site organizations due to our technical assistance - including two policies relating to confidentiality, and another that set a policy about how to change practices in the organization in response to complaints about lack of access.

- *Washington State Coalition Against Domestic Violence*

¹¹¹This number represents an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Planning and Development¹¹²

Beginning in 2006, selected Disability Program grantees received planning grants that allowed them to engage in an extended process of building relationships, assessing needs, and developing strategic plans relating to their communities' responses to victims/survivors with disabilities. The activities most frequently engaged in by these grantees were developing needs assessment plans and tools, cross-training with MOU partners, developing needs assessment reports, and developing strategic plans.

- Number of grantees using funds for planning and development: 26 (65 percent of grantees)
- Number of planning and development meetings: 1,190
- Number of people attending planning and development activities: 745

The YWCA is the region's leading provider of support and service to people who experience violence and in particular sexual and physical violence perpetrated against women. Goodwill is the regional leader in providing support and service to people with disabilities. However, prior to receiving the OVW Disability Program funding, these agencies rarely worked or provided services together. Given the high rate of incidence for violence to people with disabilities, this fact is alarming. OVW funding has given the YWCA and Goodwill time to build a trusting partnership and working collaboration.

- YWCA of Western Massachusetts

Without the available funding, our respective partner organizations would lack the resources to be present within the pilot sites and build or strengthen the relationships that must exist for real change to occur. This presence has been especially apparent with the work we have undertaken to build relationships with the Red Cliff Band and Bad River Band of Lake Superior Chippewa tribes. Due to the inherent mistrust and historical trauma that exists between mainstream programs and Native American programs and communities, being open, responsive, respectful, and trustworthy requires time, commitment and presence. This grant has allowed us to make important inroads into these communities.

- Disability Rights Wisconsin, Inc.

These grantees have also been the recipients of technical assistance throughout the planning and development process. Technical assistance site visits and consultations by OVW technical assistance providers most often addressed needs assessment plans and tools, strategic plans, and collaboration charters.

- Number of site visits conducted by OVW technical assistance provider: 25

¹¹²Information in this section is based on data reported in the January 1 to June 30, 2009, reporting period only; the earlier version of the progress reporting form for Disability Program grantees did not allow them to report on these activities except in narrative form.

- Number of consultations conducted by OVW technical assistance provider: 627

Gaining experience from Vera representatives and participants at the Vera offsite meetings are invaluable. Learning about the nuances of deaf culture, ASL (American Sign Language) interpreting, and state-of-the-art deaf technology would not have been as easily accessible to HAVEN (Help Against Violent Encounters Now). Forging the relationship between HAVEN, D-CAN (DEAF CAN!) and DWAS (Deaf Woman's Advocacy Services) has allowed us to become aware of the many barriers to services for deaf victims of domestic and sexual violence in Oakland County. As a result of the process we are going through as collaboration under this grant, peripherally, we are discovering our weaknesses and strengths in service delivery.

- *HAVEN (Help Against Violent Encounters Now), Michigan*

Remaining Areas of Need

The area of need most often mentioned by Disability Program grantees involved serving deaf and hard-of-hearing victim/survivors, with an emphasis on the criminal justice response to this population. Grantees also cited the importance of educating individuals with disabilities (and their peers without disabilities) to recognize potential risks for abuse, understand the nature of victimization, work to increase their personal safety, and learn how to access help.

The stigma of mental health disabilities, the need for outreach to the community, providing access to services for culturally diverse individuals, and developing consistent sexual-assault policies and procedures for persons with disabilities were also cited by grantees.

They regularly discussed the need for broader and more effective collaboration, for regular training, and for communication across disciplines and agencies to improve the flow of services to consumers.

Grantees mentioned the lack of programs for both male victims/survivors and male offenders with disabilities.

Goodwill staff report that people with disabilities often report that the victimization is their lot in life. They experience themselves as individuals with no power, and so they often bear the violence without speaking up or fighting back. The question is, how do we empower people with disabilities, how do we help them to understand that they do not have to bear the things they do to ensure a meal or a bed or a roof over their head? In addition, how do we break down the barrier of silence about the prevalence of domestic violence perpetrated against people with disabilities?

- *YWCA of Western Massachusetts*

The Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program (formerly known as Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities)

Recognizing that individuals who are 50 years of age or older who are victims of elder abuse, neglect, and exploitation, including sexual assault, domestic violence, dating violence, or stalking, face unique barriers to receiving assistance, Congress created the Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program (Abuse in Later Life Program). This grant program creates a unique opportunity for providing or enhancing training and services to address abuse, neglect, and exploitation -- including sexual assault, domestic violence, dating violence, or stalking -- involving victims who are 50 years of age or older.

The term “elder abuse” means any action against a person who is 50 years of age or older that constitutes 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 with the intent to cause physical harm, mental anguish, or mental illness. Elder abuse victims face unique obstacles in seeking assistance because they often are dependent on the abusers and may not have the option to move or otherwise end the abusive relationships.

It is critical for those in the criminal and civil justice system to recognize indicators that an older individual is being abused. These indicators may include unexplained physical injuries or contradictory explanation of injuries; changes in behavior such as withdrawal, increased agitation, or depression; malnutrition; substandard care or poor physical hygiene in spite of seemingly adequate financial resources; or sudden transfers of assets to family members, caregivers, or other persons.

Sexual assault, domestic violence, and stalking affect victims in all age groups. However, older individuals who are victims of domestic violence, sexual assault, and/or stalking face additional challenges in accessing services they need to enhance their safety. Appropriate interventions may be compromised by misconceptions that older persons are not victims of these types of crimes, that domestic violence does not occur or lessens in later life, or that the abuse is an expression of stress associated with caring for an aging individual. Age or disability may increase the isolation of

these victims and their dependence on abusers for care or housing. Also, these cases may go unnoticed because criminal justice system personnel may perceive a victim's injuries as arising from aging, illness, or disability instead of recognizing that the injuries may be attributed to violence in the home.

Myths about sexual assault coupled with a failure to see older individuals as sexual beings can hinder criminal justice professionals from recognizing indicators of sexual assault when dealing with older victims. Cases of sexual assault may be explained away by claims that the older person is confused or just imagining the assault due to dementia. Dependence on abusers for care or housing, shame or embarrassment because the abuse was committed by a family member, friend, or caregiver, and/or threats of institutionalization may prevent victims from seeking help or calling the police. Older victims may not be believed if they report stalking, particularly if the victim has dementia or psychiatric disabilities. Training for criminal-justice personnel should address these barriers and improve systemic responses to older victims.

By statute, funds under the Abuse in Later Life Program may be used for the following purposes:

- Training programs to assist criminal justice system personnel in recognizing, addressing, investigating, and prosecuting instances of elder abuse, neglect, and exploitation, including domestic violence, dating violence, sexual assault, or stalking against victims who are 50 years of age or older;
- Providing or enhancing services for victims of elder abuse, neglect, and exploitation, including domestic violence, dating violence, sexual assault, or stalking, who are 50 years of age or older¹¹³;
- Creating or supporting multidisciplinary collaborative community responses to victims of elder abuse, neglect, and exploitation, including domestic violence, dating violence, sexual assault, and stalking, who are 50 years of age or older; or
- Conducting cross-training for victim service organizations, governmental agencies, courts, law enforcement, and nonprofit, nongovernmental organizations serving victims of elder abuse, neglect, and exploitation, including domestic violence, dating violence, sexual assault, and stalking, who are 50 years of age or older.

OVW has worked with national organizations with expertise in training criminal justice professionals to create curricula for law enforcement, prosecutors, and judges focusing on elder abuse, neglect and exploitation. Multi-disciplinary teams designated by Abuse in Later Life Program grantees have received training and have in turn used these curricula to provide training to local law enforcement and other criminal justice professionals in their communities.

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 and a train-the-trainers curriculum, and to have the ability to pilot test both. We are in the final editing stages of the law enforcement curriculum.

¹¹³Abuse in Later Life Program grantees did not provide services to victims/survivors during the time period covered by this report; therefore, no victim services data is reported here.

In addition, we have been able to bring together experts from around the country to begin to develop the following: a manual on creating or strengthening direct services for older individuals who have experienced, or are experiencing, domestic violence, dating violence, sexual abuse or stalking in later life; a manual on building or strengthening existing coalitions or task forces focusing on elder abuse; an abuse in later life community assessment tool; a training manual to facilitate a full-day training for advocates and adult protective services workers; and a training manual to facilitate a half-day training for advocates, adult protective service workers, and law enforcement on enhancing the safety of, and providing support to, older victims and holding offenders accountable.

- *Wisconsin Coalition Against Domestic Violence*

General Grant Information

Information for this chapter was submitted by 34 individual Abuse in Later Life Program grantees¹¹⁴ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July-December 2007: 24
- January-June 2008: 23
- July-December 2008: 32
- January-June 2009: 31

Staff

Abuse in Later Life Program staff provide training and information to criminal justice professionals to help ensure a coordinated system response to victims who are elderly or who have disabilities.

Grantees most often used grant funds for program coordinators.

- Number of individual grantees using funds for staff: 31 (91% of grantees)¹¹⁵

¹¹⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹¹⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Table 18. Full-time equivalent staff funded by Abuse in Later Life Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	21	21	24	28
Total FTE staff funded	35	32	36	31
Program coordinators	13	13	14	15
Support staff	9	5	8	4
Administrators	5	5	5	5
Trainers	4	4	5	3

FTE = full-time equivalent

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

The presence of the grant and the elder justice coordinator have acted as a focal point for raising awareness and harnessing collaborative work among the judicial, law enforcement, advocate and APS (adult protective services) leadership. Knowing that the leadership of each organization is invested in making changes has caused all the other organizations to keep this topic a priority in difficult economic times.

- *Boulder County Board of County Commissioners, Colorado*

We now have a staff person, housed full-time in the court. This staff person works very closely with senior victims and the judges. We believe that this relationship would allow us to increase the number of judges attending the national judicial institute on elder abuse, neglect, and exploitation. Our staff person has created an excellent rapport with these judges and would be able to encourage more to attend.

- *City of Chicago, Illinois*

Training

Grantees train professionals to more effectively respond to individuals with disabilities and to older individuals who are victims/survivors of sexual assault, domestic violence, dating violence, stalking, and/or elder abuse, and to increase offender accountability.

The most common topics of training events were: impact of aging and/or disabilities, effective communication with individuals who are older or individuals with disabilities, issues specific to victims/survivors who are elderly or disabled, domestic violence overview, dynamics, and services; law enforcement response to domestic violence, law enforcement response to elder abuse and exploitation, adult protective services reporting requirements, and issues specific to victims/survivors who are isolated or institutionalized.

- Number of individual grantees using funds for training: 28 (82 percent of grantees)¹¹⁶
- Total number of training events: 127¹¹⁷
- Total number of people trained: 3,736¹¹⁸

Table 19. People trained with Abuse in Later Life Program funds: selected professional positions¹¹⁹

Law enforcement – state or local ¹²⁰	1,717	46
Prosecutor – state or local	357	10
Victim witness specialist	207	6
Court personnel – state or local	147	4
Corrections staff	14	<1

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

One result of the trainings so far is more comprehensive reports submitted to Adult Protective Services (APS) by law enforcement when an officer refers a suspected abuse to APS. APS is finding the officers' reports with more details relevant to the abuse and more thorough in regard to the evidence of abuse. This has allowed APS to have a more thorough picture and data about the victim when contacting the individual victim and others involved to initiate their investigation. APS is able to shape the interview and investigation so that it is more focused, thereby serving the victim better and saving time for everyone involved.

- *County of Marin, California*

The effectiveness of our grant has been immeasurable. Since we have been doing the trainings, we have noticed a significant change in how crimes against the elderly are billed by prosecutors and how police reports are made. There have been numerous elder-abuse crimes that have now been given the enhanced penalties the state allows. This has had a tremendous effect on our

¹¹⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹¹⁷This is the total number of training events in the three reporting periods from July 1, 2007 to December 31, 2008. Due to changes in the reporting form, this data was not collected in all four reporting periods.

¹¹⁸ This is the total number of training events in the three reporting periods from July 1, 2007 to December 31, 2008. Due to changes in the reporting form, this data was not collected in all four reporting periods.

¹¹⁹ This is the total number of training events in the three reporting periods from July 1, 2007 to December 31, 2008. Due to changes in the reporting form, this data was not collected in all four reporting periods.

¹²⁰“People trained” categories included federal, local or state, and tribal for criminal justice personnel (i.e., law enforcement officers, prosecutors, court officers, and corrections personnel).

elder population's safety. We have also seen officers that have come through our trainings become more involved with their elder community.

- Family Counseling Agency, Inc., Louisiana

Each year, OVW provides intensive and comprehensive technical assistance to Abuse in Later Life Program grantees. This technical assistance includes: 1) mandatory 4-day train-the-trainer events intended to provide multi-disciplinary teams with the skills necessary to provide training to local law enforcement personnel; 2) mandatory 2½-day train-the-trainer events intended to provide multi-disciplinary teams with the skills necessary to provide training to local service providers; and a ½-day cross-training event for victim service organizations, governmental agencies, courts, law enforcement, and nonprofit, nongovernmental organizations serving older victims.

The effectiveness of our elder abuse training program is most evident in the dramatic increase in calls for services regarding elder abuse since the inception of our training. Law enforcement has reported an increased awareness of signs of elder abuse and what to be aware of during a response to a call. The need for such training has been critical in recognizing problems with the elderly and in assisting officers in being cognizant of the many options available when abuse and exploitation present themselves. Early in the process, our officers (and several members of our team) stated that financial exploitation was not a problem in this area. Since the training, there have been several financial exploitation cases investigated and prosecuted. Our adult protective services trainer also reports an increase in the number of calls that they are receiving from local law enforcement officers.

- Thirteenth Judicial Circuit Family Violence Prevention Council, Illinois

Judges and prosecutors have participated in out-of-state training, which has enhanced their skills to resolve elder abuse cases. Judges who attended training have become program advocates. They are acting as "peer to peer" spokespersons to raise awareness of issues and possible judicial strategies to improve services to older victims.

- Elder Law of Michigan, Inc.

Remaining Areas of Need

Abuse in Later Life Program grantees regularly cited the need to educate the elderly about sexual assault, domestic violence, dating violence, and stalking, and about available resources in their communities. Providing housing, including emergency housing, to victims/survivors who are elderly and providing services at home were cited by many grantees. Transportation systems for the elderly to access services were seen as currently lacking, especially in rural communities. More policies and protocols are vital to specifically address the needs of elder victims/survivors with regard to caregivers, guardianship, and financial abuse.

Training and education needs discussed by grantees included the following: informing law enforcement about the signs of abuse in the elder population, bringing

awareness to elder victims about their rights and about available resources, and educating victims and their providers about financial abuse. Increasing the responsiveness of the criminal justice system to crimes against elders was also regularly mentioned by Abuse in Later Life Program grantees. They consistently mentioned the need for a multidisciplinary approach to the investigation and prosecution of elder abuse cases.

While there are numerous significant areas of remaining need, the greatest need comes from the responsiveness of the criminal justice system in general as each individual involved in the response process brings his or her own history, assumptions, and biases with them as he or she interacts with the elder individual. The lens through which the criminal justice system frequently responds to older individuals often ends up denying these individuals access to the justice they deserve. When members of the criminal justice system make assumptions about a case because of a lack of understanding of the dynamics of elder abuse, aging issues, or cultural issues, the system denies the older individual justice by not recognizing that a crime has occurred. Older individuals need to have their statements and complaints truly heard by the criminal justice system. Members of the criminal justice system need to be educated about the varied and unique characteristics of older individuals and how to properly investigate and handle a case so that crimes against the elderly are not inadvertently ignored. The only way to respond to this area of remaining need is to educate members of the criminal justice system about the need for a multidisciplinary approach to the investigation and prosecution of elder abuse cases. Additionally, criminal justice members need to be educated on ways they can establish and/or strengthen relationships with members of the community who have traditionally not been involved with the criminal justice system.

- National District Attorneys Association, South Carolina

Legal Assistance for Victims Grant Program

The Legal Assistance for Victims Grant Program (Legal Assistance Program) is designed to strengthen civil and criminal legal assistance for adult and youth victims/survivors of sexual assault, stalking, domestic violence, and dating violence through innovative, collaborative programs. These programs provide victims/survivors with representation and legal advocacy in family, immigration, administrative agency, or housing matters; protection or stay-away order proceedings; and other similar matters. The Legal Assistance Program is intended to increase the availability of civil and criminal legal assistance in order to provide effective aid to victims/survivors who seek relief in legal matters arising as a consequence of abuse or violence.

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 with less than five years of experience providing direct legal assistance to victims of domestic violence and sexual assault must be supervised by an attorney with at least five years of such experience. Lawyers may not be supervised by non-lawyers unless specifically permitted by local bar rules. Training and mentoring should be ongoing to address issues that may arise during the course of the project.

The Legal Assistance Program provides an opportunity for communities to examine how the legal needs of victims/survivors 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/survivors 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.

OVW encourages all grantees to develop programs to reach diverse and traditionally underserved populations, including racial, cultural, and ethnic minorities; persons with disabilities; language minorities; and victims/survivors in rural or inner-city areas.

OVW has a special interest in establishing or strengthening the following: programs that assist victims/survivors 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/survivors of sexual assault; and programs that make a broad range of legal assistance readily available to stalking and domestic violence victims/survivors.

To increase the reach of Legal Assistance Programs serving victims/survivors of sexual assault, domestic violence, dating violence, and stalking, OVW promotes collaboration among community groups that may not have worked together previously. OVW has a special interest in establishing collaborative efforts among victim services programs and local agencies, local services (such as public housing agencies, hospitals, health clinics, campuses, and public libraries), or local businesses to provide on-site legal advocacy and/or legal assistance information where sexual assault, stalking, domestic violence, and dating violence victims/survivors are likely to go.

In developing our civil legal services offered to sexual assault victims, we have had our staff attorney assist in drafting policies, procedures and protocols for the Sexual Assault Response Team (SART), and participate in team meetings. While the SART initially appeared to be solely a tool of law enforcement to gather evidence and build a case for prosecution, the focus of the team evolved to include support services, including mental health, domestic violence advocates and child and family services, after each agency's confidentiality policies were reviewed and considered. The focus of the team became less about prosecuting the criminal case and more about addressing all of the sexual assault survivor's needs at any step during the process, making sure that victim safety is paramount.

- Dawson County Domestic Violence Program, Montana

The regular communication amongst the various groups has resulted in more effective representation of clients as well as better timeframes for providing services. For example, meetings between NMIC and the Office of the District Attorney of New York have resulted in faster responses to our requests for U-visa (visas intended for victims of violence) certifications that are then used to assist undocumented victims of domestic violence seeking lawful status and work permits in the United States. In addition, we've seen a steady increase in referrals from the 33rd and 34th Precincts of New York (these precincts serve the area where the vast majority of our clients live), as well as other legal services providers such as Safe Horizon.

- Northern Manhattan Improvement Corporation, New York

The Cooperative Restraining Order Clinic [CROC] is now in regular, almost-daily contact with the staff of the district attorney's office assigned to San Francisco's Youth Guidance Center (San Francisco's juvenile delinquency court). On a weekly basis, CROC receives referrals from the victim services advocate of sexual assault and stalking survivors, many of whom are teenagers. Because of the coordination of services, CROC is able to work

quickly to provide a victim with the security of a restraining order, thereby making her feel safer to continue working with the criminal legal system throughout that case.

- *Bay Area Legal Aid, California*

In our southern region, our LAV attorney continues to work closely with local state's attorney offices to ensure that criminal charges are pursued when appropriate. The attorney is also working to encourage the state's attorneys to keep victims informed as to the progress of their cases.

- *Land of Lincoln Legal Assistance, Illinois*

General Grant Information

Information for this chapter was submitted by 186 individual Legal Assistance Program grantees¹²¹ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July-December 2007: 155
- January-June 2008: 139
- July-December 2008: 160
- January-June 2009: 129

Sixteen percent of Legal Assistance Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 50 unique tribes or nations they were serving or intended to serve.

From the inception of VAWA (Violence Against Women Act) funding received by the Eastern Band of Cherokee Indians, the Cherokee Tribal Court system has continually improved in an effort to better serve victims. There are very serious domestic violence problems in Cherokee [country], and this seriousness has come to light as a result of our VAWA funding. The Cherokee Court judges have responded by granting relief to our victims beyond just protection orders. The issues of child custody, visitation, and property distribution are resolved on a regular basis within the domestic violence civil action, or ancillary proceeding. Housing and child support are also disposed of, but on a less regular basis than custody and visitation matters. Our state court practice is not supported by VAWA funding; therefore the results in Cherokee Court greatly exceed what is obtained in state court proceedings. In state court, relief beyond protection orders is hardly ever obtained by victims. Victims who appear within the Cherokee Court have a much greater chance of obtaining additional relief beyond that of a protection order. This is entirely due to the efforts that have been made pursuant to our LAV VAWA funding and other VAWA funding that is received by the Eastern Band.

- *Eastern Band of Cherokee Indians*

¹²¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Staff

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

Grantees most often used grant funds to pay for staff attorneys. Many programs also funded legal advocates and paralegals who assisted victims/survivors with legal issues, such as preparing legal paperwork, and victim advocates who assisted victims/survivors with a range of support services.

Table 20. Full-time equivalent staff funded by Legal Assistance Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	153	138	159	129
Total FTE staff funded	538	465	508	443
Attorneys	292	265	284	243
Paralegals	51	51	63	49
Victim advocates	43	35	38	38
Legal advocates	45	33	29	35
Support staff	38	28	32	29
Program coordinator	23	19	20	19
Administrator	24	19	22	16

FTE = full-time equivalent

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

LAV-funded staff has been very successful in obtaining a full range of remedies for victims/survivors in conjunction with orders of protection. Child support, spousal support, and custody are all requested as a matter of course in appropriate cases and are quite often awarded. The presence of LAV staff in various courts has increased court responses to the needs of victims and has resulted in regular referrals to the staff by court personnel.

- *Greater Boston Legal Services, Inc., Massachusetts*

Having funding to continue employing attorneys, advocates, and a legal secretary for intake and initial safety planning makes all the difference in the world to our clients. Continued funding has enabled us to retain staff with expertise working with domestic violence survivors.

- *Domestic Violence Intervention Services, Inc., Oklahoma*

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, dating violence, and stalking.

The most common topics for training events were: domestic violence laws; safety planning; domestic violence overview, dynamics, and services; protection orders (including full faith and credit); identifying legal issues; divorce/custody/visitation/child support; and confidentiality. 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: 150 (81 percent of all grantees)¹²²
- Total number of training events: 3,899
- Total number of people trained: 84,743

¹²²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Table 21. People trained with Legal Assistance Program funds: selected professional positions

Position	People trained (N = 84,743)	
	Number	Percent
Attorneys	15,676	18
Victim advocates (domestic violence, sexual assault, and dual)	15,457	18
Multidisciplinary	7,684	9
Law enforcement officers	7,482	9
Law students	7,241	9
Social services organization staff	4,347	5
Health professionals	3,922	5
Volunteers	2,854	3
Mental health professionals	2,493	3
Child welfare workers/advocates	2,224	3
Faith-based organization staff	1,948	2
Court personnel	1,921	2
Immigrant organization staff	1,873	2
Advocacy organization staff	1,604	2
Legal services staff	1,599	2
Government agency staff	1,409	2

NOTE: Data presented for the sixteen most frequently reported categories only. Numbers represent totals for all four reporting periods.

Training of law enforcement, health care professionals, domestic violence and sexual assault program staff and judges is also a critical component of our work to provide protection and safety to domestic violence and sexual assault victims. LAV funding has allowed Alaska Immigration Justice Project (AIJP) staff to travel to remote communities in Alaska with large immigrant communities to train professionals working in these communities. Training has been instrumental in increasing outreach to immigrants residing in these communities. As an example, LAV-funded staff traveled to Petersburg and Juneau during this reporting period. AIJP staff was able to train a multi-disciplinary group of professionals, including local law enforcement, members of the judiciary and legal community, and domestic violence program staff.

- Alaska Network on Domestic Violence and Sexual Assault

In this reporting period, training has been focused on law students and DVIS/Call Rape volunteers. As a result of agency training that includes extensive coverage of legal issues, more volunteers are opting to volunteer with DVIS Legal and continue their training. Additional training done with local law students at the University of

Tulsa has resulted in more and better qualified interns coming to work with, and staying longer at, DVIS Legal.

- *Domestic Violence Intervention Services, Inc., Oklahoma*

Legal Assistance Program grantees provide technical assistance to a range of professionals, including attorneys, victim advocates, judges, legal services staff, mediators, friends of the court, and guardians ad litem who are dealing with victims/survivors of sexual assault, domestic violence, dating violence, and stalking. The highest percentage of grantees provided technical assistance to attorneys, which might entail assisting attorneys filing immigration paperwork or working with less experienced attorneys preparing for trial. Over the course of four reporting periods, a total of 105 individual grantees (56 percent of all grantees)¹²³ reported providing technical assistance to the following professionals:

- Attorneys: 89 percent
- Victim advocates: 67 percent
- Friends of the court, mediators, and guardians ad litem: 52 percent
- Legal services staff: 52 percent
- Prosecutors: 44 percent
- Judges: 43 percent

Collaboration with the University of Iowa College of Law results in approximately 20 students trained every semester to volunteer on the clinic's immigration cases. Many students return the following semester to work on cases, as well as volunteering during winter, spring, and summer breaks. Training with Iowa law enforcement and meeting with the Iowa Law Enforcement Academy several times a year has improved the relationship between advocates, attorneys, and police officers. Many police officers are now able to recognize and screen for issues affecting battered immigrants and their children. Many health and social-service agencies have been referring clients to the clinic, as well as using the clinic as a source for technical assistance when working with battered immigrants.

- *Iowa Coalition Against Domestic Violence Immigration
Legal Clinic*

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 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,

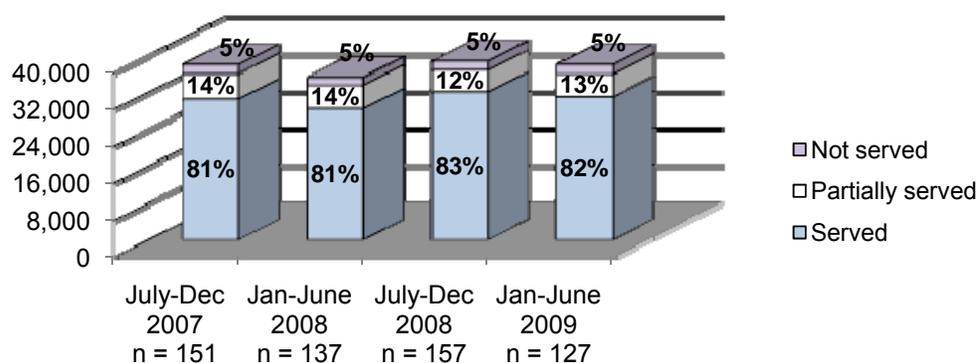
¹²³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

economic assistance, employment advocacy, and immigration assistance. Economic viability is a critical factor in the decision-making process for a battered woman or sexual assault survivor who is considering separation from the perpetrator.

Legal Assistance Program grantees provided services to an average of 35,577 victims/survivors of sexual assault, domestic violence, dating violence, and stalking in a six-month reporting period¹²⁴ to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 184 (99 percent of grantees)¹²⁵

Figure 7. Provision of victim services by Legal Assistance Program



n = number of grantees reporting victim services/legal 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 Legal Assistance 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 Legal Assistance Program grant.

Victims Seeking Services

July-December 2007:

- 38,009 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 35,991 (95 percent) victims/survivors received services and 2,018 (5 percent) were not served.

January-June 2008:

- 35,256 victims/survivors sought services from Legal Assistance Program grantees.

¹²⁴Victims/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.

¹²⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Of these, 33,547 (95 percent) victims/survivors received services and 1,709 (5 percent) were not served.

July-December 2008:

- 38,794 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 36,858 (95 percent) victims/survivors received services and 1,936 (5 percent) were not served.

January-June 2009:

- 38,011 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 35,912 (95 percent) victims/survivors received services and 2,099 (5 percent) were not served.

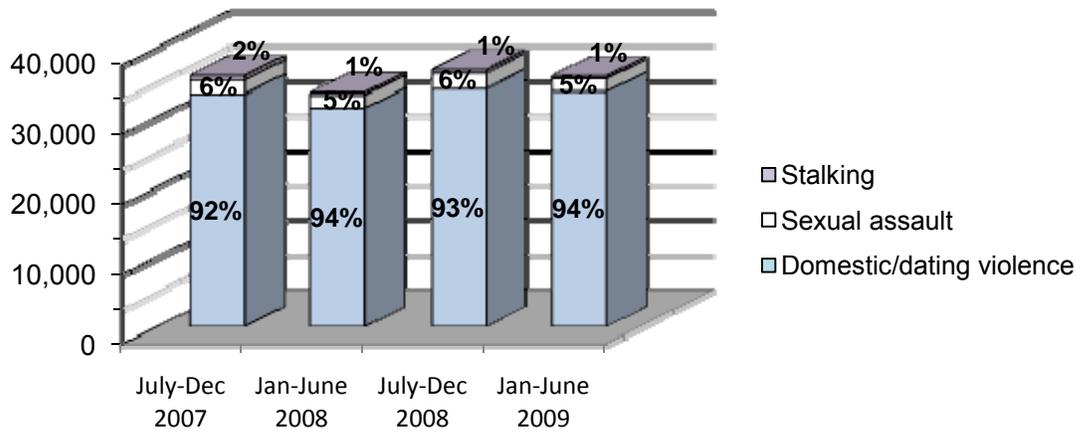
Reasons Victims Were Not Served or Were Partially Served

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

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

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 (92-94 percent).

Figure 8. Provision of victim services by Legal Assistance Program, by type of victimization¹²⁶



The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (86-89 percent).

Table 22. Relationship to offender of victims/survivors served by Legal Assistance Program

Relationship to offender	July-Dec 2007	Jan-June 2008	July-Dec 2008	Jan-June 2009	Percentage range
Spouse or intimate partner	32,354	29,525	33,381	31,891	86-89
Dating relationship	2,349	2,572	1,906	2,175	5-7
Other family member	1,711	1,531	1,462	1,583	4-5

NOTES: 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.

¹²⁶The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence/dating violence, and stalking victims/survivors served.

Demographics of Victims/Survivors Served and Partially Served

Legal Assistance Program grantees served or partially served an average of 35,577 victims/survivors in each six-month reporting period.¹²⁷ The majority of those victims/survivors were white (49-52 percent), female (94-95 percent), and ages 25-59 (75-76 percent).

Table 23. Demographic characteristics of victims/survivors served by Legal Assistance Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian	1,229	906	1,006	809	2-4
Asian	2,027	2,283	1,704	1,529	4-7
Black/African American	4,254	4,263	4,822	4,910	13-14
Hispanic/Latino	9,072	8,652	9,897	9,934	27-29
Native Hawaiian/Pacific Islander	157	210	273	158	<1-1
White	17,551	15,511	17,395	17,044	49-52
Unknown	2,444	1,833	1,921	1,784	Na
Gender					
Female	34,133	31,728	34,528	33,835	94-95
Male	1,710	1,609	2,106	1,880	5-6
Unknown	148	210	224	197	Na
Age					
0–17	1,224	1,063	Na	Na	3-4
13-17	Na	Na	933	894	3-3
18–24	6,252	6,029	6,828	6,811	18-20
25–59	26,308	24,445	26,688	25,892	75-76
60+	697	601	1,006	741	2-3
Unknown	1,510	1,409	1,403	1,574	Na
Other demographics					
People with disabilities	2,366	2,461	2,594	2,732	7-8
People with limited English proficiency	7,638	7,061	8,402	6,670	19-23
People who are immigrants, refugees, or asylum seekers	8,756	8,969	9,852	9,310	24-27
People who live in rural areas	11,188	9,598	9,664	7,910	22-31

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, data may exceed the total number of victims/survivors served. Percentages based only on victims/survivors for whom the information was known.

¹²⁷This number represents a calculated average of all four reporting periods.

In providing legal services to domestic violence (DV) victims, our attorneys are requesting and obtaining protection orders and divorce decrees that address child and spousal support, as well as custody and visitation rights on a regular basis on behalf of the victims. By successfully pursuing child support, alimony, equitable property settlements, and health insurance coverage for DV victims and their children, legal aid allows families to live free of their abusers and reduces the need for state support: (1) Clients are able to get off TANF (Temporary Assistance to Needy Families). (2) Those who live in public or subsidized housing begin to pay a larger share of the rent. (3) Because they can afford childcare, victims are able to return to the workforce and contribute to the state's tax base. (4) When they obtain orders requiring their abuser to provide health coverage, the state saves dollars. (5) Domestic violence is costly to the community, including medical care for injured victims, special education and counseling for affected children, police resources, and prison for perpetrators.

- *Catholic Social Services, Diocese of Little Rock, Arkansas*

LAV funding has allowed us to continue to build our strong partnership with the Alaska Immigration Justice Project (AIJP) to best serve immigrant victims in Alaska. We work closely with AIJP to ensure that the family law case and immigration case are well coordinated. Additionally, we utilize qualified interpreters through AIJP at every stage of the proceeding. Through this partnership, we are accessing many more immigrant victims of domestic violence, sexual assault and stalking than we previously had.

- *Alaska Network on Domestic Violence and Sexual Assault*

Non-legal Victim Services

Legal Assistance Program grantees provide other support services and safety planning as needed.

Grantees report that the following non-legal services were provided to victims/survivors over the four six-month reporting periods¹²⁸:

- Safety planning (provided by lawyers): 63,275
- Safety planning (provided by other staff): 53,070
- Support services (provided by lawyers): 24,402
- Support services (provided by other staff): 30,151
- Pro se clinics/group services (provided by lawyers): 4,136
- Pro se clinics/group services (provided by other staff): 4,178
- Non-attorney legal advocacy (provided by other staff): 32,506

As we began our services this funding period, it was quite clear that the services that were needed by our clients reach far beyond just legal remedies. Issues related to housing, employment discrimination, mortgage foreclosure, and most recently, medical coverage, have been at the forefront of our clients' priorities. In

¹²⁸Victims were reported once for each category of service received in each reporting period. However, victims may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

order to ensure that the client is safe, and comfortable with proceeding in their legal matters, our office ensures that the client’s life-generated risks are addressed. The Legal Assistance Clinic has been proactive in working closely with other governmental agencies to ensure that client’s issues pertaining to housing (relocation or lease transfer) or employment issues are handled and resolved in a timely manner. Moreover, we have also worked very closely with social service agencies to ensure that clients receive the needed support services and other referrals to agencies/organizations that can properly assist with any problems related to their self-sufficiency. Holistic services provided by our office have provided victims safe-housing refuge and have also provided advocacy on a pro-bono basis related to employment discrimination of victims. This office will continue to strive to ensure resolution of all life-generated risks of our the clients.

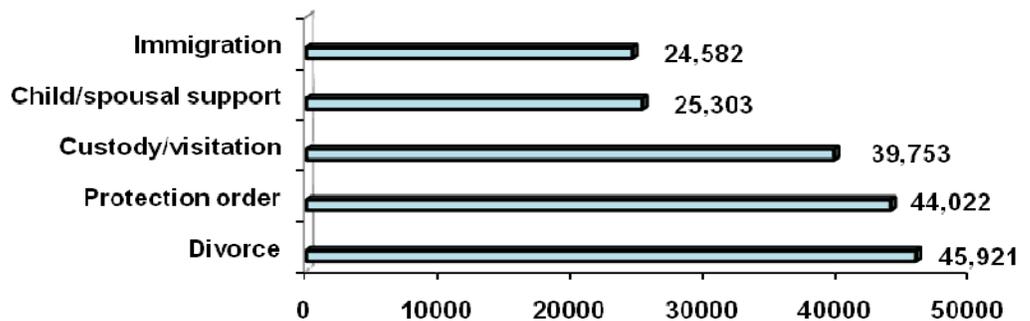
- Catholic Charities, Inc., Legal Assistance Clinic, Mississippi

Legal Issues

Legal Assistance Program grantees represent victims/survivors of sexual assault, domestic violence, dating violence, and stalking in a variety of legal matters, including family law (divorce, child custody, and visitation), protection orders, immigration, and housing. Between 21 and 23 percent of victims/survivors received help with more than one type of legal issue during each period covered by this report. 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 issues¹²⁹ addressed: 204,637
- Total number of victims/survivors who received assistance with multiple legal issues: 31,865 (22 percent of those receiving services)

Figure 9. Legal issues addressed by Legal Assistance Program



¹²⁹Legal issues represent the total number of new and pending matters for which victims received assistance during all four reporting periods. Victims/survivors are counted only once for each type of legal issue addressed during each six-month reporting period and are counted in all legal issues categories that apply.

Our attorney finalized a divorce in a particularly violent case that involved many legal issues, including jurisdiction and service by publication, which would have made it impossible for the client to achieve the same results pro se. The client has moved across the country on more than one occasion to escape her abuser. With the attorney's assistance, the client was able to have a very restrictive parenting plan ordered by the court and obtain a permanent order of protection. The attorney was also able to get a court order as part of the divorce, allowing the client to change her name and her children's names without providing further notice to the abuser.

- *DOVES, Montana*

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. Legal outcomes are defined broadly to include provision of information, referral, and advice services only; provisions of brief services; and legal representation resulting in negotiated resolution, court decision, and/or administrative decisions. Grantees report on the disposition of each legal matter they addressed that was resolved. Table 24 presents the number of outcomes achieved for victims/survivors in each of the five categories of legal matters most frequently reported and the percentages of those outcomes within each legal matter by the most frequently reported types of outcomes.

➤ Number of issues disposed of: 123,922

Table 24. Outcomes of legal matters addressed by Legal Assistance Program

Legal matter	Outcomes (N = 123,922)		Information/ referrals/ advice (%)	Court decision (%)	Brief services (%)	Negotiated resolution/ filed action (%)
	Number	Percent				
Protection order	32,468	26	34	37	13	9
Divorce	26,886	22	45	22	16	9
Child custody/ visitation	24,426	20	44	24	13	10
Child/spousal support	13,836	11	42	27	12	11
Immigration	10,501	8	33	5	10	10

NOTES: Outcomes data represent 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 categories of outcomes or legal matters are included. This table presents outcomes from all four reporting periods.

Our VAWA staff has achieved excellent outcomes through the LAV grant. We have been able to help victims with their immediate needs by obtaining numerous TPOs (temporary protection orders) based on spousal and dating violence. Most importantly, we help victims with their deeper and more complex immigration legal issues, such as obtaining approvals for I-360, adjustment of status applications, and I-751 applications. In addition, we have been able to secure U-visas for some clients. Thanks to the grant

awarded by OVW, we have the resources necessary to help victims of domestic violence with their immigration issues, an underserved need in Georgia.

- *Latin American Association, Georgia*

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. Organizations can also establish mentoring programs, supported by local and state bar associations, that offer expert consultation to lawyers handling civil litigation for victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Organizations may 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. In addition to providing individual representation, some firms sponsor or coordinate pro bono projects in partnership with domestic violence programs, law schools, and legal service agencies.

From July 2007 to June 2009, Legal Assistance Program grantees recruited 5,606 pro bono attorneys, trained 5,649, and mentored 4,355. Pro bono attorneys accepted 6,836 cases and completed 4,918 cases over the four reporting periods. During the same period, grantees recruited 3,329 law students, trained 4,080, and mentored 3,498. Law students worked on an average of 2,550 cases per reporting period.

The pro bono mentoring attorney's ... daily activities include oversight of the Pro Bono Program, including both our case-referral program and our Information and Referral Hotline, in addition to maintaining her own caseload. She continues to screen applicants and recruit and train volunteers for the program. During this reporting period she conducted several recruitment activities including presentations recruiting at the Alaska Bar Convention, a recruitment breakfast with the Ketchikan Bar Young Attorneys Section, and continued web-based attorney recruitment.

- *Alaska Network on Domestic Violence and Sexual Assault*

Remaining Areas of Need

Legal Assistance Program grantees regularly cited the need for more civil legal services and outreach about the availability of civil legal services, particularly in rural communities. The civil legal needs most often mentioned involved the lack of attorneys to represent low-income victims/survivors in cases involving divorce, custody, visitation, employment discrimination, and housing issues, and in stalking cases.

Grantees spoke of inaccessible roads in some rural communities, the lack of public transportation, long waiting lists for emergency, transitional, and long-term housing, and the need for financial resources and assistance for rural victims/survivors.

Victims/survivors who are immigrants, Hispanic-Latino, or American Indian, victims who are older, and those living in rural areas were the most often mentioned as underserved populations. Grantees identified complicated issues in serving elders who are often totally dependent on those who are abusing them and have no source of income, no marketable skills, and no knowledge of available resources in their communities. The need for training for judges and court staff on the rights of immigrants and refugees and on immigration laws, particularly regarding U-visas, was described by a large number of grantees.

Dating violence was also regularly referenced by grantees as an “area of need”, who cited the limited number of service providers trained to work effectively with teen victims/survivors of domestic and dating violence -- especially high risk, homeless, and LGBTQ youth, and the need for teens to have qualified representation when obtaining protection orders.

Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program (formerly known as the Rural Domestic Violence and Child Victimization Enforcement Grants Program)

The Rural Domestic Violence, Dating Violence, Sexual Assault, and Stalking Assistance Program (Rural Program) was established by Congress in 1994. The Violence Against Women Act of 2005 (VAWA 2005) expanded the scope of the Rural Program to include sexual assault and stalking and modified the eligibility criteria as well as the statutory purpose areas under which projects must be implemented. The Rural Program recognizes that victims of sexual assault, domestic violence, dating violence, and stalking 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 respond, investigate and prosecute sexual assault, domestic violence, dating violence, and stalking cases. In addition, socio-cultural, economic, and geographic barriers hinder the ability of victim advocates to learn of and assist victims. The Rural Program enhances the safety of victims and their children by supporting projects uniquely designed to address and prevent these crimes in rural America by the addressing the following purpose areas:

- To implement, expand, and establish cooperative efforts and projects among law enforcement officers, prosecutors, victim advocacy groups, and other related parties, to investigate and prosecute incidents of domestic violence, dating violence, sexual assault, and stalking.
- To provide treatment, counseling, advocacy, and other long- and short-term assistance to adult and minor victims of domestic violence, dating violence, sexual assault, and stalking in rural communities, including assistance in immigration matters.
- To work in cooperation with the community to develop education and prevention strategies directed toward such issues.

As indicated by the purpose areas, 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 encourages collaboration between victim advocates, law enforcement officers, prosecutors, pre-trial service

personnel, probation and parole officers, and faith- and/or community-based leaders to address and overcome the problems of sexual assault, domestic violence, dating violence, and stalking and ensure that victim safety is paramount in providing services to victims and their children.

The Rural Program funding allowed us to hire advocates and place them in rural agencies and communities where there had NEVER been victim services before. We were able to build collaborative relationships with law enforcement in small rural areas where the officers had never worked with an advocate before. At the beginning of this project, many officers told our advocates that there was NOT a domestic violence problem in their area. The officers felt it was an alcohol or drug problem, but not a domestic violence problem. This funding allowed us to provide domestic violence, stalking, strangulation, sexual assault and victim safety training with the officers. The agencies in the small rural areas do NOT have funding for training, so several of the officers we provided training to had never been to a training focused on domestic violence, stalking, strangulation or sexual assault. In Owyhee County, there had never been advocates of any type. With this funding, we placed an advocate in the sheriff's office and the prosecutor's office. We provided ongoing specialized training on domestic violence and victim safety. Before this grant, the sheriff's office and the prosecutor did not get along and hardly ever discussed or worked together on cases. Our advocate opened up communication between the sheriff's deputies and the prosecutor. She developed a collaboration plan and a protocol that both the sheriff and prosecutor agreed to. By the end of this grant, the sheriff and the prosecutor not only meet regularly with each other, but refer cases to the advocate and include her in the case staffing meetings they have. Previously there was no protocol for victim safety while obtaining an order of protection. Now the advocate works with the victims on a safety plan. The court house is small with only one courtroom and no security of any type. The advocate worked with the sheriff and the prosecutor to develop a plan to improve victim safety in the courthouse and while obtaining protection orders. This funding allowed us to provide coordinated community response training to 28 agencies and develop and implement a community response plan in Canyon and Owyhee counties. With the funding for this grant, five advocates were hired and worked with the small rural areas in southwest Idaho providing services for victims where NO services had been before. With the funding, we implemented system-wide changes with law enforcement agencies, prosecutors and within the community, that would hold offenders more accountable and improve the safety of victims.

- *Advocates Against Family Violence, Inc., Idaho*

During this progress reporting period we had the highest number of victims come forward to report that they had been sexually assaulted. Our population in Hoopa is only 3,000 and there were ten sexual assault victims that came forward. I believe that this is a result of our collaborative efforts, coordinated community response and our educational and awareness activities. We are becoming very visible in the community and everyone is recognizing that we can no longer tolerate sexual assault or child sexual abuse. A total of 61 victims came forward during this six

month period. This is two percent of our total population. I know that the figure is higher and that if we continue to be funded more and more victims will come forward. We know that the rates of victimization in Indian country are very high, but I believe that the figures are truly higher than what has been portrayed in the media. The victims in our very rural and remote location have never had services before this funding came in 2004. They have had 5 years to get adjusted to the fact that there are confidential and free services in their community.

- *Niwhongwh Xw E Na Wh*

General Grant Information

Information for this chapter was submitted by 195 individual Rural Program grantees¹³⁰ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each period was as follows:

- July–December 2007: 156
- January–June 2008: 107
- July–December 2008: 160
- January–June 2009: 142

Twenty-nine percent of Rural Program grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately 119 unique tribes or nations they were serving or intended to serve.

Staff

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

We have hired a new attorney to serve as pro bono coordinator. Because this staff person was formerly one of our pro bono attorneys, he has considerable knowledge of recruiting and training new pro bono attorneys. We have also hired a new VAWA (Violence Against Women Act) legal assistant. This position is such an integral part of our team, as they are the first point of contact for clients needing our services. In addition, having an assistant allows the attorneys and representatives to take on more clients with complex cases and have more availability to conduct trainings and education sessions. The third position we were able to fill is that of the Proyecto Unica VAWA advocate. This is a new position for our program. The staff person hired has a very strong background in providing domestic violence services. She also possesses a great deal of knowledge of community resources available. We find that the main needs of our clients are in the

¹³⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

areas of: shelter and domestic-violence services, family law, and public benefits for their U.S. born children.

- *Catholic Charities, Oregon*

We have hired a sexual assault advocate and a law enforcement advocate, both of whom are actively providing services under the rural grant. The sexual assault advocate has already seen increased reports of sexual assaults in her position in our domestic violence shelter, and is actively providing counseling and case management for those clients, as well as outreach clients. We have a SANE/SART (sexual assault nurse examiner/sexual assault response team) training scheduled for March 2010. The law enforcement advocate has met with law enforcement officers from four of our five counties and provided trainings for them, and is assisting with calls related to the purpose of this grant. She has also applied to take part in a lethality-assessment project, which will assist in training officers on how to be proactive in preventing domestic-violence homicides. Both of these advocates are working on the development of a domestic violence coordinating council and a sexual assault interagency council.

- *Women's Crisis Center, Kentucky*

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

Table 25. Full-time equivalent staff funded by Rural Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	147	105	153	138
Total FTE staff funded	561	455	549	526
Victim advocates	189	148	180	140
Program coordinators	77	64	92	81
Trainer/educators	42	45	53	64
Support staff	42	32	40	38
Administrators	46	30	38	34
Outreach workers	38	29	30	51
Children's advocates	29	32	28	24
Legal advocates	23	16	22	23
Counselors	16	13	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 of professionals is necessary for the development of an effective coordinated community response (CCR) to sexual assault, domestic violence, dating

violence, and stalking. Nearly all Rural Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking victimization issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, and mental health and other professionals. This training improves professional responses to victims/survivors and increases offender accountability.

The most common topics for training events were domestic violence overview, dynamics, and services; advocate response; safety planning for victims/survivors; confidentiality; sexual assault overview, dynamics, and services; dating violence overview dynamics, and services; coordinated community response; and law enforcement response.

- Number of individual grantees using funds for training: 170 (87 percent of all grantees)¹³¹
- Total number of training events: 4,308
- Total number of people trained: 62,083

Table 26. People trained with Rural Program funds: selected professional positions

Position	People trained (N = 62,083)	
	Number	Percent
Victim advocate	9,394	15
Law enforcement officer	7,112	11
Multidisciplinary group	5,901	10
Educator	4,610	7
Health professional	4,080	7
Child protective services	4,067	7

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

Choctaw Project SAFE (Striving for an Abuse-Free Environment) and collaborating partners have been able to implement key strategies to more effectively serve victims, as well as prevent future violence. Funding has allowed us the assurance that our health care, law enforcement, victim advocates, and educators are being equipped with the knowledge and strategies to address domestic and dating violence in our Choctaw Nation area. Choctaw Project SAFE continues to facilitate the law enforcement with current domestic violence CLEET training (Council on Law Enforcement Education and *Training*) twice a year as well as facilitate the finances for the tribal and non-tribal nurses to attend SANE (sexual assault nurse examiner) training.

- Choctaw Nation of Oklahoma

¹³¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Training activities funded by the rural grant have increased the knowledge of advocates at local domestic violence and sexual assault programs throughout the state about barriers faced by immigrant victims/survivors as well as the resources, services and immigration assistance available to them. As a direct result of the training, staff of the Cultural Services Project have experienced a significant increase in the number of calls on the statewide Spanish Crisis Line and have increased the number of technical assistance contacts to local programs, direct services to undocumented victims/survivors, and assistance with immigration applications. The rural grant also provided the funding for a two-day rural statewide conference in May. The conference focused on addressing mental health, substance abuse, trauma, and cultural concerns faced by victims of domestic violence and sexual assault. Sessions included trauma and dissociation, interpreters and translators, substance abuse and gender, immigration issues, human trafficking, LGBTQI (lesbian, gay, bisexual, transgender, queer/questioning, and intersex) issues related to domestic violence/sexual assault and support groups for women with multiple abuse issues, among others. The ability to contract with national speakers to present at this conference and share their expertise would not have been possible without the rural grant funding. Additionally, the rural grant funding has provided opportunity to use web-based conferences (webinars) as a training method. This is especially useful in rural areas, as travel time, budget cuts, and weather issues have interfered with scheduled videoconferences and "in-person" training during the history of this grant. All of the network programs have the software and internet connection speed to participate effectively in the webinars.

- *Nebraska Domestic Violence Sexual Assault Coalition*

Community Education

Rural Program grantees provide general information to the community to increase awareness of sexual assault, domestic violence, dating violence, and stalking. 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.¹³²

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: 171 (88 percent of grantees)¹³³

¹³²Community education is not the same as training. Training involves providing information to professionals on sexual assault, domestic violence, dating violence, stalking, 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.

¹³³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Total number of education events: 12,344
- Total number of people educated: 470,869

Table 27. People educated with Rural Program funds: selected groups

Group	People educated (N = 470,869)	
	Number	Percent
Middle/high school students	150,727	32
Community members	139,521	30
Elementary school students	59,270	13
Community groups	28,475	6
University/college students	25,750	5
Faith-based groups	17,471	4

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

The rural grant outreach coordinator works diligently to inspire other staff to help inform victims and the public of program services. During Domestic Violence Awareness Month (October), the program provided education to schools and other public meetings. The program created silhouettes of Native American women who have been killed by their batterers, and placed them at different locations throughout the reservation. These silhouettes are painted royal purple with red faces and red hearts; they are made out of plywood. The silhouettes were very effective in promoting public awareness. The program created corsages out of silk flowers, made bracelets and necklaces out of beads and distributed these throughout the reservation, along with a poem about domestic violence. Most of the flowers and beads were donated to the program; therefore the cost for this endeavor was minimal, and all who received these gifts were very pleased and became much more aware of domestic violence. In addition to this, a ringing of the bells by many churches on the reservation was done to promote even more awareness to the public.

- Confederated Salish & Kootenai Tribes

One of the most rewarding goals we've accomplished through support from the Rural Grant was the education and networking with LDS (Mormon) leadership. In September of 2007, after two years of work, we presented to more than 100 local and regional clergy, representing 80 congregations in our region. The LDS church is known for having all of the resources they need within their church, so to be allowed to present in a regional meeting with that many clergy in attendance was extraordinary. The presentation was very well received and we've had requests from around the state to present in other regions. We immediately began receiving calls from the local congregation leaders for assistance in working with domestic violence victims and have developed working relationships with several of them. This is so valuable to victims because many times they turn to their church

leader first. They have resources that we don't have and we have resources that they don't have so the victim is more likely to receive what she needs.

- *Family Crisis Center, Inc., Idaho*

Victim Services

Victims/survivors need comprehensive support services that encompass a wide array of needs. Advocacy and support may be provided to the victim/survivor as they are seeking a protection order; providing accompaniment during medical procedures such as a sexual assault forensic examination; providing safety planning; accompaniment to court; transitional housing assistance, or access to supervised visitation and exchange services.

Regardless of race, ethnicity, ability or sexual orientation, when sexual assault, domestic violence, dating violence, and/or stalking occurs in a rural area, unique problems are encountered that significantly influence whether a victim/survivor will remain in a battering relationship. Sexual assault, domestic violence, dating violence, and stalking victims/survivors in rural areas are isolated both physically and emotionally. Employment opportunities may be scarce and victims/survivors may not have access to transportation or even phone service. Accessing services may become impossible for the victim/survivor, who most likely has no experience with “the system” to begin with and is overwhelmed with the prospect of overcoming the obstacles.

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/survivor shelter. Given the dynamics of a rural environment, it is not uncommon for the batterer to be well-known in the community, or even related to one or more of the individuals working within the criminal justice system. Often, domestic violence shelters are not available in the immediate area, or, if there is a shelter in the area, it may be full to capacity. If a victim/survivor chooses to stay at a shelter, the whole town (including the batterer) may soon know her/his location. Anonymity and security become additional obstacles for the victim/survivor and her/his children.

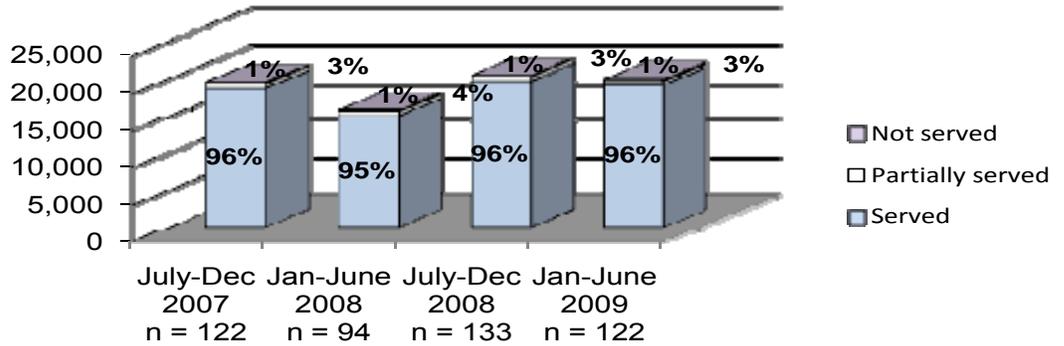
- Number of individual grantees using funds for victim services: 177 (91 percent of grantees)¹³⁴
- Rural Program grantees provided services to an average slightly higher than 18,500 victims of sexual assault, domestic violence, dating violence, and stalking¹³⁵, as well as helping 8,000 child victims become and remain safe from violence in a six-month reporting period.¹³⁶

¹³⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹³⁵This number represents a calculated average of all four six-month reporting periods, however, grantees only addressed sexual assault and stalking during the last two reporting periods of this report (July-December, 2008 and January – June, 2009).

¹³⁶This number represents a calculated average of the first two six-month reporting periods reflecting the changes in the Rural Program statutes (July-December 2007 and January – June 2008).

Figure 10. 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 Seeking Services

July–December 2007:

- 19,468 victims/survivors sought services from Rural Program grantees.
- Of these, 19,283 (99 percent) victims/survivors received services and 185 (1 percent) were not served.

January–June 2008:

- 15,839 victims/survivors sought services from Rural Program grantees.
- Of these, 15,615 (99 percent) victims/survivors received services and 224 (1 percent) were not served.

July–December 2008:

- 20,384 victims/survivors sought services from Rural Program grantees.
- Of these, 20,243 (99 percent) victims/survivors received services and 141 (1 percent) were not served.

January–June 2009:

- 19,848 victims/survivors sought services from Rural Program grantees.
- Of these, 19,614 (99 percent) victims/survivors received services and 234 (1 percent) were not served.

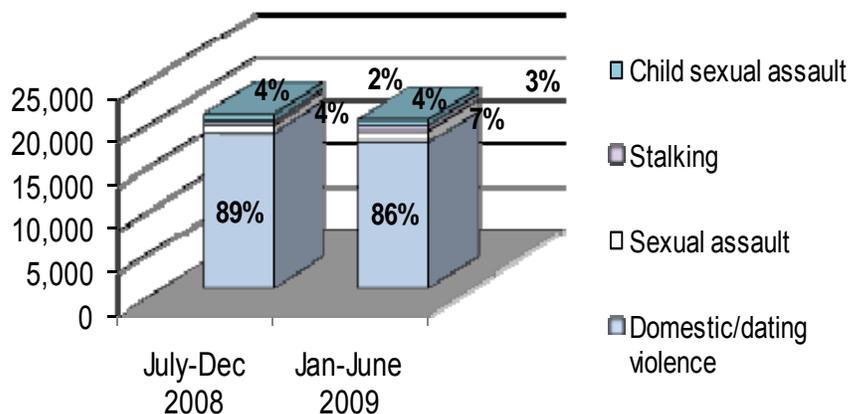
Reasons Victims Were Not Served or Were Partially Served

During each reporting 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 statutory requirements
- Program unable to provide service due to limited resources/priority setting
- Services were not appropriate for victim/survivor
- Transportation
- Program reached capacity

More than 85 percent of victims/survivors served during the last two reporting periods received services for domestic violence and dating violence.¹³⁷ There was a slight increase in the percentage of victims/survivors receiving services for sexual assault and stalking.

Figure 11. Provision of victim services by Rural Program, by type of victimization¹³⁸



The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (70–82 percent).

¹³⁷ Due to the statutory changes in VAWA 2005, data reflects provision of services for only the last two of four reporting periods included in this report (July-December, 2008 and January-June, 2009).

¹³⁸ The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence/dating violence, stalking, and child sexual abuse victims/survivors served.

Table 28. Relationship to offender of victims/survivors served by the Rural Program

Relationship to offender	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2008	Percentage range
Spouse or intimate partner	14,325	11,473	13,632	13,252	70-82
Dating relationship	1,474	1,199	1,946	2,150	8-11
Other family or household member	969	800	2,635	2,500	6-14
Unknown	1907	1,607	1,938	1,687	Na

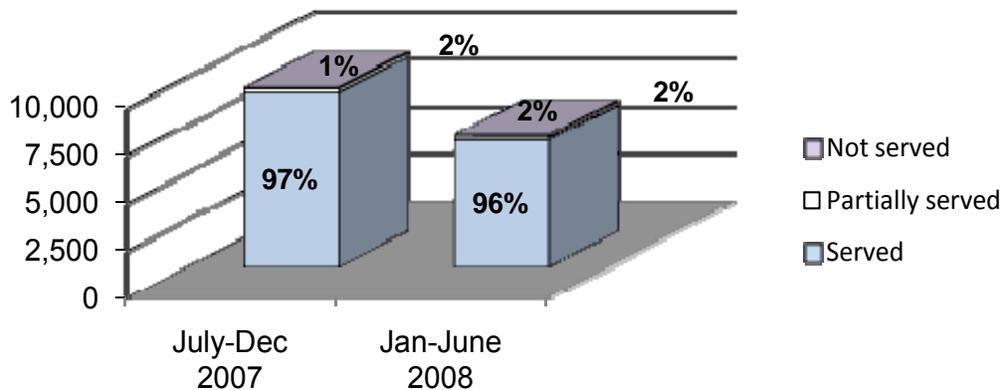
Na = not applicable

NOTES: Because victims/survivors may have been victimized 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.

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 12. Provision of services to children by Rural Program¹³⁹



Children Seeking Services

July–December 2007:

- 9,417 children sought services from Rural Program grantees.
- Of these, 9,366 (99 percent) children received services and 51 (1 percent) were not served.

January–June 2008:

- 6,938 children sought services from Rural Program grantees.
- Of these, 6,807 (98 percent) children received services and 131 (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 reasons 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 (89 percent).

¹³⁹Due to the statutory changes in VAWA 2005, data reflect provision of services to victims/survivors of child abuse only for the first two of four reporting periods included in this report (July-December, 2007 and January-June, 2008).

Table 29. Children's relationship to offender served by Rural Program

Relationship to offender	July–Dec 2007	Jan–June 2008	Percentage
Parent/other caretaker	7,266	5,774	89
Other family or household member	846	671	10
Unknown	1,290	545	Na

Na = not applicable

NOTES: Because children may have been victimized 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 in the table. Percentages are based on known relationships only.

Demographics of Victims and Children Served and Partially Served

Rural Program grantees served or partially served an average of 18,500 victims/survivors in a six-month reporting period.¹⁴⁰ The majority of those victims/survivors were female (90–94 percent), and between the ages of 25 and 59 (44–60 percent). The more than 8,000 children served or partially served were most likely to be female (54–55 percent) and between the ages of 0 and 6 (4–14 percent).

Table 30. Demographic characteristics of victims/survivors and children served by Rural Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian	5,285	3,599	2,788	2,615	14–20
Asian	432	315	268	268	1–2
Black or African American	1,192	1,596	1,000	911	4–7
Hispanic or Latino	4,692	4,219	3,458	2,883	16–19
Native Hawaiian or Pacific Islander	99	42	847	52	<1–5
White	15,072	11,891	10,192	11,869	55–64
Unknown	2,036	1,686	1,925	1,128	Na
Gender					
Victims/survivors					
Female	17,459	14,142	17,628	17,583	90–94
Male	1,130	902	1,820	1,862	6–10
Unknown	694	571	795	169	Na

¹⁴⁰This number represents a calculated average of all four six-month reporting periods.

Table 30. Demographic characteristics of victims/survivors and children served by Rural Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Children					
Female	4,671	3,503	Na	Na	54–55
Male	3,823	2,932	Na	Na	45–46
Unknown	872	372	Na	Na	Na
Age					
0–6	3,737	2,715	822	920	4–14
7–12	3,178	2,328	703	719	4–12
13–17	2,130	1,747	1,081	1,009	5–9
18–24	4,720	3,800	4,342	4,077	18–23
25–59	11,590	9,310	11,131	10,989	44–60
60+	945	550	531	821	3–4
Unknown	2,439	1,972	1,633	1,079	Na
Victims/survivors					
People with disabilities	1,420	1,179	1,391	1,420	7–8
People with limited English proficiency	1,880	1,944	2,358	1,741	9–12
People who are immigrants, refugees, or asylum seekers	948	1,177	1,544	1,118	5–8
People who live in rural areas	14,961	11,908	17,879	17,362	76–89
Children					
People with disabilities	213	138	Na	Na	2
People with limited English proficiency	399	195	Na	Na	3–4
People who are immigrants, refugees, or asylum seekers	369	262	Na	Na	4
People who live in rural areas	7,384	5,303	Na	Na	78–79

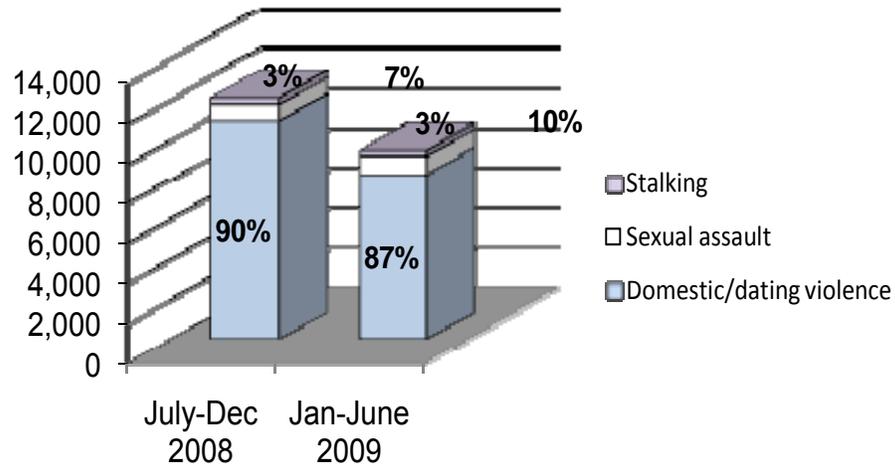
Na = not applicable

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 based only on victims/survivors and children for whom the information was known. Due to statutory changes in VAWA 2005, victims/survivors of child abuse are reported only during the first two reporting periods of this report.

Secondary Victims¹⁴¹

Rural Program grantees provided services to an average of 10,769 secondary victims. Secondary victims are individuals who are indirectly affected by the domestic violence, dating violence, sexual assault, and/or stalking—(i.e., children, siblings, spouses or intimate partners, grandparents, other affected relatives, friends, neighbors, etc.)

Figure 13. Provision of services to secondary victims by Rural Program, by type of victimization¹⁴²



Types of Victim Services

Rural Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These services include victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and support group/counseling. Victims/survivors of sexual assault, domestic violence, dating violence, and stalking 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).

¹⁴¹Due to statutory changes in VAWA 2005, data was collected on secondary victims during the last two reporting periods of this report only (July-December, 2008 and January-June, 2009).

¹⁴²The overall number of secondary victims/survivors served represents an unduplicated count; this means that each secondary victim/survivor is counted only once by each grantee, regardless of the number of times that secondary victim/survivor received services during each reporting period.

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

Grantees report that the following services were provided most frequently (not a complete list) over the four six-month reporting periods¹⁴³:

Victims:

- Victim advocacy: 46,130
- Crisis intervention: 38,417
- Individual/group support: 23,682
- Civil legal advocacy: 22,749
- Criminal justice advocacy: 18,625

Children:

- Child advocacy: 6,807
- Victim advocacy: 6,146
- Support group/counseling: 5,381
- Crisis intervention: 5,222
- Civil legal advocacy: 1,377

AAFV has provided services to victims of domestic violence through a network of offices and partner agencies. This has allowed AAFV advocates to expand community access in all six counties. Since the advocates are placed in and have an office at the law enforcement office or prosecutor's office, they are able to provide services at the first initial contact and lessen the trauma by providing immediate crisis intervention. Critical information regarding services and safety planning information have been made available at all partner agencies throughout the six county region. All of these brochures and information sheets are available in English and Spanish. Advocates conduct a lethality assessment with each victim to determine safety concerns and to develop an individual safety plan. Another advantage to having the advocate placed in a partner agency has been increased trust and a sense of working together as a team instead of each agency doing their own thing. A positive outcome has been increased communication and open dialogue on ways to improve the way systems respond to domestic violence in each community. Since AAFV offers a host of services including crisis intervention, emergency shelter, food, transportation, case management, and safety planning - this partnership directly benefits law enforcement and the judicial offices by allowing them to focus on holding the offender accountable while we (advocates) focus on the needs of the victim.

- Advocates Against Family Violence, Inc., Idaho

One of the most effective benefits to this project has been the rural transportation assistance that we are able to provide to victims either through direct gas assistance or through advocate

¹⁴³Victims/survivors and children were reported once for each category of service received in each reporting period. However, victims/survivors and children may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Services to children were only reported during the first two reporting periods of this report. Only the most frequently reported categories of services are presented.

provided transportation with the agency minivan. We have been able to transport victims to medical appointments, court hearings and meetings with social services. Being able to have a focus on providing services to victims from the Standing Rock Sioux Tribe has also contributed to providing more comprehensive services overall to this diverse population. Through our work with the community, we are sowing the seeds of permanent change. We are currently accessing victims utilizing Temporary Assistance to Needy Families to provide job employment support through our New Directions Education and Job Skills Training Program in partnership with Career Options. We are also establishing some unique ties through this program as a means of exploring the development of additional transportation opportunities within the community and some possible SAFE Homes for emergency temporary shelter.

- Abused Adult Resource Center, North Dakota

As a result of Rural Program funding, we were able to provide transportation to a significantly increased amount of victims. We were also able to provide advocacy and outreach services on a regular basis in the villages, which has led to an increase in victims/survivors seeking support services, and being able to access safety. It has also led to an increase, in particular, to the number of sexually abused children accessing our Child Advocacy Center--and this, in turn, has led to a greater number of non-offending caregivers receiving the support services they need to help their children recover. When we fly child victims to our facilities, we also fly their non-offending caregivers. We flew two caregivers this reporting period, and these caregivers should be noted as secondary victims. We are also noting an increase in village Mom's referring their adult daughters to our services.

- South Peninsula Women's Services, Alaska

Shelter Services

Rural Program grantees provided emergency shelter and transitional housing to 7,795 victims/survivors and 8,751 family members for a total of 326,079 bed nights over the four six-month reporting periods.

Table 31. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Rural Program: July 2007 – June 2009

Shelter service	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2008	Total
Emergency shelter					
Victims/survivors	2,030	1,724	1,628	1,703	7,085
Family members	2,248	1,842	1,745	1,693	7,528
Bed nights	65,355	62,595	82,700	43,980	254,630
Transitional housing					
Victims/survivors	187	228	144	151	710
Family members	250	378	306	289	1,223
Bed nights	14,441	19,613	19,385	18,010	71,449

NOTES: Victims/survivors and family members may have received emergency shelter or transitional housing in multiple reporting periods.

Our children's program has also been active in working with kids in shelter to provide them emotional support and information about how the violence they have witnessed has impacted their lives. Our program works to repair the harm that the batterer's violence has done to the relationship between the mother and child. The kids have participated in art therapy, Friday night fun nights, holiday parties, field trips and one-on-one time with advocates. The general response from mom's and their kids is that they feel more welcome and comfortable in shelter. These focused activities help to take pressure off the mother's by offering services that are fun and educational for their children. There are regular exchanges between the parent and advocate so that any concerns can be addressed immediately.

- *Crisis Intervention Shelter Service, Iowa*

Hotline Calls

- Out of a total of 71,828 hotline calls received, over half (39,127) were from victims/survivors.¹⁴⁴

Victim-Witness Notification/Outreach to Victims/Survivors

- Grantees reported a total of 9,940 unsolicited letters, phone calls, or visits to victims/survivors.¹⁴⁵

¹⁴⁴This number reflects data for the last two reporting periods only (July – December, 2008 and January– June, 2009). Number of calls is not unduplicated.

¹⁴⁵This number reflects data for the last two reporting periods only (July – December, 2008 and January– June, 2009). Number of calls is not unduplicated.

Criminal Justice

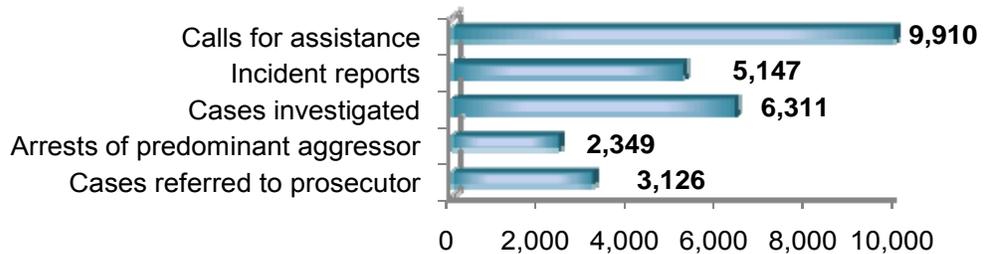
The Rural Program promotes a CCR that includes representatives from victim service agencies, child welfare agencies, law enforcement, prosecution, courts, probation, health care providers, and public and private community resources.

Law Enforcement

The role of law enforcement is crucial in responding to sexual assault, domestic violence, dating violence, and stalking. The response and attitude of law enforcement officers influences whether or not victims/survivors will report these 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 these matters. In response to studies about arrest deterrence, law enforcement offices across the country began to adopt “pro-arrest,” “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/survivors secure protection orders, were all associated with reduced re-abuse (Klein, 2008a; Wordes, 2000).

- Number of individual grantees using funds for law enforcement: 28 (14 percent of grantees)¹⁴⁶

Figure 14. Law enforcement activities in Rural Program sexual assault, domestic violence, dating violence, stalking, and child sexual abuse cases for all reporting periods¹⁴⁷



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.

¹⁴⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁴⁷Due to statutory changes in VAWA 2005, data was collected on sexual assault, stalking and child sexual abuse during the last two reporting periods of this report only (July-December, 2008 and January-June, 2009).

Referrals to victim services

- Law enforcement staff made 1,482 victim/survivor referrals to governmental and nongovernmental victim services.¹⁴⁸

Victims are often frightened by law enforcement. We feel that the availability to grant us the funding to provide our victims with a representative of law enforcement has helped to ease this fear. Our assigned officer works directly with victims to help them understand that their presence is to help aid them in their needs.

- Colorado River Regional Crisis Shelter

During this grant period, there was a significant increase in the reported teen dating violence cases that occurred in high schools. And what was especially noticeable was the fact that one offender had multiple victims. This grant funded specialized investigator enabled all the cases to be fully investigated in an effort to reach all the victims and provided them services. This involved many hours of investigative time and many charges. The cases were successfully prosecuted by the grant funded prosecutor after meeting with the victims. Based on the quality of the investigations, each case resolved with pleas to the charges without trials.

- Champlain Valley Office of Economic Opportunity, Vermont

Remaining Areas of Need

The most prevalent remaining area of need across programs was related to current economic conditions. Grantees reported significant service gaps, particularly for their American Indian and immigrant populations. There is a continuous struggle to meet basic needs such as: affordable housing, employment, food security, and transportation. In addition, grantees reported a need for assistance with relocation expenses, prescription costs, health care services, and day care services. It is clear that these needs are critical to assisting victims/survivors in establishing safety and self-sufficiency for themselves and their children. Lack of confidentiality is an additional barrier. Grantees identify their struggle with engaging victims/survivors in services based on this issue. Finally, grantees reported an overwhelming need for additional services for offenders (i.e., sex offender treatment programs) and earlier intervention and education programs for youth.

¹⁴⁸Due to statutory changes in VAWA 2005, data were collected on victim/survivor referrals by law enforcement during the last two reporting periods of this report only (July-December, 2008 and January-June, 2009).

Safe Havens: Supervised Visitation and Safe Exchange 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, dating violence, child abuse, or stalking. The goals of the program are to ensure the safety of adult and child victims of domestic violence during supervised visits and exchanges and to reduce the risk of further abuse, injury, or abduction during supervised visits and monitored exchanges. Specifically, Supervised Visitation Program grantees must address the following:

- Provide supervised visitation and safe exchange of children by and between parents in situations involving domestic violence, dating violence, child abuse, sexual assault, or stalking;
- Protect children from the trauma of witnessing domestic or dating violence or experiencing abduction, injury, or death during parent and child visitation exchanges;
- Protect parents or caretakers who are victims of domestic and dating violence from experiencing further violence, abuse, and threats during child visitation exchanges; and
- Protect children from the trauma of experiencing sexual assault or other forms of physical assault or abuse during parent and child visitation and visitation exchanges.

The Supervised Visitation Program provides funding to state and local units of government to develop new supervised visitation and exchange services or enhance existing services. Grantees are required to develop community-based consulting committees to plan and implement safe visitation and exchange services and to effectively train project staff and volunteers to address unique needs of target populations. Grantees must build their work around an understanding of family violence, and they are required to establish minimum safety and security measures at their visitation and exchange sites. In addition, grantees are required to develop and implement standards, policies, and procedures regarding security, intake, case referral, recordkeeping, and confidentiality.

General Grant Information

Information for this chapter was submitted by 94 individual Supervised Visitation Program grantees¹⁴⁹ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 75
- January–June 2008: 67
- July–December 2008: 77
- January–June 2009: 65

Ten percent of Supervised Visitation Program grantees reported that their grants specifically addressed tribal populations; these grantees identified 23 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 consulting 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 32. Full-time equivalent staff funded by Supervised Visitation Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	71	66	69	62
Total FTE staff funded	230	199	191	151
Supervision staff	87	80	82	67
Program coordinators	81	58	51	36
Administrators	20	18	17	19
Security	25	26	26	16

FTE = full-time equivalent

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

Since we have begun implementation we have been able to expand to seven days a week, and increase program hours by 17 hours per week. We have new staff, hired and trained, one of which is bilingual. We will be able to serve an additional 100 families per year, and in turn reduce the amount of time families are placed on a wait list for services. Monroe County's designated domestic violence agency, Alternatives for Battered Women, has

¹⁴⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

hired a court advocate to provide in-court support and advocacy to adult victims and facilitate referrals to the Supervised Visitation and Exchange Program and ensure that the process does not further compromise their safety.

- *Monroe County, New York*

Training

Supervised Visitation Program grantees train law enforcement, court staff, legal staff, guardians ad litem, 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, dating violence, stalking, or child abuse. The training is designed to help agencies and staff give equal regard to the safety and best interests of children and their non-offending parents, given that the period immediately following separation can be a time of heightened danger both for adult victims of domestic violence and their children. For those grantees operating visitation centers that were originally created to focus exclusively on the needs of the child, grant funding has enabled them to train their staff to account for domestic violence and meet the safety needs of *all* family members so that children may maintain a relationship with the noncustodial parent in a safe and secure environment.

The most common topics for training events were: domestic violence overview, dynamics, and services; supervised visitation and exchange; safety planning; dynamics relating to non-offending parents and offending parents; and confidentiality.

- Number of individual grantees using funds for training and/or staff development: 86 (91 percent of grantees)¹⁵⁰
- Total number of training events: 1,048
- Total number of people trained: 10,660

¹⁵⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

**Table 33. People trained with Supervised Visitation Program funds:
Selected professional positions**

Position	People trained (N = 10,660)	
	Number	Percent
Law enforcement officer	1,394	13
Child welfare	1,131	11
Multidisciplinary group	1,036	10
Social service staff	974	9
Victim advocate	865	8
Attorney/law student	864	8

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

The funds from the Supervised Visitation Program have allowed the center to build multidisciplinary relationships across barriers that were never breached in the past. The criminal and family-law courts have come together on multiple projects as a result of, and since the inception of, this grant program and subsequent creation of the visitation center in Dallas. The collaborative relationships formed have resulted in the creation of a multidisciplinary training committee that includes a family law judge, a criminal court judge, attorneys and domestic violence advocates (including the visitation center) that have produced two local trainings on legal issues and domestic violence, with the intent to do so annually going forward. Additionally, the family law courts have become involved with Court Partnership, an entity in Dallas that has historically only worked with the criminal courts.

- County of Dallas, Texas

[Funding] has provided the opportunity to offer much needed training to community partners, including domestic violence advocates, county and circuit judges and key government officials. This valuable training not only educates, but it also starts conversations and precipitates changes that have had a domino affect in our community...The ideas and inspiration as well as concrete examples of what other communities are successfully accomplishing has already had an impact on the system of services in the communities this project serves.

- Okaloosa County, Florida

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, dating violence, stalking, and child abuse. The same staff may attend multiple events.

- Total number of staff attending staff development events: 1,342
- Total number of staff development events: 1,665

With funding from OVW we have increased our capacity to provide quality services to children, victims of battering, and men who have abused their partner through supervised visitation and exchange services. We have developed program principles and guidelines that help visitation center workers provide high quality services, and allow us the flexibility to respond to the unique needs of each family.

- Contra Costa County, California

Policies

Supervised Visitation Program grantees develop and implement policies and procedures regarding security and safety, intake, case referral, documentation, and confidentiality.

- Number of individual grantees using Supervised Visitation Program funds to develop or implement policies: 90 (96 percent of grantees)¹⁵¹

The policies most commonly developed, revised, or implemented with Supervised Visitation Program funds included: center operation procedures such as recordkeeping and report writing; confidentiality; flexible hours of operation; service provision procedures such as court feedback procedures, child-friendly measures, and supervised exchange procedures; and various safety and security measures.

Recent policy changes around recruitment of staff and volunteers have made our commitment to cultural competency and representing the communities we serve more codified. Since these changes, we have hired a Somali-speaking staff, are in the process of hiring a Hmong-speaking staff and have made sure to continue to provide our services in Spanish as well. This has led to an expansion of services in terms of being able to provide services to non-English-speaking families. Additionally, based on our collaborative work, this has increased the number of referrals for our services in more diverse communities.

- Ramsey County, Minnesota

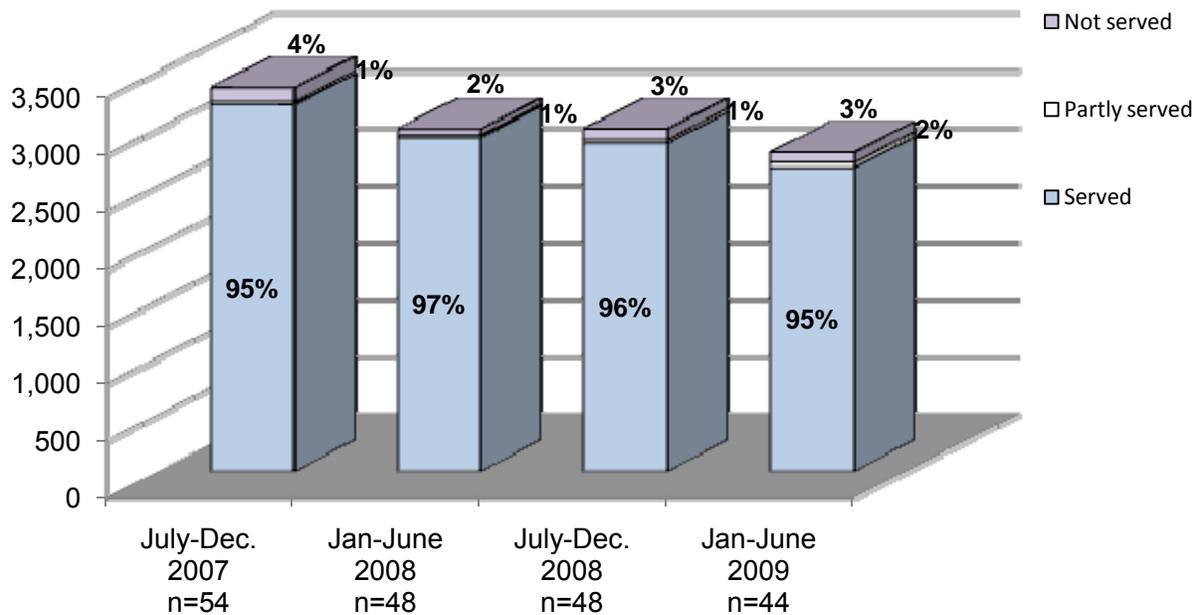
¹⁵¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Services

Supervised Visitation Program grantees provide an array of services to victims of sexual assault, domestic violence, dating violence, stalking, and their children. New grantees spend the first 12 months of their project conceptualizing and developing supervised visitation and exchange services through a collaborative process, and they begin providing services only after completing all planning activities. Services include one-to-one supervised visits, group supervised visits, and supervised exchanges.

- Number of individual grantees using funds to provide services to families: 67 (71 percent of grantees)¹⁵²
- Supervised Visitation Program grantees provided services to an average of 2,938 families in a six-month reporting period¹⁵³

Figure 15. Provision of services to families by Supervised Visitation Program



n= number of grantees reporting services to families.

NOTES: "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.

¹⁵²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁵³This number represents a calculated average of all four six-month reporting periods.

Families Seeking Services

July–December 2007:

- 3,352 families sought services from Supervised Visitation Program grantees.
- Of these, 3,225 (96 percent) families were served or partially served and 127 (4 percent) families were not served.

January–June 2008:

- 2,988 families sought services from Supervised Visitation Program grantees.
- Of these, 2,935 (98 percent) families were served or partially served and 53 (2 percent) families were not served.

July–December 2008:

- 2,989 families sought services from Supervised Visitation Program grantees.
- Of these, 2,895 (97 percent) families were served or partially served and 94 (3 percent) families were not served.

January–June 2009:

- 2,784 families sought services from Supervised Visitation Program grantees.
- Of these, 2,695 (97 percent) families were served or partially served and 89 (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 partially served:

- Program rules were not acceptable to the family
- Transportation problems
- Services were not appropriate for party(ies)
- Program reached capacity
- Family was not accepted into program¹⁵⁴
- Hours of operation

Demographics of Families Served and Partially Served

Collectively, supervised Visitation Program grantees served or partially served an average of 2,938 families in each six-month period.¹⁵⁵ The majority of custodial parents were white (70-75 percent), female (76-77 percent), between the ages of 25 and 59 (83-85 percent), with children between the ages of newborn to 6 (49-52 percent). Noncustodial parents were most likely to be white (66-72 percent), male (72-76 percent), and between the ages of 25 and 59 (86-88 percent).

¹⁵⁴ The most common reason why qualified families were not accepted into the program was the client's refusal to agree to program rules.

¹⁵⁵ This number represents a calculated average of all four six-month reporting periods.

Table 34. Demographic characteristics of parents and children served by Supervised Visitation Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian/Alaska Native	593	393	557	562	4-6
Asian	305	244	152	233	2-3
Black/African American	947	999	1,047	1,136	9-12
Hispanic/Latino	1,138	1,164	1,108	1,049	11-12
Native Hawaiian/Pacific Islander	229	265	19	167	<1-3
White	7,764	7,266	7,161	6,359	69-73
Unknown	666	241	396	188	Na
Gender					
Custodial parents					
Female	2,472	2,264	2,226	2,046	76-77
Male	733	663	651	635	23-24
Unknown	24	10	20	14	Na
Noncustodial parents					
Female	774	720	806	726	24-28
Male	2,439	2,200	2,078	1,964	72-76
Unknown	19	16	11	5	Na
Children					
Female	2,484	2,090	2,148	1,930	48-50
Male	2,454	2,238	2,207	2,066	50-52
Unknown	0	108	16	0	Na
Age					
Custodial parents					
13–17	4	2	6	12	<1
18–24	488	391	399	333	13-16
25–59	2,612	2,483	2,341	2,184	83-85
60+	44	31	45	79	1-3
Unknown	81	30	106	87	Na
Noncustodial parents					
13–17	1	1	3	2	<1
18–24	405	309	341	288	11-13
25–59	2,702	2,550	2,400	2,231	86-88
60+	38	34	42	73	1-3
Unknown	86	42	109	101	Na

Table 34. Demographic characteristics of parents and children served by Supervised Visitation Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Children					
0–6	2,392	2,201	2,155	2,064	49–52
7–12	1,909	1,683	1,683	1,500	38–39
13–17	607	509	493	424	11–12
18–24	15	6	3	3	<1
Unknown	15	37	37	4	Na
Other					
People with disabilities	472	327	486	431	3–5
People with limited English proficiency	335	312	228	252	2–3
People who are immigrants, refugees, or asylum seekers	243	240	221	267	2–3
People who live in rural areas	3,703	3,493	3,004	2,708	30–34

Na=not applicable

NOTES: Data include families who were fully or partially served. Because some individuals identify with more than one race/ethnicity, data may exceed the total number custodial parents, non-custodial parents, and children served. Percentages are based only on individuals for whom the information was known.

Types of Services

Grantees report that the following services were provided most frequently to families over the four six-month reporting periods¹⁵⁶:

- 65,602 one-to-one supervised visits were provided to 6990 families
- 62,391 supervised exchanges were provided to 3,445 families
- 13,432 group supervised visits were conducted with 1,521 families
- 1,029 telephone monitoring sessions were provided to 74 families

During each six-month reporting period, approximately one-third of families receiving services completed services or services were terminated. Sixty percent of the families discontinued involvement because threats ceased, there was a change in the court order, mutual agreement, or treatment was completed; 25 percent were terminated because they habitually did not keep appointments or did not comply with program rules. The remaining participants terminated services or completed the program because the child refused to participate or at the center supervisor's discretion.

Safe Haven funding has allowed for the development and expansion of family visitation and supervision services in all four counties including Maui, Kauai, three locations in Hawaii county

¹⁵⁶Families were reported once for each category of service received in each reporting period.

(Hilo, Kona and Waimea), and Oahu (Kalihi and Waipahu). Services were offered in new locations reaching families in rural communities who had not previously been served. Evening and weekend hours at existing sites were added which allowed for more flexibility in scheduling and accommodating work hours. Funds were also utilized to secure new space so that services could be provided in more secure and confidential environments. Both agencies reported that prior to Safe Haven funding, visitation and exchange services were limited with fewer families served and many turned away or wait-listed.

- *Hawaii Department of the Attorney General*

Sunflower Kids provided 60 hours of supervised visitation services to Spanish-speaking families during the current reporting period through contracts with three Spanish-speaking monitors. Sunflower Kids is one of few programs that offer supervised visitation services for families with limited English proficiency in Kentucky.

- *Lexington Fayette Urban County Government, Kentucky*

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 2007 and June 2009, grantees reported the following abductions in the jurisdictions they serve:

- Criminal parental abductions¹⁵⁷: (516)
- Civil parental abductions: (1,648)

Remaining Areas of Need

Supervised Visitation grantees consistently mentioned the need for expanded service capacity within their visitation centers, including additional locations, increased hours, and more staff, with a particular emphasis on the need for enhanced safety and security measures.

Competent advocacy at each step of the process was identified as particularly vital for families who are often involved in the criminal legal, civil legal, family court and child welfare systems simultaneously. Supervised Visitation grantees stated that training for judges, court clerks, law enforcement, tribal leaders, and mental health and substance abuse providers must occur regularly to ensure safety, with training

¹⁵⁷Although 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.

areas of need including: the tactics of the offender, holding offenders accountable, and the effects of sexual assault, domestic violence, dating violence, and stalking.

Transportation to visitation centers was seen by many Supervised Visitation grantees as difficult due to the lack of public transportation systems in many areas, the long distances involved in traveling within rural communities, and the limited income of many victims and offenders.

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 and coordinate with relevant federal, state, and local entities. State sexual assault coalitions and state domestic violence coalitions have played a critical role in the implementation of VAWA, serving as a collective voice to end violence against women through collaboration with federal, state, and local organizations. 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 members who are individuals.

Statewide sexual assault coalitions provide direct support to member rape crisis centers through funding, hotlines, training and technical assistance, public awareness, legal advocacy, data collection, 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 a dual domestic violence/sexual assault coalition. A number of states have more than one sexual assault and/or domestic violence coalition.

General Grant Information

Information for this chapter was submitted by 87 individual State Coalitions Program grantees¹⁵⁸ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July-December 2007: 83
- January-June 2008: 67
- July-December 2008: 80
- January-June 2009: 83

Thirty-eight percent of the grantees reporting were domestic violence coalitions, 38 percent were sexual assault coalitions, and 24 percent were dual sexual assault/domestic violence coalitions.

¹⁵⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Staff

State Coalitions Program staff provide training, education, and technical assistance to help end violence against women and hold offenders accountable. Grantees most often used funds for program coordinators and administrators.

- Number of individual grantees using funds for staff: 86 (99% of all grantees)¹⁵⁹

The communications coordinator position made it possible to strengthen WVCADV's ability to coordinate statewide public awareness activities and policy analysis. As a result, WVCADV took successful steps toward increasing public visibility of the issue of domestic violence, examining policy implications for victims, strengthening external public relations, and influencing public perceptions and responses to domestic violence. This program funding supported the work of WVCADV's Public Awareness Advisory Committee (PAAC). PAAC provided guidance and leadership in developing WVCADV's first statewide public awareness campaign, first statewide survivors' network, and first year-round public awareness strategic plan.

- West Virginia Coalition Against Domestic Violence

The Training and Technical Assistance Programs director worked with local domestic violence programs on examining their shelter rules and policies, developing a volunteer corps, issues of cultural competency, and becoming more inclusive in their work. The director also provided trainings on working with substance-abusing women. Trainings have also been done for allied professionals on cultural competency, basics of domestic violence, and safety planning. The Training and Technical Assistance Programs director is continuing work with two supervised visitation programs to help them develop best practices in responding to the needs of survivors and their children, including safety planning and assessing for domestic violence in all of their participants. The Training and Technical Assistance Programs director has made contact with the four new executive directors of shelter programs to ensure that they felt welcomed and knew how to contact ODVN for resources and technical assistance.

- Ohio Domestic Violence Network

¹⁵⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Table 35. Full-time equivalent staff funded by State Coalitions Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	83	65	80	82
Total FTE staff funded	117	90	111	109
Program coordinators	45	36	39	36
Administrators	31	20	28	27
Support staff	11	10	11	10
Technical assistance providers	9	5	7	8
Trainers	7	6	6	7
Systems advocate	6	3	6	8

FTE = full-time equivalent

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

Training

As states, territories, and communities develop coordinated responses to reduce violence against women, 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 of sexual assault, domestic violence, dating violence, and stalking and to increase offender accountability.

The most common topics of training events were: advocate response to victims/survivors; safety planning for victim/survivors; issues specific to victims/survivors who live in rural areas; confidentiality; law enforcement response; collaboration; domestic violence overview, dynamics, and services; outreach to diverse/underserved populations; and coordinated community response.

- Number of individual grantees using funds for training: 87 (100 percent of all grantees)¹⁶⁰
- Total number of training events: 4,045
- Total number of people trained with State Coalitions Program funds: 106,911

¹⁶⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Table 36. People trained with State Coalitions Program funds: selected professional positions

Position	People trained (N =106,911)	
	Number	Percent
Victim advocates	35,184	33
Multidisciplinary	19,538	18
Law enforcement officers	9,220	9
Health professionals	4,647	4
Child welfare workers/children's advocates	3,400	3
Attorneys/law students	2,705	3

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

The Catholic Church has participated in our annual conference by sending clergy to attend. They have invited us in to teach on "domestic violence 101" at pre-Cana (marriage preparation) and confirmation classes. They have also worked with us to create a training on domestic violence for new deacons and have supported the belief that it is not the survivor seeking safety that is dishonoring the marriage, but the abuser.

- *New Mexico Coalition Against Domestic Violence*

The domestic violence and mental illness training was developed and has been delivered to audiences across the state that include domestic violence shelter staff, advocacy organizations, and mental health professionals. This training includes information regarding the Americans with Disabilities Act, Fair Housing Act, and Section 504 of the Rehabilitation Act and how those laws apply to the organizations and agencies that provide services for victims who have experienced violence. As a result of this training and the information provided, domestic violence shelters have requested specific language and bullet points around these laws and client rights so that they can provide this information to those they serve and also post in their shelter to further educate staff.

- *Idaho Coalition Against Sexual and Domestic Violence*

Technical Assistance

State Coalitions Program grantees provide technical assistance to member programs through site visits and other 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.

The most common topics of technical assistance included the following: curricular and training issues, coordinated community response, state policies and practices, program development, local policies and practices, and victim service administration and operations.

- Number of individual grantees using funds for technical assistance: 87 (100 percent of grantees)¹⁶¹
- Total number of technical assistance site visits: 3,924
- Total number of other technical assistance consultations provided: 143,687
- Total technical assistance (site visits and consultations) provided: 147,611

The "Broken Vows" workshop provided by the [Delaware Coalition Against Domestic Violence] Women of Color Task Force (WOCTF) to clergy/lay leaders is increasingly in demand as the work of the task force is recognized and recommended within the faith community. These sessions have resulted in an increase in the number of contacts from the faith community seeking technical assistance, resources and/or training.

- Delaware Coalition Against Domestic Violence

Coalition staff provided technical assistance to the Department of Health and Human Services, the Department of Education, the Department of Corrections, the Department of Public Safety, the STOP grant administrator, the attorney general's Sexual Assault Forensic Examiner Program, other state agencies, schools, law enforcement, health-care personnel, and social-service agencies, as needed. In addition, we co-hosted three workshops with the Maine Department of Health and Human Services, Office of Multi-cultural Affairs, for advocates from across the state.

- Maine Coalition Against Sexual Assault

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 products is to provide standardized information to professionals and organizations about sexual assault, domestic violence, dating violence, and stalking. The target audiences for the products include member organizations and other local, statewide, and tribal agencies that address sexual assault, domestic violence, dating violence, and stalking, the general public and victims/survivors.

- Number of individual grantees using funds for products: 79 (91 percent of grantees)¹⁶²
- Total number of products developed or revised: 1,497

¹⁶¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁶²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Total number of products used or distributed: 6,419,361¹⁶³

MCADSV is the recognized source in the state of Missouri for free printed training and resource materials for the many varied audiences, programs and individuals working to meet the needs of victims of domestic and sexual violence. Department of Justice (DOJ) grant funds allow MCADSV to meet this need without cost, which removes a barrier that would prevent significant numbers of programs and services from receiving the materials they require in their advocacy with women and children. Free distribution of these materials directly translates into greater public awareness, education and enhanced domestic and sexual violence services. Wide distribution of the service-referral directories provides the resource necessary for service providers to refer survivors of domestic and sexual violence and their children to the programs and services they need.

- Missouri Coalition Against Domestic & Sexual Violence

We have started sending state, tribal, and federal judges quarterly packets of legal cases and information related to domestic violence and sexual assault in an effort to get them all thinking in the same direction. We use State Coalitions Program funding to pay staff to do the research, make copies, create mailing lists and pay for postage. The member programs get the same information as the judges do.

- South Dakota Coalition Against Domestic Violence and Sexual Assault

Underserved Populations

Grantees used 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, underserved because of special needs (such 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 identified underserved populations, developed materials for underserved populations, organized caucuses to increase participation by members of underserved populations, and initiated other activities as the need became apparent.

- Number of individual grantees using funds to address underserved populations: 84 (97 percent of grantees)¹⁶⁴

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 appropriate response of the criminal justice system to the unique needs of these types of victims.

¹⁶³This number includes 5,320,681 website page views.

¹⁶⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

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 developed and are coordinating a Community of Color Task Force to explore the issues survivors and victims encounter when seeking services. Funds have allowed us to provide consistently requested anti-oppression, cultural competency, and anti-racism trainings to local programs and community partners. Staff is currently participating on the Prison Rape Elimination Act (PREA) steering committee and work group with the Oregon Department of Corrections (DOC). PREA was signed into law in an effort to address the long-standing problems that prisons, jails, and other detention facilities have had with sexual violence. This allows us to work on behalf of survivors who are in the criminal justice system, as well as to assist in building relationships between DOC and local programs to develop new and promising programming to meet the unique needs of this underserved population.

- Oregon Coalition Against Domestic and Sexual Violence

The Training and Technical Assistance director collaborated with the Supreme Court Interpreter Services to provide a two-day training for interpreters on working with domestic violence cases. This training was attended by 38 interpreters, representing multiple languages and countries of origin. The focus of the training was to educate interpreters about the dynamics of domestic violence as they work closely with immigrant and refugee communities, and [they] are in a unique position to provide education about resources and to provide support that mainstream case workers and advocates are not in a position to do. An additional outcome from the training has been several calls from interpreters seeking technical assistance or requesting referrals for women in their communities.

- Ohio Domestic Violence Network

The full-time diversity coordinator visits with all 22 local domestic violence coalitions in a two-year period to assist in the identification of which communities are not at the table, in strategies to invite representatives of underserved groups, and ways help people to become more fully engaged in the discussions. Focus groups and training at the annual diversity conference have resulted in increased understanding of how to reach out to African Americans, Native Americans, Asian and Pacific Islanders, LGBT (lesbian, gay, bisexual, transsexual) community, and people with disabilities in recent years.

- Utah Domestic Violence Advisory Council

Remaining Areas of Need

The remaining areas of need most often cited by Coalitions Program grantees included economic self-sufficiency for the victim/survivor and services for trafficking victims/survivors.

Grantees documented the need for more cost-efficient and accessible training to be provided through teleconferences. The professionals seen as most in need of training

are law enforcement, judges, prosecutors, service providers, health-care workers, and school and government employees.

Regularly cited is the need for protocol and policy development, with a particular emphasis on sex-offender management, bullying, and protection order issuance and enforcement.

Other needs mentioned with regularity were housing - emergency, transitional, and long-term - for victims/survivors and new enhanced services for underserved populations, with an emphasis on victims/survivors who are immigrants and those who live in rural communities.

STOP Violence Against Indian Women Discretionary Grant Program

The STOP (Services • Training • Officers • Prosecutors) Violence Against Indian Women Discretionary Grant Program (STOP VAIW Program)¹⁶⁵ provided 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 of sexual assault, domestic violence, dating violence, and stalking. The STOP VAIW Program encouraged 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, tribal law enforcement, and tribal courts are in dire need of financial and technical support.

The STOP VAIW Program supported 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 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 were charged with developing and applying strategies that addressed their uniqueness as sovereign nations in addition to the commonalities of culture.

The STOPVAIW has been the initial building block of funding for our family violence services program. Creating a program to address the needs of victims and their families within and surrounding the Tribal Nation, and also address systems change while striving to do tribally-specific work, has benefited the tribal community greatly. Systems change or social justice with accountability has been key thus far in community safety while balancing consciously, not eroding, sovereignty. We are fortunate that our relationship with the U.S. Attorney's Office and their Victim Program has strengthened as we meet on a regular basis. Because tribal folks continue to move from reservation to reservation (as is custom) the contacts and training with other

¹⁶⁵ Due to statutory changes in VAWA 2005, the STOP VAIW grant program was replaced with the Grants to Indian Tribal Governments Program. The STOP VAIW Program, therefore, is no longer making grant awards but data from the final recipients continue to be reported.

surrounding nations is important to ensure common language, common practice, and safety within our communities. WE CONTINUE TO EXIST!

- *Confederated Tribes of the Umatilla Indians*

I know that we would have not been able to engage our federal partners in a conversation about sexual assault on this reservation had it not been for this opportunity. We were able to take this issue beyond the conversation stage and actually develop a working checklist protocol that would not have happened without this grant funding. That fact is: we did it. The local tribal and federal responders took on the issue of how cases should ideally proceed for successful prosecutions to occur and produced a working outline of the process. Participating departments worked on their own sections and gave us their best-practice ideas regarding these cases. None of that would have happened without the grant and people at OVW who saw the situation as one of importance and followed that up with pilot projects. At this point I can safely say, "What we all thought would never happen can and was accomplished by dedicated people, both tribal and federal." This would not be a product; it would have remained on our wish list. Now we have it as a document that is worthy of consideration to keep victims safe and hold offenders accountable.

- *Hannahville Indian Community*

The STOP Violence Against Indian Women Grant has been a god-send to the Coeur d'Alene Tribe since the inception of the program. There would not be a program, advocacy, resource referral, help for victims and their children, if not for the STOP Grant. That's it. There wouldn't be any place for victims to go to for help. It has provided program staff to advocate for victims and their children in court, housing, employment seeking, medical, counseling, support group, etc.

- *Coeur d'Alene Tribe*

STOP funding has allowed us to provide culturally competent advocacy services to victims and to integrate these services into the activities funded by other grants, such as civil legal assistance. Our ability to provide probation monitoring services to tribal courts has improved accountability of offenders and strengthened the judicial response to domestic violence. Without the advocates supported by STOP funding, victims/survivors would have fewer options for leaving an abusive environment. Without the probation officer, offenders would not be supervised for compliance with conditions of parole. STOP funding is one of the cornerstones of our ability to offer comprehensive services to reduce violence in our tribal communities. With STOP funding we have been able to strengthen our services to victims/survivors and their children. We have been able to reinforce the position that domestic violence is unacceptable and offenders must be held accountable for their actions. The advocates and probation officer are also a critical component of the PeaceKeepers Training and Technical Assistance Team which has a recognized reputation for expertise in addressing the topics of domestic violence, sexual assault and elder abuse in a culturally relevant way. STOP funding has been necessary for PeaceKeepers to be able to enhance response to

domestic violence within the Eight Northern Pueblos by providing training to law enforcement and court personnel, and technical assistance to develop and implement more effective policies and services related to violent crimes against women and the elderly.

- *Eight Northern Indian Pueblos Council*

General Grant Information¹⁶⁶

Information for this chapter was submitted by 64 individual STOP VAIW Program grantees¹⁶⁷ for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 63
- January–June 2008: 45
- July–December 2008: 39
- January–June 2009: 15

Staff

STOP VAIW Program staff provided training to victim services providers, law enforcement officers, prosecutors, judges and court personnel, probation officers, and batterer intervention services to ensure a coordinated response to violence against American Indian and Alaska Native women. In addition to training, program staff advocated for victims/survivors in shelters, police stations, prosecutors' offices, and courts. They also answered hotline calls, provide counseling and transportation, and participate in coordinated community response (CCR) efforts.

Table 37. Full-time equivalent staff funded by STOP VAIW Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	57	41	37	12
Total FTE staff funded	87	72	54	15
Victim advocates	25	27	23	6
Program coordinators	18	17	10	3
Administrators	8	5	6	1
Law enforcement officers	8	6	3	1
Support staff	6	4	3	2

FTE = full-time equivalent

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

¹⁶⁶Due to statutory changes in VAWA 2005, the STOP VAIW grant program was replaced with the Grants to Indian Tribal Governments Program. Therefore, the number of grantees for this program decreases each reporting period as grantees spend down their existing funds.

¹⁶⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

The STOP VAIW 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.

We have recently hired on a probation officer through the tribe, starting in the final six months of the grant. With this added position batterers are being tracked and held to their release requirements. The probation officer makes sure the batterers are following through with their counseling requirements as well as all other court ordered stipulations. The probation officer enforces the batterers' accountability. We are also working on bridging the gap between the investigating officers and the prosecution department in hopes of being able to eventually go to trial without having to have the victims testify unless they choose to.

- Fallon Paiute Shoshone Tribe

The project funds a portion of the prosecutor and prosecutor's secretary positions in order to ensure proper handling and tracking of domestic violence (DV) cases. The prosecution unit collaborates closely with the law enforcement, tribal criminal investigators and probation in order to address all realms of prosecuting cases. The project's DV compliance officer monitors all DV calls that are reported to the prosecutor's office in order to ensure that all cases are being handled properly and are receiving due process throughout the criminal justice system and probation orders. He works closely with the prosecutor's office and law enforcement in order to track cases with the DV probation officer in order to monitor perpetrators from arrest to compliance with court ordered sanctions. The compliance and probation officers work with the Men's Re-education Program, where batterers are court ordered to attend the 26 week program. We hope that this position will alleviate the "fall in between the cracks" problem and that all victims are receiving proper justice.

- Rosebud Sioux Tribe

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 living in rural areas.

- Number of individual grantees using funds for training: 50 (78 percent of grantees)¹⁶⁸
- Total number of training events: 307
- Total number of people trained: 6,104

Table 38. People trained with STOP VAIW Program funds: selected professional positions

Position	People trained (N = 6,104)	
	Number	Percent
Multidisciplinary group—tribal	775	13
Tribal elder	596	10
Tribal gov't/Tribal gov't agency staff	524	9
Law enforcement officers—tribal	442	7
Social service organization staff—tribal	405	7
Victim advocate—tribal	350	6

NOTE: Data presented for the six most frequently reported categories only. Numbers represent totals for all four reporting periods.

The coordinator of this grant project along with a Sexual Assault Nurse Examiner (SANE) who was trained by the funding of this grant provided a presentation in November to regional medical, behavioral, law enforcement, child protection workers and community members throughout the region. The regional group that attended this presentation were brought to Sand Point in conjunction with a regional meeting of the Alaska Native Women's Coalition. The SANE nurse and project coordinator provided the attending group with the framework of the Sexual Assault Response Team (SART) program and how it has thus far benefitted the region by providing a coordinated response to sexual assault. The SANE nurse explained her training process and the role she plays in the event of a sexual assault. The project coordinator explained the benefits to the region for having the ability to institute a coordinated response to sexual assault. SART teams are now organized in the two largest villages with continuing efforts being made to provide continuity and sustainability well into the future. This grant and the knowledge that was disseminated throughout the region has raised awareness of the issue of sexual assault.

- *Eastern Aleutian Tribes, Inc.*

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. Victims may need crisis intervention, comprehensive support, and advocacy services that may include legal advocacy to secure a protection order,

¹⁶⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

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 (National Institute of Justice, 2002; Rennison, 2001; Tjaden & Thoennes, 2000a). 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 daunting barriers to safety, justice, and healing. 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.

The Program has grown remarkably and has expanded its services to victims of domestic violence, sexual assault, dating violence, elder abuse, and stalking. Our hours have been extended into the late evening two to three nights a week. The Program collaborates with the Verizon Company which supplies victims with cell phones for usage during times of crisis. The Program has collaborated with the surrounding community, including a faith-based organization and the Women's Center in Coeur d'Alene, 30 miles away, to provide safe shelter for victims.

- *Coeur d'Alene Tribe*

Currently we are breaking the isolation felt by many of our women by doing a cultural craft during each meeting. During the crafting activities they are lowering down the walls that each may have put in place many years ago. We are able to talk about trauma and criminal trauma and how it fuels behaviors that isolate us from supporting each other.

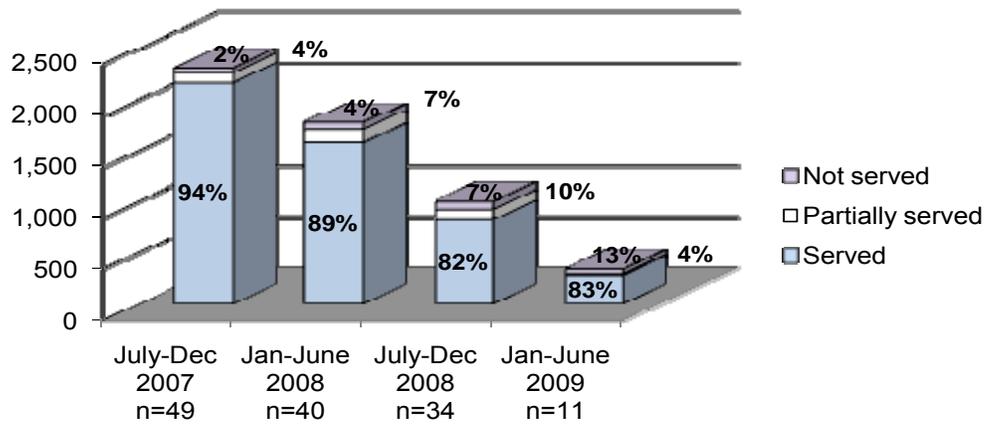
- *Hannahville Indian Community*

- Number of individual grantees using funds for victim services: 56 (88 percent of grantees)¹⁶⁹
- STOP VAIW Program grantees provided services to an average of 1,292 victims/survivors of sexual assault, domestic violence, and/or stalking in a six-month reporting period.¹⁷⁰

¹⁶⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁷⁰Victims/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.

Figure 16. 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 service(s) they were seeking, if those services were funded under the STOP VAIW Program grant.

Victims Seeking Services

July–December 2007:

- 2,300 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 2,255 (98 percent) victims/survivors received services and 45 (2 percent) were not served.

January–June 2008:

- 1,769 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 1,703 (96 percent) victims/survivors received services and 66 (4 percent) were not served.

July–December 2008:

- 993 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 919 (93 percent) victims/survivors received services and 74 (7 percent) were not served.

January–June 2009:

- 334 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 290 (87 percent) victims/survivors received services and 44 (13 percent) were not served.

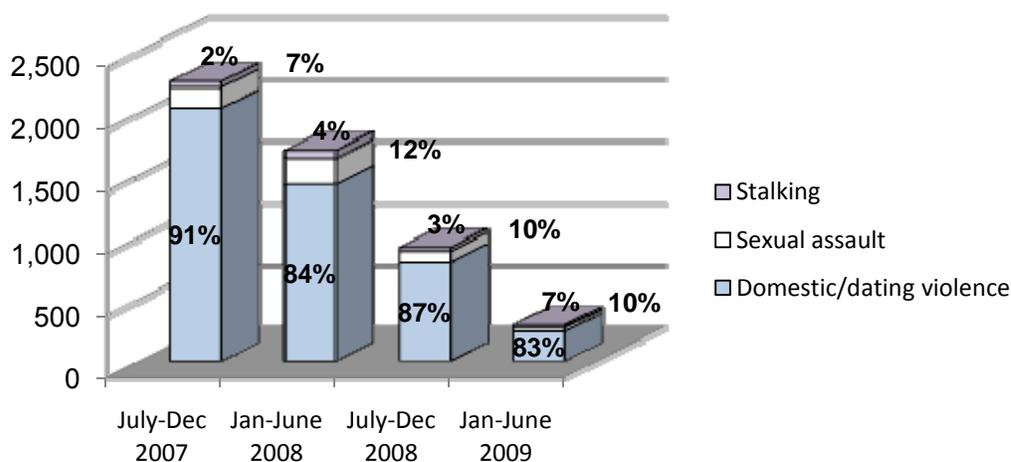
Reasons Victims Were Not Served or Were Partially Served

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:

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

More than 80 percent of victims/survivors served during each of the four reporting periods received services for domestic violence and dating violence.

Figure 17. Provision of victim services by STOP VAIW Program, by type of victimization¹⁷¹



The majority of victims/survivors served or partially served (73–78 percent) were victimized by a current or former spouse or intimate partner.

¹⁷¹The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse victims/survivors served.

Table 39. Relationship to offender of victims/survivors served by the STOP VAIW Program

Relationship to offender	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Spouse or intimate partner	1,587	1,297	717	222	73-78
Other family or household member	255	223	114	25	9-13
Dating relationship	174	114	97	13	5-10

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.

Demographics of Victims Served and Partially Served

STOP VAIW Program grantees served or partially served an average of 1,300 victims/survivors in a six-month reporting period.¹⁷² The majority of those victims/survivors were American Indian and/or Alaska Native (90–95 percent), female (91–97 percent), and between the ages of 25 and 59 (60–73 percent).

Table 40. Demographic characteristics of victims/survivors served by STOP VAIW Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian/Alaska Native	2,013	1,465	773	276	90–95
Asian	3	0	2	0	<1
Black/African American	24	12	16	0	1–2
Hispanic/Latino	18	29	19	5	1–2
Native Hawaiian/Pacific Islander	3	3	0	0	<1
White	197	111	50	9	3–9
Unknown	37	102	62	0	Na
Gender					
Female	2,058	1,559	861	281	91–97

¹⁷²This number represents a calculated average of all four six-month reporting periods.

Table 40. Demographic characteristics of victims/survivors served by STOP VAIW Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Male	193	111	58	9	3–9
Unknown	4	33	0	0	Na
Age					
0–17	132	139	70	12	4–9
18–24	427	378	247	58	20–30
25–59	1,485	1,036	490	213	60–73
60+	86	45	14	7	2–4
Unknown	125	105	98	0	Na
People with disabilities	118	86	63	14	5–7
People with limited English proficiency	4	10	4	2	<1-1
People who are immigrants, refugees, or asylum seekers	1	3	1	0	<1
People who live in rural areas	1,386	920	403	242	44–83

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, data may exceed the total number of victims/survivors served. Percentages based only on victims/survivors for whom the information was known.

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. These services include victim advocacy (actions designed to help the victim 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.

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

Grantees report that the following services are provided most frequently (not a complete list) over the four six-month reporting periods¹⁷³:

- Victim advocacy: 3,637
- Hotline calls: 3,073
- Support group and counseling services: 2,860
- Crisis intervention: 2,758
- Transportation: 2,249

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 280 or similar statutes¹⁷⁴, and whether the tribe has a criminal justice system (full or partial). Additionally, there are jurisdictions that do not have reservations, or even continuous Indian land. 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. 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 revised 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 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 a case. For this

¹⁷³Victims/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.

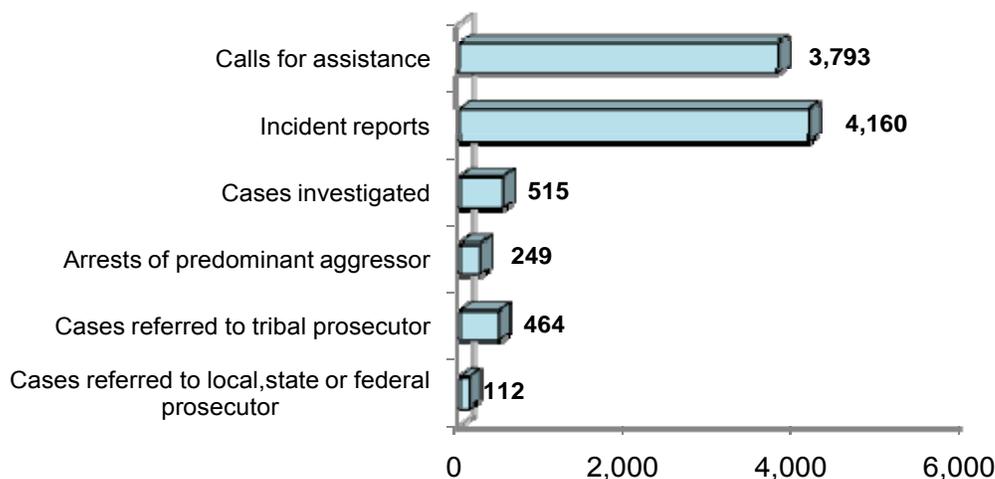
¹⁷⁴Public Law 280 transferred federal criminal jurisdiction over Indian country in selected states to the states. This confusion can result in serious delays in responding to crimes committed, or worse, in no response at all. Delays can occur as law enforcement agencies in different jurisdictions attempt to sort out who should respond to the call. In states not affected by Public Law 280, the Federal Bureau of Investigation or the Bureau of Indian Affairs has jurisdiction in many cases. Tribal justice systems, where they exist, had concurrent jurisdiction over certain cases before the passage of the Tribal Law & Order Act in 2010. The maximum sentence a tribal government could impose was one year in jail and a fine of not more than \$5,000.

reason, it is not uncommon for tribal law enforcement officers to provide continuing assistance throughout the entire length of the case. 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 enable 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 used in administering justice (Tribal Law and Policy Institute, 2008). While some tribes have chosen to adopt “mainstream” criminal justice approaches, others are choosing to employ their own traditional manner of justice. Tribal law enforcement is generally highly respected, as their initial assessment of a crime and the impact it will have on their community is usually accurate. 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: 12 (19 percent of grantees)¹⁷⁵

Figure 18. Law enforcement activities in STOP VAIW sexual assault, domestic violence, dating violence, and stalking cases for all reporting periods



NOTE: Grantees report only on law enforcement activities that are funded under the STOP VAIW 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.

The STOP VAIW Program funding has allowed the Santee Dakota Tiwahe Service Unit (DTSU) Domestic Violence Program to expand the Tribal law enforcement unit to assign an officer that is

¹⁷⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

appropriately trained to investigate violent crimes against women on the Santee Reservation. The Santee Tribal Law Enforcement is to notify the DTSU Domestic Violence Program Advocate of an incident within 48 hours, as written in the Tribal Domestic Violence Codes. On every call the officer who was trained in the area of DV/SA [domestic violence/sexual assault] has called me, regardless of outcome to ensure services. Another point that comes to mind is that the officer who was trained is quick to be positive, supportive, and respectful when dealing with the victims and perpetrators.

- *Santee Sioux Nation of Nebraska*

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 the absence of efficient public transportation systems are critical issues. The waiting list for transitional housing can be as long as a year, if it is available at all. Many shelters both on and off of the reservation are struggling to have beds available for the victims and their children. Financial assistance is a critical need. Poverty on the reservations and lack of employment opportunities create tremendous hurdles for the victims attempting to leave the abuser. Further, there is serious need for trained sexual assault nurse examiners along with sexual assault advocacy programs. Reporting of sexual assault continues to be significantly underreported.

Transitional Housing Assistance Grants Program

The Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking Program (Transitional Housing Program) funds programs that 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 support programs that provide assistance to victims/survivors of sexual assault, domestic violence, dating violence, and stalking who are in need of transitional housing, short-term housing assistance, and related support services. It is critical that successful transitional housing programs provide a wide range of flexible and optional services that reflect the differences and individual needs of victims/survivors and allow them to choose the course of action that is best for them. Transitional housing programs may offer individualized services such as counseling, support groups, safety planning, and advocacy services as well as practical services such as licensed child care, employment services, transportation vouchers, telephones, and referrals to other agencies. Trained staff and case managers may also be available to work with victims/survivors to help them determine and reach their goals.

Housing First is a unique model that allows woman-defined advocacy and allows women an opportunity to move towards economic self-sufficiency not only with financial support, but long-term advocacy, support, and safety planning. This program is also committed to facilitating greater access to services for immigrant and refugee women. We hope to have additional bilingual facilitators. These programs allowed us to offer our first REAP (Realizing Your Economic Action Plan) class in Spanish as well as advocates and staff that can provide support and advocacy to women who have not accessed our services. In addition to this program and funding, ROW (Redevelopment Opportunities for Women) as an agency, is currently in the midst of launching its Multilingual Access Project (MAP) in order to recruit, train and provide interpretation services to other service providers within the community for Spanish, Bosnian, and Vietnamese individuals needing greater access to services. In addition, there are five transitional housing participants who are saving through our IDA (individual development accounts program) and are all receiving a

3:1 match in their savings. This will allow IDA participants more purchasing power when they use their IDA accounts to purchase assets.

- Redevelopment Opportunities for Women, Missouri

The Transitional Housing Program funding pays for four housing units which currently house four residents including immigrant victims and US citizen victims of human trafficking and sexual assault. All of these trafficking victims are women that have suffered from physical, sexual, and emotional abuse. The provision of housing for these women not only protects them from having to potentially return to their traffickers or abusers in order to have a place to live and food to eat, but also enables them to take control of their lives and take advantage of the resources made available to them by Polaris Project and through our partner agencies.

- Polaris Project, Washington, D.C.

General Grant Information

Information for this chapter was submitted by 214 individual Transitional Housing Program grantees¹⁷⁶ for July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 198
- January–June 2008: 195
- July–December 2008: 198
- January–June 2009: 147

Seven percent of Transitional Housing grantees reported that their grants specifically addressed tribal populations; these grantees identified 267 unique tribes or nations they were serving or intended to serve.

Provision of Housing

The ability to provide housing is seen by grantees as a vital part of supporting victims/survivors 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.

There are at least five victims of family violence with children yearly from the Catholic Social Service emergency shelter for victims of family violence who do not have the necessary financial resources to afford housing in the community. As a result, victims often find themselves either returning to the abusive home or are homeless as they go from one home to the other, or even to the

¹⁷⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

homeless shelter. The Transitional Housing funding is a prevention tool to avert victims from returning to abusive homes or becoming homeless.

- *Catholic Charities of Agana, Guam*

The percentage of programs that used funds to directly support housing units rose from 57 percent in the July-December, 2007 reporting period to 75 percent in the January-June, 2009 reporting period.

Table 41. Percentage of grantees using Transitional Housing Program funds to support housing units

	July-Dec 2007	Jan-June 2008	July-Dec 2008	Jan-June 2009
Grantees using funds for housing units	57%	65%	68%	75%

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 units funded by Transitional Housing Program grantees

Staff funded	July-Dec 2007	Jan-June 2008	July-Dec 2008	Jan-June 2009
Program-owned units	263	274	287	268
Program-rented units	177	196	277	230
Vouchers/rent subsidies	712	757	882	847

Housing Assistance

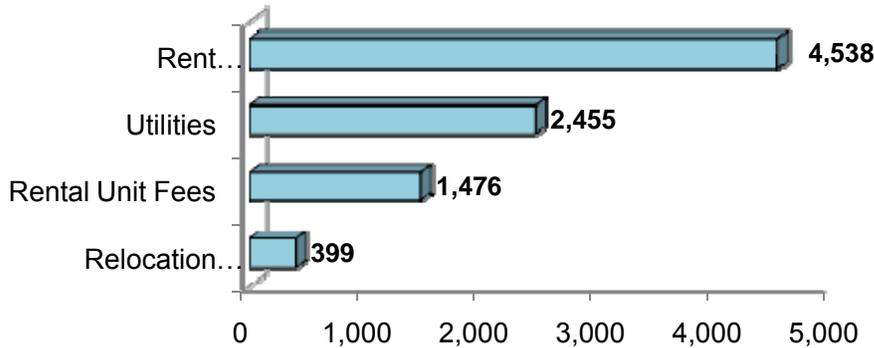
In addition to funding housing units, Transitional Housing Program grantees assist victims/survivors with security deposits, rental assistance, and utility payments to enable them to obtain housing.

[Funding] has allowed us to collaborate with law enforcement, community, and faith-based organizations to advocate on behalf of women and their children victimized by domestic violence and link with other supportive services that are not easily or conveniently accessible to the victims for relocation and transition toward self-sufficiency, especially since we are providing services in the Lower Mississippi Delta region. Aside from a few churches offering limited assistance to victims such as one-time rental assistance, food or clothing, tangible resources are difficult for the survivors to secure. We are able to provide safe, affordable, well maintained housing that helps families move in the right direction toward self-sufficiency. Because of this funding, we can provide housing in

several scattered sites which provides victims the opportunity to relocate out of the immediate area of danger.

- *Bright Beginnings Family Services, Greenville, Mississippi*

Figure 19. Number of victims/survivors provided with housing assistance by Transitional Housing Program



NOTE: Victims/survivors may have received these services during each six-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 2007: 434 units
- Jan-June 2008: 457 units
- July-Dec 2008: 538 units
- Jan-June 2009: 499 units

Using funds to support accessible housing units allows programs to house underserved populations.

These monies have provided a safe refuge for older women by supporting the transitional housing program facilities and operation. Traditional domestic violence housing programs generally serve mothers with young children, and are not geared to meet the needs of an older victim with grown children. In addition, the older victim does not always meet traditional programs' eligibility requirements of working or attending school. This funding has helped the DOVES transitional Housing Program provide unique and specialized assistance to an under-served population.

- *Area Agency on Aging Region One, Inc., Arizona*

The Transitional Housing grant has been hailed by victims and victim advocates as the "best grant ever" to help victims in

Wyoming successfully leave abusive relationships. Because of the rural nature of Wyoming, transitional housing units are scarce, and in most instances domestic violence/sexual assault programs were able to assist a victim with "safe housing" in a motel for a maximum of three days due to budget constraints. The programs that were fortunate to have shelters could house victims/survivors in most cases for a maximum of 30 days. The grant has allowed programs in many parts of Wyoming to help find victims permanent housing, giving them the financial, emotional and social support needed to be successful in their attempt to live life free from abuse.

- *Wyoming Coalition Against Domestic Violence and Sexual Assault*

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 13 percent in the July-December, 2007 reporting period to 25 percent in the January-June, 2009 reporting period.

We are new to the field of transitional housing (first started in the fall of 2006 when we finished building our facility). We are finding that more victims do not return to their abuser because of transitional housing specifically designed for deaf and deaf-blind women is available to them. Having clients and their children in-house makes a huge difference in how much we can do in a short time.

- *Abused Deaf Women's Advocacy Services, Washington*

With the addition of the bilingual/bicultural case manager, the Interlace Program has been able to exceed their expectations of serving Hispanic families with limited English. . . Her work within the community, along with other outreach organizations, has enabled Latino women to seek shelter that otherwise might have felt there was nowhere to turn. The funding has also allowed us to provide housing counseling to all of the Interlace participants including those with limited English.

- *Affordable Housing Coalition, North Carolina*

Staff

Staff hired with Transitional Housing Program funds provide direct services to victims/survivors, children, and other dependents, as well as program administration.

Obtaining permanent housing can be difficult for victims/survivors of domestic violence, and funding for our program has allowed us to provide clients with more concentrated housing advocacy, on-going/long term assistance which allows us to troubleshoot when problems arise, and also allows us to oversee the entire housing application process. Without funding for a housing specialist our program would not have the time or the resources to provide

individualized/in-depth advocacy and case management to our clients in the areas of housing and economic empowerment.

*- Northern Manhattan Improvement Corporation,
New York*

Staff time provided through this program has allowed housing participants the opportunity to have personalized case management. Although all participants have had common issues, each has had unique needs. Two participants were able to obtain housing large enough to accommodate the return of their children from foster care. They each took advantage of case management to help accomplish the tasks listed in the family case plan. They were able to celebrate the return of their children. Four participants have been able to access funding to support them in a licensed nurse's aide program. They have completed the course and obtained employment in that field.

- Coos County Family Health Services, New Hampshire

Transitional housing has allowed our agency to provide more comprehensive, specialized services to victims of domestic violence. With the addition of the on-site counselor, victims who are reluctant to become engaged in the counseling process at mental health agencies feel less threatened to enter counseling within our transitional housing facility. Barriers such as transportation and conflict with time are also eliminated, since the counselor will adjust their schedule to meet the needs of the victims/survivors in transitional housing. An additional case manager has assisted victims/survivors in accessing mainstream services within a shorter period of time. More personal advocacy and support is given to assist residents in advocating to obtain needs and services. The job coach has done individual career assessments, assisted victim/survivors in completing resumes and job searches, accompanied them to the Work Force Center, provided information, applications, prerequisites, funding sources, and guidelines for training programs.

- Friends of Yates, Inc., Kansas

Table 43. Full-time equivalent staff funded by Transitional Housing Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	185	189	194	143
Total FTE staff funded	225	240	234	170
Case managers	86	92	88	73
Program coordinators	29	28	32	23
Victim advocates	22	23	23	11
Administrators	18	21	14	11
Child advocates/counselors	13	14	18	12
Housing advocates	14	17	15	8
Transitional services advocates/coordinators	15	17	13	9

FTE = full-time equivalent

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

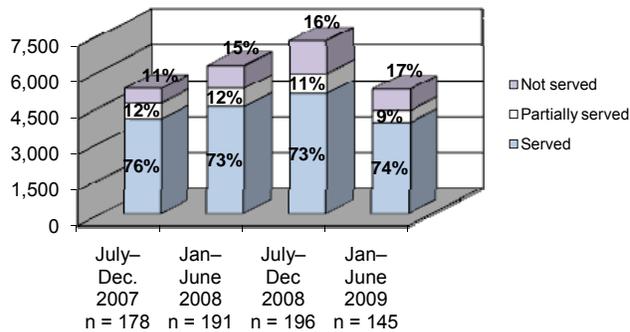
Victim Services

Transitional Housing Program grantees provide a broad array of services to victims/survivors, their children, and other dependents, including housing and housing advocacy, case management, crisis intervention, and counseling. It is critical that successful Transitional Housing programs provide a wide range of flexible and optional services that reflect the differences and individual needs of victims/survivors and allow them to choose the course of action that is best for them. 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: 211 (99 percent of grantees)¹⁷⁷
- Transitional Housing Program grantees provided services to an average of 5,006 victims/survivors¹⁷⁸

¹⁷⁷This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁷⁸This number represents a calculated average of all four six-month reporting periods. This includes victims/survivors only. Children and other dependents are reported in subsequent sections.

Figure 20. 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.

The funding has given us the opportunity to help stabilize families and enable them to be eligible for Housing Choice Vouchers and provided survivors an opportunity to establish credit in their own name. In addition, this program enables survivors with the opportunity to maintain a relationship with supportive services over an extensive period of time. One client recently transitioned out of the program and became a first-time homeowner, which would not have been possible without this bridge to independence. This funding continues to provide a bridge between emergency and permanent housing.

- *Catholic Charities, Archdiocese of New Orleans, Louisiana*

Victims Seeking Services

July–December 2007:

- 5,245 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 4,646 (89 percent) victims/survivors received services and 599 (11 percent) were not served.

January–June 2008:

- 6,200 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 5,253 (85 percent) victims/survivors received services and 947(15 percent) were not served.

July–December 2008:

- 6,889 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 5,791 (84 percent) victims/survivors received services and 1,098 (16 percent) were not served.

January–June 2009:

- 5,212 victims/survivors sought services from Transitional Housing Program grantees.
- Of these, 4,333 (83 percent) victims/survivors received services and 879 (17 percent) were not served.

Number of Victims, 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 44. Number partially served or not served due solely to lack of available housing

Victims/survivors	483	652	374	334
Children	738	868	409	401
Other dependents	3	4	5	5

Other Reasons Victims, 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:

- Program reached capacity
- Victim/survivor did not meet eligibility or statutory requirements
- Program rules not acceptable to parties
- Services not appropriate for parties
- Services inappropriate or inadequate for people with substance abuse issues
- Services inappropriate or inadequate for people with mental health issues

The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (83-85 percent).

Table 45. Relationship to offender of victims/survivors served by the Transitional Housing Program

Relationship to offender	July-Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Current/former spouse or intimate partner	4,022	4,816	4,819	3,811	83–85
Other family member	291	435	406	346	6–8
Acquaintance	Na	Na	52	109	1-2
Current or former dating relationship	352	385	477	324	7–8
Stranger	Na	Na	28	26	<1-1
Unknown	279	630	330	269	Na

Na = not applicable

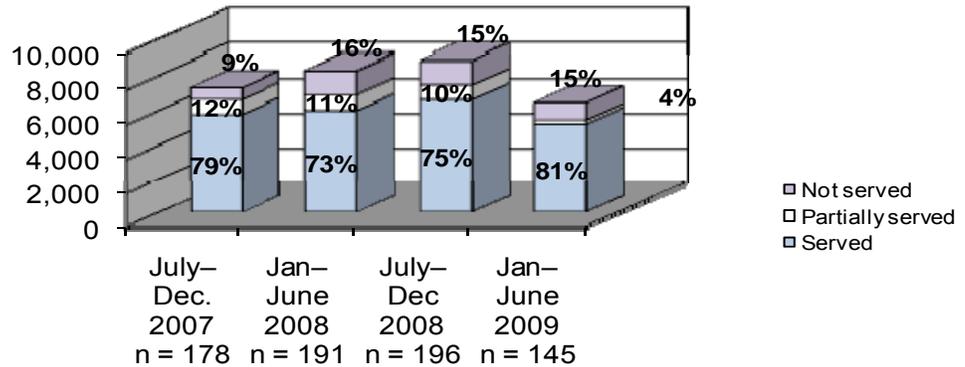
NOTES: Because victims/survivors may have been victimized by more than one offender, the number of relationships reported may be higher than the total number of victims/survivors served. Not all reported relationships are represented in the table. Percentages are based on known relationships only.

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 of victims/survivors who are receiving Transitional Housing services. 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.¹⁷⁹

¹⁷⁹Other 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.

Figure 21. 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 Service

July-December 2007 (7,235 children and 78 dependents):

- 7,313 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 6,640 (91 percent) children and other dependents received services and 673 (9 percent) were not served.

January-June 2008 (8,190 children and 80 dependents):

- 8,270 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 6,908 (84 percent) children and other dependents received services and 1,362 (16 percent) were not served.

July-December 2008 (8,729 children and 103 dependents):

- 8,832 children and other dependents sought services from Transitional Housing Program grantees.
- Of these, 7,468 (85 percent) children and other dependents received services and 1,364 (15 percent) were not served.

January-June 2009 (6,331 children and 126 dependents):

- 6,457 children and other dependents sought services from Transitional Housing Program grantees.

- Of these, 5,459 (85 percent) children and other dependents received services and 998 (15 percent) were not served.

Demographics of Victims/Survivors Served and Partially Served

Transitional Housing Program grantees served or partially served an average of 5,006 victims/survivors. The majority of those victims/survivors were: white (41-52 percent), female (99 percent), and between the ages of 25 and 59 (77-78 percent).

Table 46. Demographic characteristics of victims/survivors served by Transitional Housing Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian	317	516	900	803	7-19
Asian	72	98	99	79	2
Black or African American	809	936	1167	817	18-21
Hispanic or Latino	952	888	918	596	14-21
Native Hawaiian or Pacific Islander	35	27	38	40	1
White	2281	2331	2447	1933	44-51
Unknown	293	532	317	187	Na
Gender					
Female	4,556	5,167	5,749	4,280	99
Male	35	54	31	49	1
Unknown	55	32	11	4	Na
Age					
0–6	Na	Na	Na	Na	Na
7–12	Na	Na	Na	Na	Na
13–17	12	31	18	38	<1-1
18–24	840	1003	1089	841	19-20
25–59	3392	3832	4353	3221	77-78
60+	123	118	105	70	2-3
Unknown	279	269	226	163	Na
Other					
People with disabilities	491	556	658	473	11
People with limited English proficiency	570	561	551	379	9-12
People who are immigrants, refugees, or asylum seekers	452	478	432	318	7-10
People who live in rural areas	1,213	1,207	1,206	967	21-26

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.

Demographics of Children and Other Dependents Served and Partially Served

Table 47. Demographic characteristics of children and other dependents served by Transitional Housing Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
Children					
American Indian	568	728	1269	904	9-17
Asian	107	110	117	100	2
Black or African American	1245	1465	1648	1220	20-24
Hispanic or Latino	1697	1375	1557	1139	21-28
Native Hawaiian or Pacific Islander	73	58	97	103	1-2
White	2465	2479	2609	1913	36-40
Unknown	601	829	332	166	Na
Other dependents					
American Indian	13	10	8	10	8-19
Asian	3	5	0	5	0-7
Black or African American	11	12	18	12	16-20
Hispanic or Latino	10	13	27	13	15-27
Native Hawaiian or Pacific Islander	1	1	1	1	0-7
White	29	26	45	26	39-45
Unknown	7	12	16	12	Na
Gender					
Children					
Female	3,103	3,386	3,970	2,665	52-55
Male	2,896	3,132	3,280	2,500	45-48
Unknown	568	314	118	173	Na
Other dependents					
Female	443	39	61	64	53-61
Male	29	35	39	51	39-47
Unknown	1	2	0	6	Na
Age					
Children					
0–6	2856	3197	3585	2488	48-50
7–12	2111	2111	2430	1730	33-35
13–17	1016	1168	1226	939	17-18

Table 47. Demographic characteristics of children and other dependents served by Transitional Housing Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
18–24	Na	Na	Na	Na	Na
25–59	Na	Na	Na	Na	Na
60+	Na	Na	Na	Na	Na
Unknown	584	356	127	181	Na
Other dependents					
0–6	Na	Na	Na	Na	Na
7–12	Na	Na	Na	Na	Na
13–17	Na	Na	Na	Na	Na
18–24	55	55	86	93	76-89
25–59	15	13	5	8	5-21
60+	1	4	6	10	1-9
Unknown	2	4	3	10	Na
Other					
Children					
Children with disabilities	218	201	215	169	3
Children with limited English proficiency	217	233	261	318	3-6
Children who are immigrants, refugees, or asylum seekers	135	188	176	162	2-3
Children who live in rural areas	1,720	1,551	1,563	1,329	21-26
Other dependents					
Dependents with disabilities	5	12	11	9	7-16
Dependents with limited English proficiency	5	4	12	14	5-12
Dependents who are immigrants, refugees, or asylum seekers	7	5	11	13	7-11
Dependents who live in rural areas	30	24	25	36	25-41

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, and/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 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) to victims/survivors over the four six-month reporting periods¹⁸⁰:

- Case management: 13,728
- Housing advocacy: 10,195
- Counseling/support group: 9,877
- Other victim/survivor advocacy¹⁸¹: 9,714
- Crisis intervention: 9,587
- Financial counseling: 6,227

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 needed to establish economic self-sufficiency.

Prior to receiving this funding, we could only try to find housing for our clients who were in need of transitional housing. The local market is difficult at best and out of many clients' price range. We can now provide this service and the subsequent support services that will allow people to take the time to better ready themselves to handle life on their own. Each success is testament to the need and value of this program.

- Eight Northern Indian Pueblos Council

Housing advocates are a vital link between victims/survivors and local housing providers. Victims/survivors 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.

¹⁸⁰Victims/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.

¹⁸¹ Other victim/survivor advocacy includes actions designed to help the victim/survivor obtain resources or services such as health care, social services, etc.

The collaboration that was developed between the Choctaw Nation Housing and local housing authority programs has been helpful in locating permanent housing for the victims. Without the Project HOUSE program, victims of domestic violence would not have an advocate, advocating for them with their specific housing needs.

- *Choctaw Nation of Oklahoma*

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, interviewing, and job referrals.

In addition, through ongoing financial management, budgeting, and other support services, survivors have been empowered to make informed choices in their lives and take control of their future. This year, we have two survivors, whom after having gone through the Transitional Housing Program were able to not only sign their own leases, choose and move into their own apartments, obtain support services but in addition, were able to open their own small businesses through the financial management and budgeting classes offered to participants. We are very proud of their accomplishment!

- *Dwa Fanm, New York*

Transitional Housing grantees provide a wide range of services to support victims/survivors to achieve self-sufficiency.

Besides housing, we are now able to provide ongoing support by assisting with utility or childcare bills, etc., when they find themselves in a real financial crunch. We give them encouragement and support through individual life-skill counseling, support groups, and workshops that address financial management and resources; thrifty living; stress relief; self-esteem; educational resources; parenting skills; and goal setting and achievement.

- *Citizens Against Physical and Sexual Abuse, Utah*

The Transitional Housing Program funding has created an opportunity for the YWCA Crisis Services and Families in Transition to offer a 12-week psycho-educational support group for victims/survivors of domestic violence twice a year. During the most recent offering of the group, the women explored several relevant topics such as communication, the impact of domestic violence on children, and online resources such as support groups. Having an opportunity to utilize a support group where the survivors are stabilized in housing and have the ability to explore more fully the impact that domestic violence has had on their life, and the lives of their children, is a rare circumstance. The feedback has been positive from those who have participated thus far, and the partnership will continue to provide this opportunity for survivors in transitional housing.

- *Families in Transition, New Hampshire*

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 such violence, 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.

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. The Bolton Refuge House has the unique ability to maintain confidentiality and a safe space for the child victims/witnesses of domestic violence. Because the adult survivors sometimes need to work jobs that are outside of normal daycare operating hours, the Bolton Refuge House Children's Center has often been able to be open during these unusual hours.

- Bolton Refuge House, Inc., Wisconsin

The most common supports provided to children and other dependents by Transitional Housing funded programs are the following:

- Case management: 12,541
- Children's activities: 8,174
- Crisis intervention: 6,200
- Other victim/survivor advocacy: 6,076
- Counseling/support group: 5,174
- Child care: 4,715

Transitional Housing and Destination Upon Exit

Transitional housing grant funds can be used to house victim/survivors for up to 18 months.¹⁸² After their stay in grant-funded housing, victim/survivors most often were reported as moving to permanent housing of their choice.

¹⁸²By 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.

Table 48. Number of victims/ survivors in each destination category upon their exit¹⁸³

Destination upon exit	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage Range
Permanent housing of choice (Section 8, return to home, rent or purchase housing)	382	385	496	354	76-82
Temporary housing with family or friend	36	65	63	55	8-13
Transitional Housing (other than grant-funded program)	19	24	38	15	3-6
Health Care Facility/substance abuse treatment program	10	7	4	13	1-3

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 49. 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 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Lower risk of violence	334	354	447	310	79-85
Equal risk of violence	25	42	48	30	6-9
Greater risk of violence	3	16	12	12	1-4
Does not know	32	34	35	40	6-10
Unknown (did not ask victim/ survivor)	140	107	114	89	Na

Follow-up Support Services

If grantees use funds for housing units and supportive services, grantees must provide a minimum of three months follow-up support services 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: 118 (55 percent of grantees)¹⁸⁴

¹⁸³Only the most frequently reported destinations are presented.

The following types of funded follow-up services are most often reported:

Victims/Survivors:

- Case management: 1,363
- Other victim/survivor advocacy: 874
- Counseling/support group: 619
- Crisis intervention: 471
- Housing advocacy: 445
- Financial counseling: 311

Children and Other Dependents:

- Case management: 1,313
- Other victim/survivor advocacy: 529
- Children's activities: 386
- Counseling/support group: 265
- Child care: 193
- Crisis intervention: 172

Additionally, the funding has allowed CCH (Colorado Coalition for the Homeless) to provide supportive services to victims of domestic violence that have exited CCH's transitional housing program into permanent housing, but who have indicated that they are still in need of assistance related to their domestic violence. These victims frequently contact FSS (Family Support Services) after exiting transitional housing for follow-up support. In addition, victims of domestic violence that exit transitional housing are contacted by FSS staff on a regular basis for the first year after exiting. These follow-ups allow FSS caseworkers and the domestic violence services coordinator to provide needed support to help ensure self sufficiency, such as enrolling in group counseling, continued individual counseling or legal advocacy.

- Colorado Coalition for the Homeless, Colorado

Remaining Areas of Need

Transitional Housing grantees cited economic self-sufficiency for victims/survivors and their children as the most significant area of remaining need. Affordable housing was the most often mentioned need, with long waiting lists of up to two years for low-income housing, with lack of money for security deposits, rent, and utilities topping the list. Transitional Housing programs indicated a lack of bed space in their facilities to accommodate all victims/survivors and their children, as well as single victims/survivors. Lack of transportation was described as increasing the difficulty for victims/survivors in traveling to court and medical appointments, and the challenges in maintaining employment without a vehicle.

Transitional Housing grantees mentioned the challenges in serving Native American and Latino victim/survivors, and victim/survivors and their children who live in rural

¹⁸⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

communities. Particular challenges encountered in serving immigrants and refugees involved the lack of benefits available, the need for easily accessible interpreters and ESL classes, the provision of legal advocacy, and the necessity of training on the application and use of available legal options.

The need for the development of consistent policies on protection orders, and the difficulties in enforcing attendance in batterer's intervention programs (BIPs) for offenders from rural communities due to geographic distances and lack of transportation was also noted.

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 percent) women than White (8.1 percent) women and over twice the rate for Black (11.2 percent) women (Rennison, 2001). Given these staggering statistics, Tribal Coalitions Program grant funds are awarded to increase awareness of domestic violence and sexual assault against American Indian and Alaska Native women; enhance the response at the tribal, federal, and state levels; and identify and provide technical assistance to coalition members and tribal communities in an effort to enhance access to critical services.

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 to create visibility for the issues addressed by members, to establish leadership of members on those issues and to utilize the power of the membership to create critical social change. 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/survivors of domestic violence and 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 are working with victims/survivors are critical to the successful development and operation of tribal domestic violence and sexual assault coalitions.

In Indian Country, if you drove through and saw the despair and hopelessness, due to the way our people have been treated historically and continue to be treated to this day, which contributes to high rates of violence against Indian women that exceed any other group in the nation, that gives you the funders the [picture of] all the work you have supported us to do. That work brings back hope and empowers the people to take a stand to end violence against Native women. This is more than numbers. The impact of these programs is profound now and will be for the next seven generations, our future. The elders say that in any

deliberation you must consider the impact on the next seven generations. So, with that, we give thanks for the work you do for us in Washington and all that you must deal with in the political arena - the overwhelming work. Just know that, in partnership, we are making a difference in the lives of women, and creating safety for women and holding offenders accountable.

- *Community Resource Alliance, Minnesota*

General Grant Information

Information for this report was submitted by 29 individual Tribal Coalition Program grantees¹⁸⁵ for the period July 1, 2007, to June 30, 2009. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 21
- January–June 2008: 17
- July–December 2008: 26
- January–June 2009: 21

Seventy-two percent of the grantees were dual sexual assault/domestic violence coalitions, 14 percent were domestic violence coalitions, 7 percent were sexual assault coalitions, and 7 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 50. Full-time equivalent staff funded by Tribal Coalitions Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	17	17	22	20
Total FTE staff funded	37	40	53	37
Program coordinators	12	14	16	12
Administrators	11	12	17	13
Support staff	6	7	7	5

FTE = full-time equivalent

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

¹⁸⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

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: 18 (62 percent of all grantees)¹⁸⁶
- Total number of training events: 271
- Total number of people trained: 8,475

Table 51. People trained with Tribal Coalitions Program funds: selected professional positions

Position	People trained (N = 8,475)	
	Number	Percent
Multidisciplinary group	2,500	29
Domestic violence program staff (tribal – 631; non-tribal – 245)	876	10
Tribal community group member	678	8
Sexual assault program staff (tribal – 111; non-tribal – 489)	600	7
Tribal gov't/tribal gov't agency staff	383	5

NOTE: Data presented for the five most frequently reported categories only. Numbers represent totals for all four reporting periods.

Training in the past provided by other organizations has been a “one size fits all” mentality. It is rare that a training has a specific topic that focuses around Native American concepts, values, cultures, and dynamics. Community members on Native land or within its exterior boundaries appreciate our training because they are introduced to Native specific curriculum and how to acculturate one’s method when responding to Native American people. The training has also filtered into the non-Native programs, organizations and governments that invite us to co-facilitate or collaboratively provide training. This collaboration provides cross-referencing and begins to build community cross-cultural

¹⁸⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

relationships. This method provides more cultural awareness and a connectedness for the Native American victims. Our community is tri-ethnic (Hispanic, Anglo and Native American) and by verbally, visually, and openly discussing violence against Native America women and teaching that it is not traditional, a new respect has taken place, and there is more protection for the victims, not just blaming.

- *Our Sister's Keeper Coalition, Inc., Colorado*

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, and offer guidance on how people 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.¹⁸⁷

- Number of individual grantees using funds for community education: 20 (69 percent of grantees)¹⁸⁸
- Total number of education events: 327
- Total number of people educated: 16,448

Table 52. People educated with Tribal Coalitions Program funds: selected categories

Category	People educated (N = 16,448)	
	Number	Percent
Tribal community members	4,828	29
Tribal students	3,212	20
Tribal community groups	1,680	10
Tribal government staff	753	5
Tribal victims/survivors	716	4
Tribal community advocacy organizations	656	4
Tribal elders	617	4

NOTE: Data presented for the seven most frequently selected categories only. Numbers represent totals for all four reporting periods.

We honor the murdered woman and her family by giving each family a "star quilt" made by community elders. Spiritual leaders conduct a "Wiping of the Tears Ceremony" for family and community healing and a feast to culminate the healing ceremony.

¹⁸⁷Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

¹⁸⁸This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Public education is provided by a keynote speech, handouts and brochures, and information booths. Volunteers construct, paint and transport the life size 'Silent Witness' silhouettes to the event. The local event center is rented to accommodate a large crowd. Commemorative coffee cups are distributed to participants and we encourage discussion in the community about violence against women. A local youth drum group supports us with appropriate songs throughout the event.

- *Community Resource Alliance, Minnesota*

Staff and board members have participated in sweat lodges which cleared their minds, bodies, and spirits. If Native people do not take care of themselves, they are in no position to show others how to increase their safety. Women's talking circles were held so Native women could share their stories and show others how to make baskets, dream catchers and blankets etc. Storytelling with humor, sharing a part of who you are, improves your self-worth. Listening to others and how they survived life's challenges also increases your strategies to keep safe. Many individuals gave supportive feedback on our educational activities. They listened, they asked for additional information, (handouts, phone numbers etc.), and at one educational event I was asked by three ladies to assist them with personal protection orders. They were given the opportunities and options to increase their safety.

- *Lori Jump, Michigan*

The Full Moon Ceremony is an opportunity for women to use a spiritual practice to share experience, create sisterhood, and initiate steps toward healing for Native women, especially as a survivor of sexual assault. It also validates that restoring these practices is important in the work and that they are available in our community. They are still practiced and useful for Native women in our community. Inherent in Ojibwa and Dakota language are values and concepts regarding relationships. Using specific word references shifts our way of thinking to culturally relevant values and beliefs that shape our world. Learning elementary words provides inspiration for individuals to learn more and want to preserve their tribal identity. Shawl-making with MIWSA allowed us to bring our membership together for a common cause. Shawls are a traditional piece of clothing recognizable in our community and worn at events. Coalition members came together to teach each other the skill of shawl-making while we were meeting; the shawls had predetermined colors and were worn at Capitol Days in Minneapolis to distinguish ourselves from dominant culture *sexual assault/domestic violence* programs and to create capacity and solidarity amongst Native women. Incorporating storytelling to convey information provides women with an outlet to share their experiences...

- *Mending the Sacred Hoop, Minnesota*

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: 21 (72 percent of grantees)¹⁸⁹
- Total number of other technical assistance consultations provided: 3,749
- Total number of technical assistance site visits: 332
- Total assistance (site visits and consultations) provided: 4,081

Finally being able to conduct outreach with tribes in Arizona has been such a rewarding experience because so much information has been gained. Meeting tribal programs face-to-face has provided the groundwork for developing solid working relationships with tribes and has provided the forum to identify training and technical assistance needs. Meeting with tribal domestic violence task forces/committees has allowed *Southwest Indigenous Women's Coalition* (SWIWC) to talk about the rates of violence, the response to the violence in terms of systems and protocols, and collaboration. Tribes were so thankful for the opportunity to meet with someone - a resource - who could provide them assistance in developing their communities' response to domestic violence/sexual assault and to help them get connected to outside resources. They also requested onsite training and technical assistance because most tribes did not have the funding to send their staff out for training. This is something that SWIWC felt good about. It's a need that is unique to SWIWC and as a coalition, it's a way to reach out to tribes and increase their capacity to respond and address the physical and sexual violence in their communities.

- *Southwest Indigenous Women's Coalition, Arizona*

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.

¹⁸⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Number of individual grantees using Tribal Coalitions Program funds for developing, revising, and/or implementing policies: 14 (48 percent of grantees)¹⁹⁰

We have come to realize that we are working with 11 separate Nations and that we as a coalition must honor and respect each and every tribal custom, tradition, and teaching when walking onto their land(s). We have learned to listen and to allow growth as it happens. It may sometimes be difficult because there are deadlines and there are requirements to fulfill the responsibility that we have all accepted through commitment to the cause and to our mission statement and to our funding agencies.

- *American Indians Against Abuse, Inc., Wisconsin*

Products

Tribal Coalitions Program grantees develop and revise a variety of products addressing violence against women. 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: 16 (55 percent of grantees)¹⁹¹
- Total number of products developed or revised: 296
- Total number of products distributed: 76,357

A considerable amount of outreach was conducted during this reporting period to contact other tribal programs and Native advocates to increase awareness by distributing a brochure to inform programs and Native women about the services of the Tribal Coalition. There was a particular emphasis on urban programs and Native staff. These advocates lack support and resources in their ability to become more visible and be identified as a resource for Native women within non-native programs.

- *Mending the Sacred Hoop, Minnesota*

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, most specifically with federal courts and government. This effort would help to ensure that non-Native offenders committing acts of violence against Native women would not fall through the cracks and avoid or escape prosecution. Diversifying collaborations between tribal law enforcement, tribal judiciary, medical and mental health

¹⁹⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁹¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

professionals, tribal governments, and other relevant parties at all levels would create an environment in which victims/survivors would be more likely to report these crimes and seek services. Lack of immediate response and follow-through to incidents of violence was noted as a significant reason why victims/survivors report reluctance in coming forward. Further, lack of offender accountability erodes trust and perpetuates both low rates in reporting to criminal justice agencies and of other help-seeking by victims/survivors.

Tribal Coalitions Program grantees continue to report the need for an increase in services in isolated communities. Poverty and substance abuse are viewed as contributors to the escalation of violence in tribal communities. Service expansion is critical to more competent response to the rising needs of these communities.

Grantees further noted a continued need for training and education that allows women to be able to openly and comfortably discuss and report crimes of sexual assault. There is anecdotal knowledge that many more sexual assaults are occurring than are being reported. Grantees cited that victims/survivors fear family retaliation, peer pressure or embarrassment in coming forward.

There is also a critical need to address the issue of trafficking of Native women. This appears to be an issue that has garnered little attention but is recognized by the tribes as a serious form of violence against Native women.

Grants to Indian Tribal Governments Program

The Grants to Indian Tribal Governments Program (Tribal Governments Program) encourages grantees to implement or strengthen victim services to victim/survivors of sexual assault, domestic violence, dating violence, and/or stalking by holding offenders accountable, educating professionals and the community, and providing various services to families affected by violence.

The Tribal Governments Program supports the following purpose areas: implement culturally competent governmental strategies to reduce violence and increase safety for Indian women; enhance ability and response to aid victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking; support work on tribal justice interventions; develop a community response to education and prevention of sexual assault, domestic violence, dating violence, and/or stalking; protect the safety of victim/survivors and their children by providing supervised visitation and exchange; provide transitional housing, support services, and financial assistance to victims/survivors; and provide legal assistance so that victims/survivors can seek justice.

The scope of the Tribal Governments Program is specially focused on addressing the sexual assault of Indian women and includes the following priority areas: training professionals on the appropriate response to sexual assault and helping them develop protocols, and training and certification of Sexual Assault Nurse Examiners (SANE).

The Emmonak Woman's Shelter would not have been open without this funding. Many victims would have nowhere to go. Women would continue to go to churches, steam houses, willows, under 18-20 footer skiffs, or neighbors for safe shelter. When on-call advocates are called or notified, the shelter opens. Many times victims do not want to go to the police because of family ties. If the shelter was open full-time, women would walk to the shelter, knowing someone would be there to open the door. Village women choose to stay in the village. Many do not leave the village or have left the village only for medical visits to the hospital. This is the only village-based shelter in our region; the nearest shelter is 140 air miles southeast of Emmonak. This grant has opened doors to keep women and children alive and safe from abuse.

- Emmonak Women's Shelter, Alaska

A survivor's story (see below) is what makes our Lummi Victims of Crime (LVOC) program effective to provide them support, listen, and give them the tools to move forward.

" Phase 1: I will try to be as brief as I can, which will nearly be impossible. I'm writing this letter on support of the LVOC. I would like to share a little bit of my situation. I have seven children, a 3-year old grandchild and another on the way. Oh yeah I'm 36 years old. I have a victim of sexual violence since my first memories at about 4 years old. The physical abuse started when I was 17 and the sexual abuse continued. I was continuously raped in the same room as my children. The beatings were daily for nearly five years. He went to prison and I got heavily into drugs and alcohol. Phase 2: Throughout this fog and haze I married my childhood sweetheart. We drank too much; so after another child, we divorced. I stayed single for years. Then it happened again. I met a Native that treated me like a queen. I ignored all the red flags and wouldn't believe the stories I heard. We had children, and the beating, mental and verbal abuse got worse. To make a long story short, I was stabbed 14 times, teeth knocked out, collapsed lung, broken ribs, dislocated jaw, beaten beyond recognition for a 12-hour period. I was forced to dig my own grave. Thank God I was too weak. What I'm trying to say is until this last time of a near death experience I never knew there was help for me. I woke up in the hospital with my new advocate sent by LVOC a heaven sent angel in my book. I had a dedicated Native American woman advocate sitting by my side telling me I'm okay. She gave me hope. She was with me every step of the way during my physical recovery, my mental recovery and my chemical dependency recovery. I got into counseling, in-patient treatment, and got to my doctor appointments because of her and LVOC. She made me aware of programs that were meant for me."

- Lummi Indian Nation

Tribal Governments Program funding has also allowed us to assist victims/survivors financially in escaping the abuse and getting back on their feet. With economic times as tough as they are, it is extremely helpful to be able to assist this population of women and children in order to better their way of life. Overall, the Tribal Governments Program funding has allowed Legal Aid of Nebraska's Native American Program to develop a specific practice area of representing victims/survivors of sexual assault, domestic violence and/or dating violence, and stalking. The resources to create such a practice area did not previously exist.

- Legal Aid of Nebraska

General Grant Information

Information for this chapter was submitted by 145 individual Tribal Government Program grantees¹⁹² for the July 1, 2007 to June 30, 2009 progress report period. Unless otherwise noted, data were included for all four six-month reporting periods. The number of grantees reporting in each six-month period was as follows:

- July–December 2007: 73
- January–June 2008: 71

¹⁹²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- July–December 2008: 131
- January–June 2009: 123

Staff

Tribal Governments Program staff provide victim services, training, outreach, supervised visitation, 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.

The percentage of grantees using Tribal Governments Program funds for staff increased from 73 percent in the first reporting period to 97 percent in the last reporting period. Grantees most often used grant funds for victim advocate positions.

Table 53. Full-time equivalent staff funded by Tribal Governments Program

Staff funded	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009
Grantees using funds for staff	53	65	111	119
Total FTE staff funded	89	126	191	215
Victim advocates	27	35	62	75
Administrators	11	16	28	26
Program coordinators	12	15	22	22
Support staff	7	7	12	13
Batterer intervention program staff	6	8	12	13
Law enforcement officers	5	6	10	11
Trainer/educators	3	6	5	6

FTE = full-time equivalent

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

Tribal Governments Funding Program also allowed Maehnowesekiyah to hire a female co-facilitator. Having a healthy, strong woman work with male offenders often results in the men being able to recognize and learn about their partner's views, attitudes and reactions to abuse. This is very difficult to portray with a male-only facilitator. Group members often cite learning about "a woman's perspective" as very important to their treatment experience.

- Menominee Indian Tribe of Wisconsin

Prior to receiving this funding, there was no designated advocate that tribal members could contact for assistance in domestic violence situations. The unfortunate result was that many just never reported the incident or, due to lack of assistance, they were just afraid to proceed with any protection orders. They also had no one to really confide in who would, in turn, refer them to other

services they needed such as counseling and groups. The funding allowed the Tribe to hire a full time advocate who is available to assist victims from the beginning. The police immediately contact the advocate so she can offer assistance including helping with protection orders, going to court with the victim, referring them to other services, and assisting them in the search for housing if they need to move. Because this position has been funded by this grant, more victims will seek the needed services and will not be falling through the cracks and, hopefully, not have to experience the trauma again.

- Port Gamble S'Klallam Tribe

Training

Quality training to professionals is necessary for the development of an effective coordinated community response to sexual assault, domestic violence, dating violence, and stalking. The training of professionals builds a safer community for all members. A majority of Tribal Governments Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking issues to batterer intervention staff, health professionals, and victim advocates. This training improves professional responses to victims/survivors, and increases offender accountability.

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; domestic violence overview, dynamics, and services; and sexual assault overview, dynamics, and services.

- Number of individual grantees using funds for training: 53 (37 percent of grantees)¹⁹³
- Total number of training events: 290
- Total number of people trained: 7,973

Table 54. People trained with Tribal Governments Program funds: selected professional positions

Position	People trained (N = 7,973)	
	Number	Percent
Health professionals (407 tribal—413 non-tribal)	820	10
Victim advocates (332 tribal—384 non-tribal)	716	9
Multidisciplinary group (510 tribal—173 non-tribal)	683	9
Government agency staff (530 tribal—71 non-tribal)	601	8

NOTE: Data presented for the four most frequently reported categories only. Numbers represent totals for all four reporting periods.

¹⁹³This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

Our domestic violence and sexual assault program has been providing several different types of trainings to many different communities and target audiences. Not being a reservation-based tribe we have had to work very closely with our local non-Native communities. We have provided cultural competency trainings to services providers, community partners, county task forces, and victim advocate centers. We have provided training around violence against Native women and a holistic approach to healing. Our hope is that any non-Native agency that has a Native women or family seeking services will be able to be aware of the cultural needs of that individual and make the referral to our Tribal program. This has worked very well with our community partners. We have received referrals, we have co-advocated, and have been able to provide technical assistance after the training was over. Our program wholeheartedly feels that Native women are receiving better services due to these trainings and are safer as a result.

- Cowlitz Indian Tribe

Our Village & Legal Services Coordinator, funded entirely by this grant program, provided two "Heart of the Grizzly" trainings at the *Women are Sacred Conference* in Oakland, California in June 2009. The training focused on sexual assault of Native women in rural Alaska with a special emphasis on the impact of substance abuse and Fetal Alcohol Spectrum Disorders (FASD). The first day she had 15 participants. Then the word went around and the next presentation was standing room only. This was her first professional training in this kind of forum, and the response from conference participants was very gratifying. Several commented on the evaluations that it was a "life-changing" experience.

- Bristol Bay Native Association, Inc.

Community Education

Community education increases awareness of sexual assault, domestic violence, dating violence, and stalking issues. 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.¹⁹⁴ A high number of grantees provided education to community members.

The most common topics for community education events were domestic violence overview, dynamics and services; domestic violence/dating violence prevention program; dating violence overview, dynamics and services; youth awareness of sexual assault, domestic/dating violence, and stalking; and healthy relationships/domestic violence/dating violence prevention (community).

- Number of individual grantees using funds for community education: 98 (68 percent of grantees)¹⁹⁵

¹⁹⁴Community education is not the same as training. Training involves providing information to professionals on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

¹⁹⁵This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Total number of people educated: 45,384

Table 55. People educated with Tribal Governments Program funds: selected groups

Group	People educated (N = 45,384)	
	Number	Percent
Community members	19,748	44
Students	10,281	23
Community groups	4,198	9
Tribal elders	2,809	6

NOTE: Data presented for the four most frequently reported categories only. Numbers represent totals for all four reporting periods.

In early December of 2007 a region tele-video conference took place which included the villages of Sand Point, King Cove and Akutan. The meeting was attended by community and tribal members, medical and behavioral staff, law enforcement, elders, clergy, and child welfare workers. Also in attendance were consultants from the Alaska Native Women's Coalition and from Unalaskan's Against Sexual Assault and Family Violence. The meeting solidified the focus groups and opened discussion on the best ways to proceed with media and awareness raising campaigns. Suggestions included radio interviews, distribution of pamphlets, poster design contests, educational information in the school system, and a logo design. A week later the project coordinator flew to King Cove and met with the focus group in that community. Attending were elders and students from the school along with other community members and clinic staff. The students attending the meeting agreed to work on video and poster ideas to raise awareness on domestic violence and sexual assault. Several of the elders attending expressed their desire to go to the school on a regular basis to interact with the students. In addition, school personnel agreed that the upcoming projects were a constructive outlet for the students and beneficial to the community at large.

- *Eastern Aleutian Tribes, Inc.*

Outreach Activities

- A total of 1,310 activities were conducted throughout the four six-month reporting periods. The most common outreach activities were education exhibits, such as the Clothesline Project, Silent Witness, and information tables.

Victim Services

Tribal Governments Program grantees provide a wide range of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking.

These services are a critical part of a coordinated community response and may include victim advocacy, legal services, and/or transitional housing. Services may be provided by a victim services agency, legal services organization, or staff providing victim services within law enforcement, prosecution, or the court system. Services from victim advocates may include safety planning or accompaniment to court; transitional housing assistance; or access to supervised visitation and exchange services.

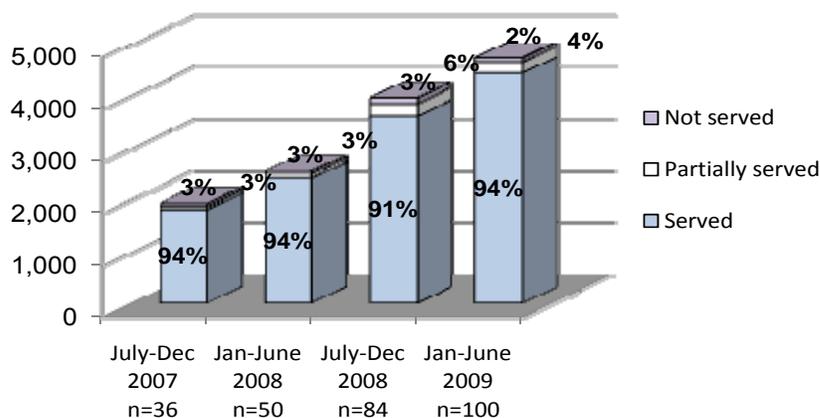
Studies indicate that American Indian and Alaska Native women report higher rates of victimization than women from any other ethnic or racial background (National Institute of Justice, 2002; Rennison, 2001; Tjaden & Thoennes, 2000a).

To eliminate violence against American Indian and Alaska Native women and to support the recovery of victims, 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.

- Number of individual grantees using funds for victim services: 110 (76 percent of grantees)¹⁹⁶
- Tribal Governments Program grantees provided services to an average of 3,209 victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a six-month reporting period.¹⁹⁷

¹⁹⁶This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

¹⁹⁷This number represents a calculated average of all four six-month reporting periods.

Figure 22. Provision of victim services by Tribal Governments 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 Tribal Governments 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 Tribal Governments Program grant.

Victims Seeking Services

July–December 2007:

- 1,920 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 1,864 (97 percent) victims/survivors received services and 56 (3percent) were not served.

January–June 2008:

- 2,549 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 2,487 (98 percent) victims/survivors received services and 62 (2 percent) were not served.

July–December 2008:

- 3,957 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 3,846 (97 percent) victims/survivors received services and 111 (3 percent) were not served.

January–June 2009:

- 4,720 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 4,638 (98 percent) victims/survivors received services and 82 (2 percent) were not served.

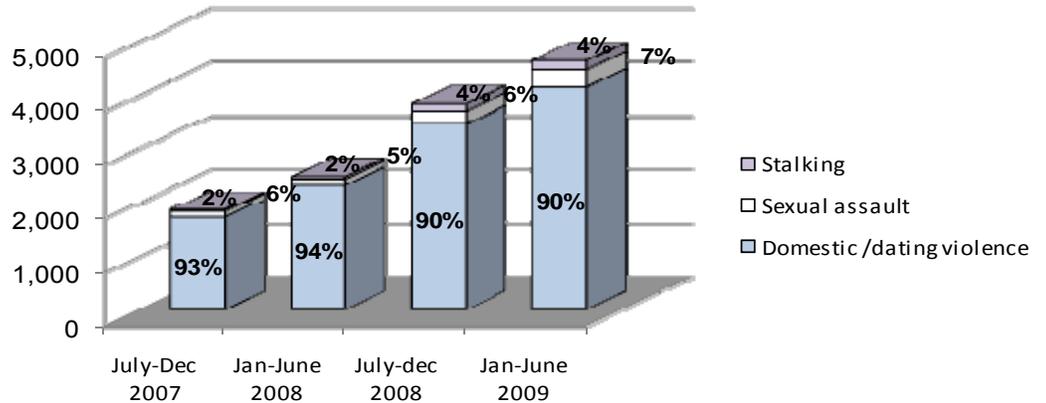
Reasons Victims Were Not Served or Were Partially Served

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

- Did not meet statutory requirements.
- Program rules not acceptable to victim/survivor
- Conflict of interest
- Services not appropriate for victim/survivor
- Services inappropriate or inadequate for victims/survivors with mental health issues

More than 90 percent of the victims/survivors served during the four reporting periods received services for domestic violence and dating violence. There was a slight increase in the number of victims receiving services for sexual assault and stalking during the last two reporting periods.

Figure 23. Provision of victim services by Tribal Governments Program, by type of victimization¹⁹⁸



¹⁹⁸The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence/dating violence, and stalking victims/survivors served.

The majority of victims/survivors of sexual assault, domestic violence, dating violence, and stalking served or partially served were victimized by a current or former intimate partner (76-80 percent).

Table 56. Relationship to offender of victims/survivors served by the Tribal Governments Program

Relationship to offender	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Current/former intimate partner	1,442	1,819	2,991	3,666	76-80
Other family or household member	167	288	500	651	9-14
Dating relationship	131	165	310	229	5-8
Acquaintance	61	72	119	209	3-4

NOTES: Because victims/survivors may have been victimized 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.

Demographics of Victims Served and Partially Served

Tribal Governments Program grantees served or partially served an average of 3,209 victims/survivors in a six-month reporting period.¹⁹⁹ The majority of those victims/survivors were American Indian/Alaska Native (91-93 percent), female (93-94 percent), and between the ages of 25 and 59 (61-68 percent).

¹⁹⁹This number represents a calculated average of all four six-month reporting periods.

Table 57. Demographic characteristics of victims/survivors served by Tribal Governments Program

Characteristic	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2009	Percentage range
Race/ethnicity					
American Indian/Alaska Native	1,729	2,184	3,439	4,181	90-93
Asian	0	3	1	7	<1
Black or African American	4	10	25	30	<1-1
Hispanic or Latino	11	21	24	23	1
Native Hawaiian or Pacific Islander	0	2	6	4	<1
White	119	177	311	345	6-8
Unknown	1	91	48	57	Na
Gender					
Female	1,697	2,252	3,585	4,303	93-94
Male	117	182	237	328	6-7
Unknown	50	53	24	7	Na
Age					
13–17	179	111	171	236	4-10
18–24	475	683	930	1,122	24-27
25–59	1,145	1,628	2,600	2,897	61-68
60+	65	65	145	217	3-5
Unknown	0	0	0	166	Na
Other					
People with disabilities	101	140	169	192	4-6
People with limited English proficiency	27	25	36	38	1
People who live in rural areas	1,631	1,938	2,439	2,724	59-88

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, data may exceed the total number of victims/survivors served. Percentages based only on victims/survivors for whom the information was known.

Services to Children

Tribal Governments Program grantees provided services to an average of 1,408 children of victims/survivors over the four reporting periods. Services including child care, transportation and counseling were provided an average of 2,096 times.

Types of Victim Services

Tribal Governments Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking including victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), civil legal advocacy/court accompaniment (assisting a victim/survivor with civil legal issues, e.g., preparing paperwork for protection orders, accompanying a victim/survivor to a protection order hearing, administrative hearing, or other civil proceeding, and all other advocacy within the civil justice system), and crisis intervention. Victims/survivors often need a variety of services, including help with material goods and services, health, school, financial, transportation, employment, and legal issues.

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

Grantees report that the following services were provided most frequently (not a complete list) to victims/survivors over the four six-month reporting periods²⁰⁰:

- Victim advocacy: 7,323
- Crisis intervention: 5,764
- Counseling services/support group: 4,163
- Civil legal advocacy/court accompaniment: 3,860
- Transportation: 3,800

Receiving this grant has allowed the Ft. McDowell Yavapai Nation to employ a victim advocate. The victim advocate's duties entail assisting victims of domestic violence which encompasses the majority of the criminal cases prosecuted in the community. Victim rights, emergency financial assistance, court orientation, court escort, crisis intervention, assistance in filing court documents, safety issues/options, and victim advocacy, are all done on a daily basis. Assisting victims with emergency shelter and emergency financial assistance are also available to victims and their family/children.

- Fort McDowell Yavapai Nation

Hotline calls

- Grantees reported a total of 22,036 crisis or information and referrals calls received by an agency's hotline or office telephone.

Victim-witness notification/outreach to victims/survivors

- Grantees reported a total of 4,458 letters, phone calls, or visits to victims/survivors.

²⁰⁰Victims/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 the frequently reported categories of services are presented.

Shelter/Transitional Housing Assistance

The Tribal Government Program grantees provide emergency shelter or transitional housing to victims/survivors and family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations. Victims/survivors and their family members received assistance with costs associated with clothing, food, rental unit fees, transportation, and utilities.

- Number of individual grantees using funds for shelter/transitional housing services: 53 (37 percent of grantees).²⁰¹

Tribal Governments Program grantees provided emergency shelter and transitional housing to 1,330 victims/survivors and 1,693 family members for a total of 59,629 bed nights during the four six-month reporting periods.

Table 58. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Tribal Governments Program: July 2007 – June 2009

Shelter service	July–Dec 2007	Jan–June 2008	July–Dec 2008	Jan–June 2008	Total
Emergency shelter					
Victims/survivors	125	261	316	469	1,171
Family members	142	247	368	660	1,417
Bed nights	3,033	6,699	13,436	22,299	45,467
Transitional housing					
Victims/survivors	1	31	61	66	159
Family members	1	66	85	124	276
Bed nights	90	2,175	2,585	9,312	14,162

NOTES: Victims/survivors and family members may have received emergency shelter or transitional housing in multiple reporting periods.

Since the approval to provide financial assistance to victims, the program has been very effective in this area. Program funds have assisted clients with transitional housing assistance on a one-time basis. This has also brought back their sense of self-esteem and restored balance in their lives.

- Cheyenne River Sioux Tribe

Before getting the grant, the Blackfeet Domestic Violence Program relied on off-reservation shelters. Most of these shelters were not culturally specific to meet Indian victims needs. Also, there were racial barriers and covert racism occurring, which was often

²⁰¹This 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.

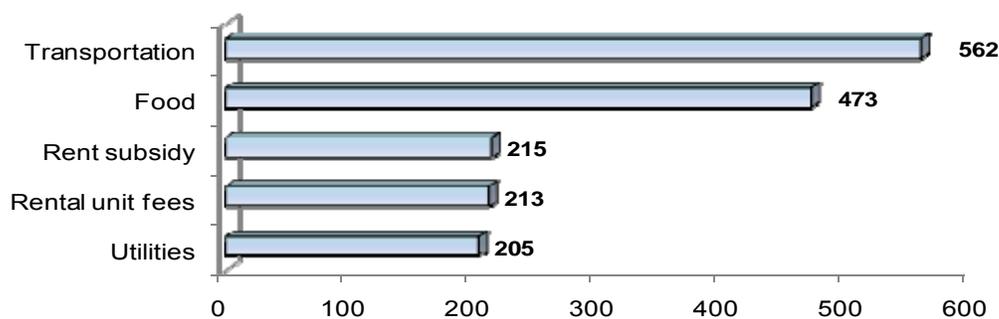
difficult to prove. When a victim left the reservation, often she left her social and family support system. If the victim could not make it on her own, she often returned to the abuser. We could not expect the victim to start a new life alone with her children. This is not culturally consistent. With a shelter in place, the victim has her family support system in place, as well as her spiritual activities to attend.

- *Blackfeet Tribal Business Council*

Housing Assistance

In addition to transitional housing, Tribal Governments Program grantees assist victims/survivors with transportation, food, clothing, security deposits, rental assistance, relocation expenses, and utility payments to enable them to maintain or procure housing.

Figure 24. Number of victims/survivors provided with housing assistance by Tribal Governments Program



Legal Services

The Tribal Governments Program grantees provide legal services to victims/survivors. Services are provided by grant-funded lawyers, paralegals, or specially appointed advocates who provide legal services.

Most grantees provided legal assistance with protection orders and divorce.

- Number of individual grantees using funds for legal services: 24 (17 percent of grantees).²⁰²
- Total number of legal issues²⁰³ addressed: 1,113

²⁰²This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

²⁰³Legal issues represent the total number of new and pending matters for which victims received assistance. Victims are counted only once for each legal issue addressed during each six-month reporting period.

- Total number of victims/survivors receiving assistance with legal issues: 718
- Total number of victims/survivors who received assistance with multiple legal issues: 380 (53 percent of those receiving legal services)

The Women's Legal Advocacy Program (WLAP) has allowed the tribe to offer legal services which would not otherwise be available to tribal members. The project paralegal has provided the following services to clients: crisis intervention, drafting, and assistance with filing legal documents in Tribal and Superior Court, including protection orders and assistance in the areas of divorce, child custody, child support, visitation, and related matters. The paralegal has also provided outreach and referrals, when appropriate.

- Bishop Indian Tribal Council

Supervised Visitation

The Tribal Governments Program grantees provide an array of supervised visitation and/or exchange services to families. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, and telephone monitoring.

- Number of individual grantees using funds for supervised visitation: 5 (3 percent of grantees).²⁰⁴
- Tribal Governments Program grantees provided services to an average of 27 families.²⁰⁵

Families Seeking Services

July–December 2007:

- 16 families sought services from Tribal Governments Program grantees.
- Of these, 15 (94 percent) families received services and 1 (6 percent) were not served.

January–June 2008:

- 31 families sought services from Tribal Governments Program grantees.
- Of these, 30 (97 percent) victims/survivors received services and 1 (3 percent) were not served.

July–December 2008:

- 25 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 25 (100 percent) victims/survivors received services and 0 were not served.

²⁰⁴This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

²⁰⁵This number represents a calculated average of all four six-month reporting periods.

January–June 2009:

- 41 victims/survivors sought services from Tribal Governments Program grantees.
- Of these, 36 (88 percent) victims/survivors received services and 5 (12 percent) were not served.

The majority of custodial parents were American Indian and/or Alaska Native (47-79 percent), female (73-82 percent), and between the ages of 25 and 59 (42-87 percent), with children between the ages of 0 and 6 (33-67 percent). Noncustodial parents were most likely to be American Indian and/or Alaska Native (40-83 percent), male (53-76 percent), and between the ages of 25 and 59 (61-90 percent).

Grantees report that the following services were provided most frequently to families over the four reporting periods.²⁰⁶

- 892 one-to-one supervised visits were provided to 81 families
- 321 supervised exchanges were provided to 20 families

Our goal of providing a safe environment for families has been achieved. We have good communication with Tribal Security as well as the local sheriff's department. The visitation center is monitored by camera in and outside of the building. The doors are pad locked and coded. Also, the format of visitations, (i.e., the non-custodial parent being the first one to arrive and the last to leave allows for the custodial parent to arrive and leave) at ease. Supervised visitation enables children to remain in contact with their non-custodial parent while still building the relationship between the child and parent. This effectively allows the parents to work on their issues outside of the visits with the children and at the same time allowing the child to maintain a relationship with both parents in a safe environment. This also allows the child to see the non-custodial parent without incident, providing heightened safety for the family.

- *Southern Indian Health Council, Inc.*

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 jurisdictional scenarios, depending on whether the state is affected by Public Law 280 or similar statute²⁰⁷, and whether the tribe has

²⁰⁶Families 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.

²⁰⁷Public 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 Investigation or the Bureau of Indian Affairs has jurisdiction in many cases. Tribal justice systems, where they exist, have concurrent jurisdiction over certain cases for which the maximum sentence is 3 years in jail and a fine of not more than \$5,000 which is a result of the passage of the Tribal Law & Order Act in 2010.

a criminal justice system (full or partial). Additionally, there are jurisdictions that do not have reservations, or even contiguous Indian land. 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. 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 in their own codes 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

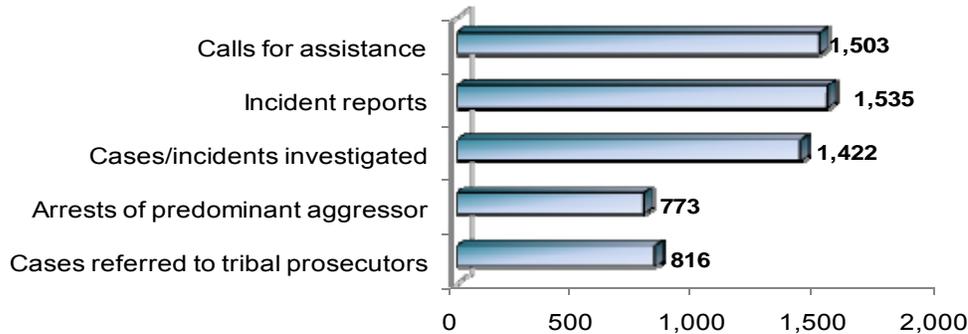
Law enforcement officers are crucial to the justice and prevention of victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking. Tribal law enforcement officers respond to emergency calls for assistance, interview the initial and best witnesses, and are often familiar with the personalities and circumstances involved. Every other agency including prosecution is dependent upon them for their information and understanding of a case. For this reason, it is not uncommon for tribal law enforcement officers to provide continuing assistance throughout the entire length of the case. Further, the manner in which tribal law enforcement responds to a call is critical. Their response and attitude may influence whether victims 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 used in administering justice (Tribal Court Clearinghouse, 2008). While some tribes have chosen to adopt “mainstream” criminal justice approaches, others are choosing to employ their own traditional manner of justice. Tribal law enforcement is generally highly respected as their initial assessment of a crime and the impact it will have on their community is usually accurate. 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: 15 (10 percent of grantees)²⁰⁸

²⁰⁸This number reflects an unduplicated count of grantees; grantees may have received funds in more than one six-month reporting period.

Figure 25. Law enforcement activities in Tribal Governments Program sexual assault, domestic violence, dating violence, and stalking cases for all reporting periods



NOTE: Grantees report only on law enforcement activities that are funded under the Tribal Governments 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.

Table 59. Law enforcement activities in Tribal Governments Program sexual assault, domestic violence, dating violence and stalking cases for all four reporting periods, by type of victimization

Activity	Sexual Assault	Domestic violence/dating violence	Stalking	Total activities
Calls for assistance	100	1,344	59	1,503
Incident reports	98	1,388	49	1,535
Cases/incidents investigated	97	1,276	49	1,422
Arrests	12	759	2	773
Referrals of cases to tribal prosecutor	31	759	26	816

Funding has allowed our agency to dedicate one officer to the Domestic Violence Program and expand law enforcement services to victims of domestic violence to include both Native American and non-Native women who reside within the exterior boundaries of the Pueblo of Pojoaque. Our agency has also increased domestic violence efforts with other local law enforcement agencies to include the Santa Fe County Sheriff's Departments and the Bureau of Indian Affairs resulting in a positive impact on domestic violence. In the future the increased cooperation will aid in more effective and efficient response to domestic violence within the exterior boundaries of the Pueblo of Pojoaque.

- Pueblo of Pojoaque

Funding a detective dedicated to investigating violence against women is critical. The investigation and ultimate conviction of a violent perpetrator sends the message that violent crimes will be investigated and those found guilty will be punished under the laws. In addition, this process helps the victim in the healing process. It lets the victim know that violence will not be tolerated. Also, tribal reservations that are known for having aggressive professional law enforcement and investigators create concern amongst violent perpetrators who tend to prey on women who may be vulnerable and not as protected. A well-trained law enforcement agency can be a prevention tool used to discourage the violent offender.

- Lummi Indian Nation

Prosecution

Tribal prosecutors play a significant role in securing safety and justice for Native victims/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 (Tribal Court Clearinghouse, 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/survivors, 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, 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, 1993; Garner & Maxwell, 2008b; Gover et al., 2003; Jolin et al., 1998; Tolman & Weisz, 1995; Wooldredge & Thistlethwaite, 2005; Wooldredge, 2007). The key to reduced recidivism is not prosecution per se, but sentencing that imposes meaningful sanctions in direct proportion to offender danger.

Tribal Governments Program grantees that use funds for prosecution activities may pursue prosecution by making referrals to appropriate external agencies and/or by prosecuting case referrals received. Domestic violence cases may include any assaults, battery, vandalism or other offenses that occurred in a domestic violence incident.

- Number of individual grantees using funds for prosecution: 5 (3 percent of grantees)²⁰⁹

²⁰⁹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

- Prosecutors received 1,176 sexual assault, domestic violence, dating violence, and/or stalking case referrals and filed charges in 1,013 (86 percent) of the cases.

Table 60. Disposition of cases by prosecutors funded by the Tribal Governments Program for all four reporting periods

Activity	Number
Total number of cases disposed of	385
Total number of cases dismissed	135
Total number of convictions (including deferred adjudications)	249
Total number of victim/survivor referrals to tribal victim services	135

Courts

There is widespread variety in the types of tribal court systems, and the laws are unique to each tribal nation. Some tribal courts resemble Western-style courts, where written laws and rules of court are applied. Many tribes deploy 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 the “rule of law” and due process are operative.

Courts funded by the Tribal Governments program conduct a range of activities.

- Number of individual grantees using funds for court activities: 3 (2 percent of grantees)²¹⁰

Table 61. Disposition of court cases funded by the Tribal Governments Program for all four reporting periods

Activity	Number
Total number of new cases	569
Total number of cases disposed of	141
Total number of cases dismissed	49
Total number of convictions (including deferred adjudications)	92

The court review hearings implemented by project staff were enhanced when the Tribe hired a judge who had experience with domestic violence cases and had received training. His addition to our court system has had a positive impact on the prosecution of offenders and holding them accountable. We have also established

²¹⁰This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

a good relationship with him, and we can usually get our protection orders signed immediately. The project personnel walk them directly to him. He reads and signs them and returns the papers immediately. It has been a great source of comfort for our victims.

- Rosebud Sioux Tribe

Tribal Probation/Offender Monitoring

Offender monitoring occurs when the court schedules probation or court reviews to determine whether offenders are complying with the terms of their sentences.

- Number of individual grantees using funds for review activities: 9 (6 percent of grantees)²¹¹
- 1,511 offenders received 3,748 face-to-face monitoring contacts throughout the four reporting periods.

Table 62. Probation activities funded by the Tribal Governments Program for all four reporting periods

Activity	Number
Total number of offenders	2,037
Total number of offenders who completed probation	317
Offenders completing probation without violations	168
Offenders completing probation with violations	149

Without the Tribal Governments program we would not be able to directly assist Native victims of domestic violence, and we would not be able to hold offenders accountable for their actions through our probation service. In this area, victim services are in short supply; when they are available an issue such as transportation to the service provider can negate the existence of the service. It is gratifying to be able to transport most of our clients where they need to go. Our probation service, while holding the offenders accountable, also does this in a respectful manner, teaching violators that respect and not force is the preferred way to address people.

- Eight Northern Indian Pueblos Council

Remaining Areas of Need

Overall, tribes indicated a critical need for improved relationships with federal, state, and local partners, including the Bureau of Indian Affairs, FBI, federal and state prosecutors, and state and tribal law enforcement agencies. Tribes report slow response, lack of follow-up, and little, if any, victim notification, all of which not only jeopardize victim safety but also create an environment ripe for further incidents. Tribes also expressed a need for stiffer penalties for habitual offenders. To

²¹¹This number reflects an unduplicated count of grantees; grantees are only counted once, even if they reported data in more than one six-month reporting period.

this end, the need for domestic violence and sexual assault registries was also commonly expressed. These registries would reduce the ability of the perpetrators to move from reservation to reservation or to states, concealing their past abusive crimes. Finally, grantees expressed a need for a judicial review process for offenders that would allow victims/survivors of sexual assault, domestic violence, dating violence, and stalking to have a voice in dealing with the offender.

Another pressing need noted by tribes was an increase in safe housing options. In particularly remote and rural areas, the availability of housing is woefully limited. It was reported that victims/survivors will often choose to stay in the abusive situation due solely to the lack of available housing in the community and their significant discomfort in seeking shelter outside the community. Affordable housing is also an issue. Given the economic environment, fuel costs, food costs, lack of employment options, child care costs, etc., victims/survivors are often faced with a dilemma that at times may cause them to reconsider leaving the abusive situation.

Tribes expressed an ongoing and overwhelming challenge when dealing with non-Native providers: the need to explain why culturally relevant services are required for Native victims/survivors. Not only is this a daunting task, but one that is critical to creating safe, confidential options for victims/survivors outside of often close-knit tribal communities.

Finally, many tribes discussed the need to address the impact on the family and community from sexual assault against adults and children. Most communities do not have specialized services available to address these issues. The need for resources and tools is fundamental to the healing process.

Technical Assistance Program

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 domestic violence, sexual assault, dating violence, and stalking. OVW's technical assistance projects offer educational opportunities, conferences, peer-to-peer consultations, site visits, and tailored assistance that allow 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 OVW TA Program is to provide direct assistance to grantees and subgrantees to enhance the success of the 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.

General Grant Information

Information for this chapter was submitted by 195 individual TA Program projects located in 113 agencies for the period July 1, 2007 to June 30, 2009. Unless otherwise noted, data were included for all four six-month reporting periods. The number of projects reporting in each six-month period was as follows:

- July–December 2007: 95
- January–June 2008: 98
- July–December 2008: 158
- January–June 2009: 136

Training

Technical assistance providers offer training events to OVW grantees to enhance services for victims of sexual assault, domestic violence, dating violence, and stalking; to improve offender accountability; and to promote coordinated community responses to reduce violence against women.

The most common topics of training events were: advocate response, domestic violence overview, dynamics, and services; coordinated community response; safety planning for victims/survivors; and confidentiality.

- Number of individual TA Program projects using funds for training: 144 (75 percent of all projects)²¹²
- Total number of training events: 2,464
- Total number of people trained with TA Program funds: 112,073

Technical Assistance

TA Program projects provide technical assistance to OVW grantees through site visits, consultations, responses to information requests, and referrals. Technical assistance activities are provided to OVW grantees in order to assist their work in a comprehensive and consistent manner. These activities may include, among other things: providing guidance on developing, revising, and implementing policies, protocols and procedures; building a coordinated community response and community support; and overcoming barriers to effective service delivery.

The most common topics of technical assistance included: collaboration, curricula and training issues, response to domestic violence victims/survivors, policy/protocol development, and program development.

- Number of individual TA Program projects using funds for technical assistance: 111 (58 percent of projects)²¹³
- Total number of technical assistance site visits: 1,039
- Total number of other technical assistance consultations provided: 36,157
- Total number of information request responses: 37,684
- Total number of referrals: 17,389
- Total technical assistance activities provided: 92,269²¹⁴

Underserved Populations

TA providers use funds to develop or enhance standards, protocols, or procedures for underserved populations and to encourage the representation of underserved populations in coordination activities. Populations may be considered underserved because of geographic location (e.g., rural isolation), composition of racial and ethnic populations, and populations underserved because of special needs (such as language barriers, disabilities, immigrant status, or age).

- Number of individual TA Program projects using funds to address underserved populations: 119 (62 percent of projects)²¹⁵

²¹²This number reflects an unduplicated count of projects; projects are only counted once, even if they received funds in more than one six-month reporting period.

²¹³This number reflects an unduplicated count of projects; projects are only counted once, even if they received funds in more than one six-month reporting period.

²¹⁴ This number is the total of all the technical assistance activities listed above including site visits, consultations, information requests, and referrals.

Individual TA Program projects engaged in specific activities to address underserved populations in the following ways²¹⁶:

- Developing materials for underserved populations: 68
- Identifying gaps in services: 95
- Identifying underserved populations: 72
- Encouraging representatives of historically underserved groups to participate in meetings: 66
- Coordinating a task force/caucus to address issues concerning underserved populations: 32
- Training/technical assistance regarding culturally appropriate services for historically underserved populations: 82

Selected Technical Assistance Providers

The work of four OVW TA providers is highlighted below. Each of these providers receives funding from OVW to offer training and technical assistance to grantees from a specific OVW grant program. The National Network to End Domestic Violence (NNEDV) provides technical assistance to Transitional Housing Assistance Program Grant for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault (Transitional Housing) Program grantees. The Vera Institute of Justice (Vera), through their Accessing Safety Initiative, works with Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities (Disability) Program grantees. The Battered Women’s Justice Project (BWJP) is a national technical assistance provider for Grants to Encourage Arrest Policies and Enforcement of Protection Orders (Arrest) Program grantees. The Wisconsin Coalition Against Domestic Violence (WCADV), through their National Clearinghouse on Abuse in Later Life (NCALL), supports the work of Enhanced Training and Services to End Violence and Abuse of Women Later in Life (Abuse in Later Life) Program grantees.

National Network to End Domestic Violence, Transitional Housing Program

NNEDV assists Transitional Housing grantees in developing and implementing comprehensive programs that will best serve the needs of victims/survivors looking for long-term, safe, affordable housing options in their communities. Across the country, local transitional housing programs face increasingly complex cases, growth in demand for services, and lack of resources. These programs need support and information to ensure that the needs of victims/survivors who are transitioning from shelter to a safe home of their own are met.

NNEDV keeps grantees connected so that they have the opportunity to continuously learn from each other; to share resources, knowledge, and experience; and to support each other. For example, if one grantee has knowledge about and experience working

²¹⁵This number reflects an unduplicated count of projects; projects are only counted once, even if they received funds in more than one six-month reporting period.

²¹⁶ These numbers reflect an unduplicated count of projects; projects are only counted once, even if they receive funds in more than one six-month reporting period.

with state housing authorities on the availability of safe and affordable housing for victims of violence, they can provide support to a grantee who is navigating housing issues in another state. Because NNEDV is knowledgeable about all of the work of the grantees, local projects can be easily matched for peer support and technical assistance as needed. Finally, through close connections with Transitional Housing grantees and OVW staff, NNEDV is in the unique position of completing a knowledge loop around emerging issues and challenges in the field. This closed loop of information strengthens the national, state, and local response to domestic and sexual violence and ultimately saves lives.

Just wanted to tell you (NNEDV) that I appreciate, as I am sure others do as well, these training opportunities and websites to check out. My world can get pretty small unless someone helps expand it. Thanks.

- *Friendship Home, Nebraska*

Thank you (NNEDV) for providing a very helpful training! Because I am new to this position, I learned a LOT! Thank you also for taking time to answer my personal questions. You were very patient with my lack of knowledge!

- *Every Woman's Place, Michigan*

Thank you (NNEDV) so much for your hard work - the conference was very informative and motivating. Not only do I have some ideas that I think will be helpful but I am energized to make a difference with my clients.

- *ADVOCAP, Wisconsin*

Working exclusively with Transitional Housing Program grantees, NNEDV conducted 1,210 technical assistance activities, including nine site visits, 870 other consultations, responses to 107 information requests, and 224 referrals. NNEDV staff spent 990 hours providing technical assistance during the two years covered by this report. NNEDV also conducted 19 training events, trained a total of 1,209 professionals, and spent 162 hours conducting training between July 1, 2007 and June 30, 2009.

Table 63: NNEDV technical assistance activities

Reporting Period	Site visits	Technical assistance			Training			Hours spent on training
		TA consultations	Information request responses	Referrals	Hours spent on TA	Training events	People trained	
JD'07	2	300	25	20	490	4	355	39
JJ'08	3	184	33	100	170	4	270	45
JD'08	2	176	15	47	130	3	130	19
JJ'09	2	210	34	57	200	8	454	59
Totals	9	870	107	224	990	19	1,209	162

Vera Institute of Justice – Center on Victimization and Safety, Accessing Safety Initiative

Through the Accessing Safety Initiative, Vera provides comprehensive training and technical assistance to the recipients of OVW’s Disabilities Grant Program to improve services for individuals with disabilities and Deaf individuals who are survivors of domestic and sexual violence. Vera fosters multi-disciplinary collaborations between disability and victim services organizations, provides consultation to enhance organizational capacity to serve survivors with disabilities and Deaf survivors, and delivers training to better equip service providers and criminal justice personnel to work with survivors with disabilities. These services create more safe and accessible options for survivors across the country.

Vera has helped disability organizations develop and implement screening tools to identify people who have experienced domestic or sexual violence and implement procedures that ensure grant-funded staff provides basic safety planning and other crisis interventions to survivors. Vera has also helped rape crisis centers and domestic violence programs remove physical, attitudinal, and programmatic barriers that prevent people with disabilities from using those services; created policies and procedures to provide people with disabilities the accommodations they need to fully participate in programming; and made their services more welcoming to people with disabilities.

Vera has fostered formal relationships between disability and victim services organizations. Together, they have developed inter-agency agreements to share resources, address confidentiality, effectively make referrals, and successfully work together to serve survivors with disabilities. Through the design of OVW’s grant program, Vera’s technical assistance, and the hard work and dedication of the grantees, organizations receiving funds from the Disability Grant Program are better equipped to serve survivors with disabilities. As a result, survivors with disabilities in grant-funded communities, who historically could not access services they needed for safety, are now finding their disability providers to be more responsive to violence against women issues and their violence against women providers to be more accessible.

The supports available through the grant have been extremely valuable. Technical assistance from Vera Institute, grantee meetings, conference calls/meetings with project directors, and the availability of the OVW officer have provided the needed resources to support our work on systemic change. We believe that our community level efforts will mirror the same benefits. The time invested in the planning process as well as available supports through the grant will be the key to promoting systems change.

- Department of Human Services, Illinois

Technical assistance from OVW, from the VERA Institute of Justice, and local technical assistance has provided strong guidance and momentum for the work of the Collaborative. Attendance at conferences and all-sites has been invaluable in creating new

perspectives, understanding barriers and challenges, and in networking.

- *30th Judicial District Domestic Violence-Sexual Assault Coalition, North Carolina*

Working exclusively with Disability Program grantees, Vera conducted 3,191 technical assistance activities, including 430 site visits, 2,484 consultations, responses to 262 information requests and 15 referrals. Vera staff spent 4,928 hours providing technical assistance during the two years covered by this report. Vera also conducted 17 training events, trained a total of 878 professionals, and spent 220 hours conducting training between July 1, 2007 and June 30, 2009.

Table 64: Vera technical assistance activities

Reporting Period	Technical assistance					Training		
	Site visits	TA consultations	Information request responses	Referrals	Hours spent on TA	Training events	People trained	Hours spent on training
JD'07	110	689	82	15	1,296.50	4	230	45
JJ'08	81	763	51	0	1,463.10	4	181	36
JD'08	146	496	62	0	888.00	6	356	83
JJ'09	93	536	67	0	1,280.50	3	111	56
Totals	430	2,484	262	15	4,928.10	17	878	220

Battered Women's Justice Project

Projects funded under the Arrest Program support enhancement of a community's coordinated response to crimes of sexual assault, domestic violence, dating violence, and/or stalking, and encourage collaborative partnerships between criminal justice agencies and victim service providers. BWJP is a national resource center on civil and criminal justice responses to domestic violence that provides technical assistance to Arrest Program grantees. Since 1996, BWJP has delivered training and technical assistance on emerging issues and innovative practices through national conferences, multi-disciplinary workshops, professional institutes, on site consultations, teleconferences, videoconferences and webinars. To stay in touch with the needs of the field, BWJP also surveys grantees every few years and subsequent technical assistance efforts address their concerns.

The impact of this technical assistance can be seen in unsolicited feedback to BWJP from the grantees. The following note from a local prosecutor to BWJP refers to training it provided on how to address witness intimidation by defendants:

I just wanted to follow up with you about the training we had at our correctional center. I think it went really well and the materials I had, especially the clip from the Wisconsin case, were all very powerful. I've been working with the administration for years to try to address some serious issues going on at our facility with no success. Now that we've gotten our correctional officers invested

in this process, I think we'll see some changes. Thank you for your help!

The District Attorney's Council in Oklahoma requested that BWJP staff conduct trainings for a number of teams from jurisdictions around the state:

With the help of your expertise and knowledge, we were able to ... assist our newly formed Coordinated Community Response Teams in responding to domestic violence in their communities. The participant evaluations proved to be very complimentary ... One participant commented on the most valuable part of the training, "It did not explain how to set up our CCR team, but even better ... It taught a thought process for us to build and problem-solve a whole variety of issues."

BWJP delivers Advocacy Institutes to Arrest grantees whose vital work both supports individual victims and promotes change in criminal justice agencies on behalf of all victims. These participatory training institutes are designed to enhance the effectiveness of advocates working to improve criminal justice responses in their communities. A recent attendee at an Advocacy Institute on system's change wrote:

I am planning on sharing some of the tools you gave us with the rest of my team here at the YWCA in Yakima. I really appreciate all of your time and effort that was put into this training - it was an amazing experience and I hope to utilize all of the skills I learned. Thank you!

Constant changes in public policy and case law continuously present challenges to the grantees' efforts to enhance victim safety and offender accountability. The vibrant training and educational events conducted through BWJP provide grantees with timely analysis of the implications of emerging issues and with opportunities to network with peers to swiftly promote promising ideas and practices across jurisdictions.

The grant funds have enabled the DV [domestic violence] Division to bring to Mississippi speakers of national renown, including representatives from BWJP, to bring the best and most current practices to our state, and provide valuable knowledge to our practitioners. Without grant funding, holding a statewide domestic violence conference would have been an impossibility. Additionally, DV Division staff and project partners have been able to attend national training around the county on a number of issues, including stalking and the development of CCR. And without the creation of this division, progress on the development of an offense report database and domestic violence protective order registry would not have occurred.

- Mississippi Attorney General's Office

Working exclusively with Arrest Program grantees, BWJP conducted 4,107 technical assistance activities, including 25 site visits, 14 consultations, and responses to 4,068 information requests, BWJP staff spent 2,540 hours providing technical assistance during the two years covered by this report. BWJP also conducted 104 training events, trained a total of 5,983 professionals, and spent 1,121 hours conducting training between July 1, 2007 and June 30, 2009.

Table 65: BWJP technical assistance activities

Reporting Period	Technical assistance					Training		Hours spent on training
	Site visits	TA consultations	Information request responses	Referrals	Hours spent on TA	Training events	People trained	
JD'07	5	0	969	0	500	34	1,059	321
JJ'08	8	0	869	0	500	17	812	160
JD'08	12	2	999	0	500	32	2,194	286
JJ'09	0	12	1,231	0	1,040	21	1,918	354
Totals	25	14	4,068	0	2,540	104	5,983	1,121

“JD” refers to the June to December project reporting period; “JJ” refers to the January to June project reporting period.

Wisconsin Coalition Against Domestic Violence, National Clearinghouse on Abuse in Later Life (NCALL)

NCALL serves Abuse in Later Life Program grantees, other OVW grantees and technical assistance providers, and potential OVW grantees by providing information, consultation, and training. Since elder abuse is still an emerging field, many OVW grantees and local domestic violence and sexual assault advocates work with younger victims but require training and technical assistance to provide services to older adults. Likewise, adult protective service workers and professionals working in aging networks may be unfamiliar with the power and control dynamics present in domestic violence cases. Technical assistance and training have improved how these professionals respond to older victims/survivors.

NCALL has worked with the Federal Law Enforcement Training Center, the National District Attorneys Association, the National Council of Juvenile and Family Court Judges and the Family Violence Prevention Fund to create model national curricula on elder abuse for law enforcement, prosecutors, and judges. These training curricula have been extremely well received and are ensuring that justice professionals hold offenders accountable.

The technical assistance provided by NCALL enhances coordination and communication among professionals working on a local level as well. NCALL works with grantees and their partner agencies to build or enhance a coordinated community response to abuse in later life. As a result of improved communication and collaboration, many local providers have changed policies, protocols, and practices to address elder abuse. Without the training and tools provided by NCALL, previous grantees were unable to build partnerships and improve collaboration.

Effective technical assistance helps local providers by linking them with national experts and resources, as well as other grantees. With access to these resources, grantees no longer have to reinvent the wheel but rather can adapt proven, existing materials to their local circumstances. Given the complexity of elder abuse cases, grantees benefit significantly from the support, information, training, and

consultation they receive from NCALL and other OVW technical assistance providers.

NCALL has heard very positive remarks from grantees regarding the [Abuse in Later Life Program] grants. Many have communicated to us the changes that they are seeing in their communities in response to abuse in later life/elder abuse. Law Enforcement and justice personnel are reporting they are more aware of elder abuse cases when responding to situations/cases that in the past, they would not have identified as abuse. Additionally, grantees are reporting that working relations between agencies are being strengthened as a result of the efforts to work together on these projects.

- *National Clearinghouse on Abuse in Later Life, Wisconsin*

Working exclusively with Abuse in Later Life Program grantees, WCADV conducted 20 training events, trained a total of 1,336 professionals, and spent 5,047 hours conducting training between July 1, 2007 and June 30, 2009.

Table 66: WI Coalition Against DV Abuse in Later Life Grants Program training activities²¹⁷

Reporting Period	Training events	People trained	Hours spent on training
JD '07	9	488	1,186.50
JJ'08	4	104	2,069.00
JD'08	3	592	1,791.00
JJ'09	4	152	n/a
Totals	20	1,336	5,046.50

“JD” refers to the June to December project reporting period; “JJ” refers to the January to June project reporting period.

²¹⁷No technical assistance data is presented in this table because the Abuse in Later Life Program reporting form does not have a section on technical assistance. Please note that, as of January 2009, Abuse in Later Life Program grantees reported training events differently from earlier reporting periods.

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