



2014 REPORT TO CONGRESS GRANT FUNDS USED TO ADDRESS STALKING

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Stalking Victimization in the United States

Stalking is a pattern of repeated and unwanted attention, harassment, contact, or any other course of conduct directed at a specific person that would cause a reasonable person to feel fear.¹ It may include intrusive and frightening communications from the perpetrator by phone, mail, email, or social media. It can also include putting a victim under surveillance, making direct or indirect threats to harm the victim, people close to the victim, or pets; and damaging or threatening to damage property. Perpetrators often use electronic media to stalk their victims, by harassing the victim over the Internet, posting information or spreading rumors about the victim on social media, obtaining personal information by accessing Internet records, and using GPS and spyware to track the victim's activities and whereabouts.²

The Bureau of Justice Statistics (BJS) reported that approximately 3.3 million people age 18 or older were stalked in the 12 months preceding the 2012 National Crime Victimization Survey (NCVS),³ and the National Intimate Partner and Sexual Violence Survey (NISVS), administered by the Centers for Disease Control and Prevention (CDC), has found that about 1 in 7 (15.2%) women and 1 in 19 (5.7%) men have experienced stalking at some point in their lives.⁴ Women who are divorced or separated experience the highest rate of stalking.⁵ The majority of victims are stalked by people they know, and 60.8% of female victims and 43.5% of male victims of stalking are stalked by a current or former intimate partner.⁶ Female stalking victims report that stalking tactics most often include unwanted phone calls (78.8% of victims reported this), being approached by the perpetrator or having the perpetrator show up where the victim is (57.6%), being watched or followed (38.6%), receiving unwanted gifts from the perpetrator (26.4%), and the perpetrator sneaking into the victim's home or car (22.9%).⁷

¹ The Office on Violence Against Women, United States Department of Justice.

<https://www.justice.gov/ovw/areas-focus#stalking>.

² Stalking Resource Center. (2012). *The use of technology to stalk*. Available at:

<http://victimsofcrime.org/our-programs/stalking-resource-center/stalking-information/the-use-of-technology-to-stalk>.

³ Catalano, S. (2012, September). *Stalking victims in the United States—Revised*. Washington, DC: United States Department of Justice, Bureau of Justice Statistics. Available at:

http://www.bjs.gov/content/pub/pdf/svus_rev.pdf

⁴ Breiding, M. J., Smith, S. G., Basile, K. C., Walters, M. L., Chen, J., & Merrick, M.T. (2014). *Prevalence and characteristics of sexual violence, stalking, and intimate partner violence victimization—National Intimate Partner and Sexual Violence Survey, United States, 2011*. MMWR: Surveillance Summaries, 63(SS-8), 1-18 *Morbidity and Mortality Weekly Report: Surveillance Summaries*, 63(8).

⁵ Baum, K., Catalano, S., Rand, M., & Rose, K. (2009). *Stalking victimization in the United States*. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics. Retrieved from:

<https://www.justice.gov/sites/default/files/ovw/legacy/2012/08/15/bjs-stalking-rpt.pdf>.

⁶ Breiding, Smith, Basile, Walters, Chen, & Merrick (2014)

⁷ Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report*. Atlanta, GA: National Center for Injury Prevention and Control, Centers

Perpetrators who stalk victims do so repeatedly, and over a significant period of time: Nearly half (46%) of stalking victims report at least one unwanted contact per week. Forty percent reported being stalked for six months or less, and about 11% report being stalked by the same person for five years or more.⁸

In addition to the relentless nature of the crime, stalking is also a significant risk factor for domestic violence-related homicide. In a study of cases of actual or attempted domestic violence homicide involving a female victim who was physically assaulted by her violent partner in the preceding year, nearly all (90%) of the victims were also stalked by their assailant.⁹ Of the women in that study who were murdered, 54% had reported the stalking to police before they were killed. Another study assessing police records found that domestic violence cases with features of stalking or stalking charges were more threatening and violent than cases without elements of stalking.¹⁰

Young adults and people in the lowest income brackets experience higher rates of stalking.

According to the NISVS, a person with an annual household income under \$25,000 is more than twice as likely to be stalked than a person with an annual household income over \$75,000, and people with household incomes under \$15,000 are at even greater risk for stalking.

More than half of female stalking victims (53.8%) were first stalked before they were 25 years old; that figure is similar for male victims of stalking (47.7%).¹¹ Research has found that stalking is more common on college campuses than in the general

A legal advocate is on hand every weekday morning at the courthouse to assist with paperwork regarding restraining and stalking orders. The paperwork can be extremely overwhelming for victims. The advocate is there to ensure that the petitioner understands differences in each type of order. Further, the advocate can assist with danger assessment and safety planning. Without the funding from the Arrest Program, the court would not be able to respond to issues of non-compliance as quickly and victims would not receive as many services.

Linn County, Iowa

for Disease Control and Prevention. Retrieved from:

http://www.cdc.gov/ViolencePrevention/pdf/NISVS_Report2010-a.pdf.

⁸ Baum, Catalano, Rand, & Rose (2009)

⁹ McFarlane, J., Campbell, J.C., Wilt, S., Sachs, C., Ulrich, Y., and Xu, X. (1999). Stalking and intimate partner femicide. *Homicide Studies*, 3(4), 300–316.

¹⁰ Klein, A. K., Salomon, A., Huntington, N., Dubois, J., & Lang, D. (2009). *A statewide study of stalking and its criminal justice response*. (NCJ 228354). Washington, DC: U.S. Department of Justice, National Institute of Justice.

¹¹ Breiding, Smith, Basile, Walters, Chen, & Merrick (2014)

population.¹² According to one study of nearly 1,600 college students, 42.5% had experienced some form of stalking victimization. However, victims often do not recognize stalking as a crime.¹³ Of those students reporting behavior that qualified as stalking, only about one quarter (24.7%) self-identified as stalking victims, and their likelihood of acknowledging the behavior as stalking was linked with more severe and injurious actions by the offenders.

Being stalked, and suffering the fear and threats that characterize the crime, is significantly correlated with the severity of symptoms of posttraumatic stress disorder (PTSD) and psychological distress endured by female victims.¹⁴ Stalking burdens victims with numerous tangible and intangible costs, from emotional trauma to financial ruin. Anxiety, insomnia, and depression, and other symptoms of traumatic stress are much higher among stalking victims than people who have not been stalked.¹⁵ Furthermore, stalking by a current or former intimate partner has been found to escalate victims' fear and distress, with victims being significantly afraid that their stalkers would physically or sexually assault them, harass them and their loved ones, threaten their children, cause financial problems, or humiliate them publicly.¹⁶

¹² See, for example: Buhi, E. R., Clayton, H., & Surrency, H. (2009). Stalking victimization among college women and subsequent help-seeking behaviors. *Journal of American College Health, 57*(4), 419–426.

¹³ McNamara, C. L., & Marsil, D. F. (2012). The prevalence of stalking among college students: The disparity between researcher-and self-identified victimization. *Journal of American College Health, 60*(2), 168–174.

¹⁴ Fleming, K. N., Newton, T. L., Fernandez-Botran, R., Miller, J. J., & Burns, V. E. (2012). Intimate partner stalking victimization and posttraumatic stress symptoms in post-abuse women. *Violence against Women, 18*(12), 1368-1389.

¹⁵ Blaauw, E., Winkel, F. W., Arensman, E., Sheridan, L., & Freeve, A. (2002). The toll of stalking: The relationship between features of stalking and psychopathology of victims. *Journal Of Interpersonal Violence, 17*(1), 50-63; and, Brewster, M. (2002). Trauma symptoms of former intimate stalking victims. *Women and Criminal Justice, 13*(2/3), 141-161.

¹⁶ Logan, T. K., Walker, R., Hoyt, W., & Faragher, T. (2009). *The Kentucky civil protective order study: A rural and urban multiple perspective study of protective order violation consequences, responses, and costs*. (NCJ 228 350). Washington, D.C.: U.S. Department of Justice, National Institute of Justice. Available at: <http://www.ncjrs.gov/pdffiles1/nij/grants/228350.pdf>.

In addition to the emotional and psychological toll of stalking, victims also face financial hardship as they may have to move, cancel cell phone plans, change jobs, reduce employment, or purchase expensive security systems in attempts to remain safe. One study found that domestic violence victims who were stalked after obtaining a protection order incurred an average of \$610 in property damage or loss in a six-month period, compared to \$135 for victims whose abusers violated protection orders in ways that did not include stalking, and \$15 for those whose protection orders were not violated and who were not stalked.¹⁷ Victims who were stalked after the protection order was issued also lost more work time (78 hours) than victims who did not experience further abuse or stalking while a protection order was in place (4 hours). Loss of productivity as a result of stalking, regardless of whether the victim had a protection order, was also studied through the NCVS, which found that of stalking victims who had jobs, 13.1% reported they had missed work due to fear or concern for their safety, more than half lost five or more days of work during the previous 12 months.¹⁸

All too often, victims of stalking feel that no one understands what they are going through. Even police at times treat stalking as less than a crime. Stalking victims express relief when they can speak with an advocate who listens and provides concrete information on stalking behaviors. In addition, an advocate trained about stalking can provide insight to police and district attorneys. Victims of stalking in our community are served to an extent not possible without [OVW] funding.

Bucks County, Pennsylvania

Stalking is an underreported crime. While the NCVS found that 41% of female stalking victims reported their victimization to law enforcement,¹⁹ another study put that rate at 17%.²⁰ Victims' reasons for not reporting include: a belief that the police cannot or will not do anything, fear that they will not be believed, being afraid of the perpetrator, not wanting law enforcement or courts involved in the matter, thinking that the perpetrator's actions are not serious enough to warrant reporting to police, and not having proof of stalking.²¹ Of victims who did report stalking to the police, 20% said no action was taken after they reported it, and 20% of those victims said they perceived the reason for inaction to be that police did not want to get involved (29%), had no legal authority

¹⁷ Logan, T. K., & Walker, R. (2010). Toward a deeper understanding of the harms caused by partner stalking. *Violence and Victims*, 25(4), 440-455.

¹⁸ Baum, Catalano, Rand, & Rose (2009)

¹⁹ Ibid.

²⁰ Fisher, B., Cullen, F., & Turner, M. (2002). Being pursued: Stalking victimization in a national study of college women. *Criminology and Public Policy*, 1(2), 257-308.

²¹ Logan, T. K., Cole, J., Shannon, L., & Walker, R. (2006). *Partner stalking: How women respond, cope, and survive*. New York: Springer Publishing Company; Tjaden, P. & Thoennes, N. (1998). *Stalking in America: Findings from the national violence against women survey*. (NCJ 169 592). Washington, DC/Atlanta, GA: National Institute of Justice and the Centers for Disease Control and Prevention; and Logan, T. K., Walker, R., Hoyt, W., & Faragher, T. (2009).

(18%), or were inefficient or ineffective (16%). About half of victims who reported stalking to the police said the stalking situation remained the same after making the report.²² Furthermore, research has documented that stalking is rarely identified in domestic violence cases that include elements of stalking,²³ and people arrested for stalking often are not prosecuted.²⁴ For a summary of research on intimate partner stalking, see [Research on Partner Stalking: Putting the Pieces Together](#).²⁵

Stalking Laws

Stalking is a crime in all 50 states, the District of Columbia, U.S. territories, and under Federal law. While stalking laws and definitions vary from state to state, it is generally defined as a course of conduct directed at a specific person that causes actual fear or would cause a reasonable person to feel fear. In establishing fear, some states require that the victim fear serious bodily injury or death, either to themselves or a third person, while others require that the victim to fear for their safety or suffer from emotional distress. Course of conduct is generally defined as two or more acts that take place on separate occasions, without legitimate purpose or lawful authority, that evidence continuity of purpose. Depending on the state, stalking is either a crime of general or specific intent.

The classification of stalking varies across states, too. According to the Stalking Resource Center, more than half of states classify stalking as a felony only upon the second or subsequent offense or when the crime involves one or more aggravating factors.²⁶ Aggravating factors can include possession of a deadly weapon, violation of a court order or condition of probation/parole, the victim is less than 16 years old, or the victim is the same as prior occasions. Less than one third of states classify stalking as a felony upon first offense.²⁷

Although stalking is a crime in every state, civil protections for stalking victims have yet to catch up to criminal laws. The Stalking Resource Center reports that only 13 states

²² Baum, Catalano, Rand, & Rose (2009)

²³ See, for example: Tjaden, P. & Thoennes, N. (2001). *Stalking: Its role in serious domestic violence cases*. Washington DC: U.S. Department of Justice, National Institute of Justice; and Caperona, B. (2007). *Domestic Violence in New Mexico, 2006 Highlights*. Albuquerque, NM: State of New Mexico, Department of Health, Office of Injury Prevention.

²⁴ Klein, A. K., Salomon, A., Huntington, N., Dubois, J., & Lang, D. (2009). *A statewide study of stalking and its criminal justice response*. (NCJ 228 354). Washington, DC: U.S. Department of Justice, National Institute of Justice.

²⁵ Logan, T. K. (2010). *Research on partner stalking: Putting the pieces together*. Available at: <https://victimsofcrime.org/docs/Common%20Documents/Research%20on%20Partner%20Stalking%20Report.pdf?sfvrsn=0>.

²⁶ Stalking Resource Center's Stalking Fact Sheet: http://victimsofcrime.org/docs/default-source/src/stalking-fact-sheet-2015_eng.pdf?status=Temp&sfvrsn=0.994206007104367.

²⁷ Ibid.

allow stalking victims to file civil suits against their stalkers to recover actual damages, reasonable court costs, and/or punitive damages.²⁸

Stalking laws have started to keep pace with rapid developments in technology. As the use of email, the Internet, global positioning systems (GPS), social media, and cell phones has expanded, so has their use by stalkers. The Violence Against Women and Department of Justice Reauthorization Act of 2005 expanded the federal interstate stalking statute to include interstate cyberstalking where the victim and perpetrator are present in different states.²⁹ Later, the Violence Against Women Reauthorization Act of 2013 further extended the stalking statute to include intrastate crimes of cyberstalking.³⁰

Some states have enacted separate cyberstalking or cyber-harassment laws, and some states use broader language to cover a wide range of stalking methods. A compilation of state criminal and civil stalking laws, as well as legislative updates, can be found on the Stalking Resource Center's website: www.victimsofcrime.org/src.

Office on Violence Against Women Background

The Office on Violence Against Women (OVW), a component of the U.S. Department of Justice, provides national leadership in developing the nation's capacity to reduce violence against women through the implementation of the Violence Against Women Act (VAWA). Created in 1995, OVW administers financial and technical assistance to communities across the country that are developing programs, policies, and practices, aimed at ending domestic violence, dating violence, sexual assault, and stalking. Since its inception, OVW has awarded over \$6 billion in grants and cooperative agreements and launched a multifaceted approach to implementing VAWA. By forging state, local, and tribal partnerships among police, prosecutors, victim advocates, health care providers, and others, OVW grant programs help provide victims of domestic violence, dating violence, sexual assault, and stalking, with the protection and services they need to pursue safe and healthy lives, while simultaneously enabling communities to hold offenders accountable for their crimes.

²⁸ According to the Stalking Resource Center, Arkansas, California, Kentucky, Michigan, Nebraska, Oregon, Rhode Island, South Dakota, Tennessee, Texas, Virginia, Washington, and Wyoming all allow stalking victims to file civil suits against their stalkers. See: <https://victimsofcrime.org/our-programs/stalking-resource-center/stalking-laws/civil-stalking-laws-by-state>.

²⁹ Pub. L. No. 109-162, § 114 (codified as amended at 18 U.S.C. § 2261A(2)). The Act also updated the definition of a "telecommunications device" to include any device or software that uses the Internet and possible Internet technologies, giving federal prosecutors more charging options to use in stalking cases. *Id.* at § 113 (codified as amended at 47 U.S.C. § 223(h)(1)).

³⁰ Pub. L. No. 113-4 (codified as amended at 18 U.S.C. § 2261A)

OVW currently administers four formula grant programs and 15 discretionary grant programs, as well as six formerly authorized programs that still have open and/or active grants. OVW grant funds are awarded to a variety of recipients. Each discretionary program explicitly defines eligible recipients, which vary based on the program (e.g., states, tribal governments, city and county governments, universities, and private nonprofit organizations, including those serving victims/survivors). Grants are typically awarded for a period of two to three years, though grantees may apply for continuation funding. Formula are awarded annually to each state, the District of Columbia, and the U.S. territories through the Services * Training * Officers * Prosecutors (STOP) Formula Program and the Sexual Assault Services Program (SASP), with award amounts determined by population. The monies awarded to STOP Program and SASP Program grantees are then allocated to subgrantees in their respective jurisdictions.

The Violence Against women Act of 2000 requires grantees and subgrantees to report on the effectiveness of activities carried out with grant funds, including the number of people served and the number of people seeking services who could not be served. To meet this Congressional reporting requirement and those of the Government Performance and Results Act (GPRA) and subsequent legislation, OVW requires all discretionary program grantees to complete semi-annual progress reports and all formula grantees and subgrantees to complete annual progress reports about activities undertaken with their OVW funds.

Since 1995, OVW has provided funding to address the crime of stalking. The snapshot of data that follows is generated from reports from grantees and subgrantees under the STOP Program and OVW discretionary grant programs, spanning January 2011 through December 2012.

For more information on these and other OVW grant programs, please visit: <https://www.justice.gov/ovw/grant-programs>.

Historically, stalking has been minimized and poorly identified as a dangerous form of domestic violence. Arrest Program funding supported training for law enforcement, prosecutors and victim assistants, [who in turn established] a core group to focus on improving identification and prosecution of stalking cases. Post-training, these professionals were able to identify cases where the stalking component was not identified in the early part of the investigation.

Borough of Brooklyn, New York

OVW Discretionary Grantees Addressing the Crime of Stalking

In calendar years 2011 and 2012, fourteen OVW discretionary grant programs reported directing some percentage of grant funds to address the crime of stalking³¹ (see tables 1a and 1b).

Table 1a. Number of discretionary grantees directing some percentage of grant funds to address stalking, 2011

Grant Program	Jan to Jun 2011	Jul to Dec 2011	6-month average ¹
Abuse in Later Life (ALL) Program	22 (61%) (n=36)	24 (59%) (n=41)	23 (60%) (n=39)
Arrest Program	102 (51%) (n=199)	109 (49%) (n=221)	106 (50%) (n=210)
Campus Program	80 (98%) (n=82)	98 (99%) (n=99)	89 (98%) (n=91)
Children and Youth Exposed to Violence (CEV) Program*		5 (31%) (n=16)	5 (31%) (n=16)
Courts Program*		9 (31%) (n=29)	9 (31%) (n=29)
Culturally and Linguistically Specific Services (CLSSP) Program	29 (40%) (n=72)	26 (31%) (n=83)	28 (35%) (n=78)
Disabilities Program	15 (44%) (n=34)	15 (39%) (n=38)	15 (42%) (n=36)
Engaging Men and Youth (EMY) Program	11 (48%) (n=23)	11 (48%) (n=23)	11 (48%) (n=23)
Legal Assistance for Victims (LAV) Program	91 (60%) (n=151)	95 (58%) (n=165)	93 (59%) (n=158)
Rural Program	93 (62%) (n=150)	87 (53%) (n=163)	90 (58%) (n=157)
Supervised Visitation Program	41 (56%) (n=73)	45 (52%) (n=86)	43 (54%) (n=80)
Transitional Housing Program	41 (24%) (n=174)	44 (20%) (n=222)	43 (21%) (n=198)
Tribal Governments Program	98 (52%) (n=188)	108 (52%) (n=206)	103 (52%) (n=197)
Youth Services Program	16 (70%) (n=23)	23 (70%) (n=33)	20 (70%) (n=28)

³¹ To avoid duplication, data are presented for two reporting periods, rather than one full year.

Note: “n” is the number of discretionary grantees that submitted their semi-annual progress reports during the particular reporting period. The percentages shown are percentages of grantees that directed at least 1 percent of their grant funds to address the crime of stalking.

* Because CEV and Courts Program grantees did not submit data prior to the July to December 2011 reporting period, the CEV and Courts Program averages displayed are equal to the data reported in the July to December 2011 reporting period.

Table 1b. Number of discretionary grantees directing some percentage of grant funds to address stalking, 2012

Grant Program	Jan to Jun 2012	Jul to Dec 2012	6-month average
Abuse in Later Life (ALL) Program	25 (69%) (n=36)	34 (77%) (n=44)	30 (74%) (n=40)
Arrest Program	102 (52%) (n=195)	102 (51%) (n=200)	102 (52%) (n=198)
Campus Program	90 (99%) (n=91)	92 (96%) (n=96)	91 (97%) (n=94)
Children and Youth Exposed to Violence (CEV) Program	5 (29%) (n=17)	4 (25%) (n=16)	5 (27%) (n=17)
Courts Program	7 (27%) (n=26)	11 (30%) (n=37)	9 (29%) (n=32)
Culturally and Linguistically Specific Services (CLSSP) Program	24 (38%) (n=63)	25 (36%) (n=70)	25 (37%) (n=67)
Disabilities Program	13 (41%) (n=32)	14 (38%) (n=37)	14 (39%) (n=35)
Engaging Men and Youth (EMY) Program	12 (52%) (n=23)	18 (53%) (n=34)	15 (53%) (n=29)
Legal Assistance for Victims (LAV) Program	94 (66%) (n=142)	99 (57%) (n=175)	97 (61%) (n=159)
Rural Program	80 (61%) (n=132)	79 (61%) (n=129)	80 (61%) (n=131)
Supervised Visitation Program	44 (54%) (n=81)	55 (58%) (n=95)	50 (56%) (n=88)
Transitional Housing Program	40 (21%) (n=190)	46 (20%) (n=227)	43 (21%) (n=209)
Tribal Governments Program	97 (52%) (n=188)	109 (54%) (n=201)	103 (53%) (n=195)
Youth Services Program	24 (73%) (n=33)	20 (63%) (n=32)	22 (68%) (n=33)

Note: “n” is the number of discretionary grantees that submitted their semi-annual progress reports during the particular reporting period. The percentages shown are percentages of grantees that directed at least 1 percent of their grant funds to address the crime of stalking.

Stalking Victims

Many stalking victims were provided services by discretionary grant programs in 2011 and 2012. Grantees reported serving an average of 3,022 stalking victims every six months in 2011, and an average of 2,563 stalking victims every six months in 2012 (see Table 2).

As discussed earlier in this report, stalking often occurs in the context of domestic or dating violence. The forms that OVW grantees use to report on services they provide for victims capture only the presenting victimization for which victims first seek services. A domestic violence victim who is stalked by her abuser and obtains OVW-funded services for both crimes—domestic violence and stalking—would only register in grantee reports as a domestic violence victim. For example, a victim who requests assistance with a protection order after being stalked by her estranged husband with a history of controlling behavior toward the victim may be reported as a victim of domestic violence rather than a victim of stalking; the victim cannot be reported in both categories. Therefore, numbers in the tables throughout this report do not reflect all victims of stalking served or partially served, only those who first presented with a request for help with stalking victimization.

Furthermore, readers should note that the number of victims served, as reported here, includes those victims counted on grantee progress reports as “served” and “partially served.” The OVW progress report forms define “victims/survivors served” as those who received the service(s) they requested, if those services were provided under the grant or subgrant; and “victims/survivors partially served” as those who received some, but not all, of the services they requested.

[The grant] enables us to educate the judicial system and law enforcement about the dynamics of stalking and the intense victimization which results from it.

New Hope Crisis Center of Box Elder County, Utah

[With OVW funding], Legal Services of North Florida (LSNF) was able to represent a mother with four children in an injunction and divorce proceeding. Her husband had been violent with her and at least one of the children, leaving the entire family afraid of him. Over the course of the case, the husband continued to harass and stalk the family until he was apprehended and put in jail awaiting trial for stalking and violation of the injunction. While the family is distressed over everything they have experienced, they are able to breathe much easier knowing the husband is not able to come anywhere near them right now. LSNF was able to assist the client in securing her divorce while her husband was in jail. She feels as if, in some way, she is finally free.

Florida Council Against Domestic Violence

Table 2. Number of stalking victims served, 2011-2012

Grant Program	2011			2012		
	Jan to Jun	Jul to Dec	6-month average ¹	Jan to Jun	Jul to Dec	6-month average
ALL Program	14 (n=7)	17 (n=9)	16 (n=8)	11 (n=15)	14 (n=15)	13 (n=15)
Arrest Program	1,333 (n=155)	1,129 (n=166)	1,231 (n=161)	943 (n=159)	939 (n=159)	941 (n=159)
Campus Program	135 (n=55)	159 (n=58)	147 (n=57)	144 (n=57)	133 (n=58)	139 (n=58)
CEV Program*		1 (n=5)	1 (n=5)	4 (n=14)	4 (n=15)	4 (n=15)
Courts Program*		13 (n=3)	13 (n=3)	13 (n=4)	1 (n=7)	7 (n=6)
CLSSP Program	47 (n=59)	34 (n=62)	41 (n=61)	68 (n=52)	47 (n=59)	58 (n=56)
Disabilities Program	0 (n=0)	0 (n=1)	0 (n=1)	0 (n=1)	0 (n=1)	0 (n=1)
LAV Program	780 (n=150)	791 (n=156)	786 (n=153)	684 (n=141)	661 (n=168)	673 (n=155)
Rural Program	560 (n=121)	716 (n=130)	638 (n=126)	552 (n=106)	585 (n=102)	569 (n=104)
Tribal Governments Program	104 (n=150)	137 (n=156)	121 (n=153)	85 (n=154)	101 (n=161)	93 (n=158)
Youth Services Program	10 (n=12)	45 (n=23)	28 (n=18)	86 (n=25)	45 (n=29)	66 (n=27)
TOTAL SERVED**	2,983	3,042	3,022	2,590	2,530	2,563

* Because CEV and Courts Program grantees did not submit data prior to the July to December 2011 reporting period, the CEV and Courts Program averages displayed are equal to the data reported in the July to December 2011 reporting period.

** A victim may be served by more than one grant program. Therefore, there is a small possibility that this is not an unduplicated count.

For the discretionary grant programs that reported serving victims of stalking, the victims were most often a current or former spouse or intimate partner of the offender (63% in 2011 and 51% in 2012). More than a quarter of the victims served were either an acquaintance or a current or former dating partner of the offender (26% in 2011 and 35% in 2012). (See Tables 3a and 3b on the next pages.)

Table 3a. Number and percent of stalking victims' relationships to offenders, by grant program, 2011

Type of Relationship January to December 2011	ALL Program (n=8)	Arrest Program (n=161)	Campus Program (n=57)	CEV Program (n=5)	Courts Program (n=3)	CLSSP Program (n=61)	Disabilities Program (n=1)	LAV Program (n=153)	Rural Program (n=126)	Tribal Governments Program (n=153)	Youth Services Program (n=18)	Total
Current or former spouse or intimate partner	3 (19%)	503 (34%)	43 (26%)	1 (100%)	13 (100%)	62 (62%)	0 (0%)	954 (67%)	301 (41%)	79 (52%)	19 (29%)	1,976 (63%)
Other family or household member	5 (29%)	47 (3%)	7 (4%)	0 (0%)	0 (0%)	4 (4%)	0 (0%)	53 (4%)	58 (8%)	29 (19%)	2 (2%)	152 (5%)
Acquaintance	8 (52%)	445 (30%)	52 (32%)	0 (0%)	0 (0%)	14 (14%)	0 (0%)	230 (16%)	176 (24%)	29 (19%)	8 (13%)	508 (16%)
Current or former dating partner	0 (0%)	216 (15%)	40 (25%)	0 (0%)	0 (0%)	17 (17%)	0 (0%)	129 (9%)	110 (15%)	8 (5%)	25 (39%)	327 (10%)
Stranger	0 (0%)	91 (6%)	9 (6%)	0 (0%)	0 (0%)	4 (4%)	0 (0%)	24 (2%)	29 (4%)	4 (2%)	5 (7%)	73 (2%)
Current or former dating partner of child*				0 (0%)								0 (0%)
Parent/grandparent*	0 (0%)											0 (0%)
Patient/client care receiver*	0 (0%)											0 (0%)
Relationship unknown	0 (0%)	164 (11%)	12 (7%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	27 (2%)	55 (7%)	4 (2%)	6 (10%)	103 (3%)
Totals	16	1,464	162	1	13	100	0	1,415	727	151	63	3,137

* Only the reporting form for the CEV Program contains the "current or former dating partner of a child" category. "Parent/grandparent" and "patient/client care receiver" are categories only on the form for the Abuse in Later Life Program.

Table 3b. Number and percent of stalking victims' relationships to offenders, by grant program, 2012

Type of Relationship January to December 2012	ALL Program (n=15)	Arrest Program (n=159)	Campus Program (n=58)	CEV Program (n=15)	Courts Program (n=6)	CLSSP Program (n=56)	Disabilities Program (n=1)	LAV Program (n=155)	Rural Program (n=104)	Tribal Governments Program (n=158)	Youth Services Program (n=27)	Total
Current or former spouse or intimate partner	14 (73%)	371 (35%)	38 (26%)	3 (75%)	7 (100%)	52 (58%)	0 (0%)	922 (69%)	301 (44%)	72 (66%)	39 (26%)	1,818 (51%)
Other family or household member	1 (5%)	52 (5%)	4 (3%)	0 (0%)	0 (0%)	2 (2%)	0 (0%)	38 (3%)	67 (10%)	4 (4%)	7 (4%)	174 (5%)
Acquaintance	4 (22%)	255 (24%)	54 (37%)	1 (25%)	0 (0%)	10 (11%)	0 (0%)	223 (17%)	168 (25%)	18 (16%)	12 (8%)	744 (21%)
Current or former dating partner	0 (0%)	184 (18%)	30 (20%)	0 (0%)	0 (0%)	18 (20%)	0 (0%)	113 (9%)	90 (13%)	11 (10%)	49 (33%)	494 (14%)
Stranger	0 (0%)	118 (11%)	11 (7%)	0 (0%)	0 (0%)	6 (6%)	0 (0%)	24 (2%)	33 (5%)	3 (2%)	6 (4%)	199 (6%)
Current or former dating partner of child*				0 (0%)								0 (0%)
Parent/grandparent*	0 (0%)											0 (0%)
Patient/client care receiver*	0 (0%)											0 (0%)
Relationship unknown	0 (0%)	69 (7%)	12 (8%)	0 (0%)	0 (0%)	2 (2%)	0 (0%)	8 (1%)	24 (3%)	3 (2%)	36 (24%)	152 (4%)
Totals	19	1,048	148	4	7	89	0	1,327	681	109	148	3,579

* Only the reporting form for the CEV Program contains the “current or former dating partner of a child” category. “Parent/grandparent” and “patient/client care receiver” are categories only on the form for the Abuse in Later Life Program.

Because the Supervised Visitation Program serves families involved in child custody exchanges and visitation, the program's semi-annual progress report identifies the number of *families* seeking and receiving services, rather than the number of *victims*. Supervised Visitation Program grantees served an average of 2,489 families every six months in 2011; that number was 2,362 in 2012. In both years, for 21% of families served, stalking was the primary victimization for which referrals were made to supervised visitation centers (518 families in 2011, and 495 in 2012).

Training on Stalking

Many OVW grantees provide training to professionals on sexual assault, dating violence, domestic violence, and stalking that enables participants to improve their response to these crimes. In 2011 and 2012, many discretionary grantees reported training professionals (e.g., attorneys, court personnel, advocacy organization personnel, law enforcement, mental health professionals, prosecutors) on stalking issues, focusing on stalking statutes and codes, dynamics, and services (see Table 4).

Table 4. Average number of discretionary grantees training on stalking topics by grant program, 2011 and 2012

Grant Program <i>n</i> =[2011 no. reported using funds for training], [2012 no. reported using funds for training]	2011 6-month average ¹		2012 6-month average	
	Stalking overview, dynamics, and services	Stalking statutes / codes or laws	Stalking overview, dynamics, and services	Stalking statutes / codes or laws
Arrest Program (n=136, 132)	75 (55%)	58 (43%)	69 (52%)	47 (36%)
Campus Program (n=67, 72)	57 (86%)	25 (38%)	60 (83%)	32 (44%)
CEV Program (n=1, 11)	0 (0%)		1 (5%)	
Courts Program (n=15, 17)	2 (13%)	6 (40%)	2 (12%)	3 (18%)
CLSSP Program (n=56, 48)	13 (23%)		15 (32%)	
Disabilities Program (n=15, 11)	5 (33%)		3 (24%)	
LAV Program (n=103, 110)	37 (36%)	39 (38%)	38 (35%)	44 (40%)
Rural Program (n=110, 91)	60 (55%)	28 (26%)	49 (54%)	22 (24%)
State Coalitions Program (n=77, 78)	33 (43%)	26 (34%)	35 (45%)	33 (42%)
Supervised Visitation Program (n=50, 48)	9 (17%)	2 (4%)	7 (14%)	4 (7%)
Tribal Coalitions Program (n=12, 10)	6 (48%)	3 (22%)	4 (37%)	1 (5%)
Tribal Governments Program (n=62, 58)	27 (44%)	11 (17%)	20 (34%)	6 (9%)
TA Program (n=93, 102)	26 (28%)	18 (19%)	21 (20%)	13 (13%)

Note: Shaded cells indicate those programs for which "stalking statutes/codes or laws" is not a topic on the respective reporting forms.

Education on Stalking

Many OVW grantees implement educational activities that provide information to increase public awareness of sexual assault, dating violence, domestic violence, and/or stalking. For example, more than half of Campus Program grantees reported training on stalking in 2011 and 2012.

Table 5. Average number of discretionary grantees educating on stalking topics by grant program, 2011 and 2012

Grant Program n=[2011 no. reporting], [2012 no. reporting]	2011 6-month average		2012 6-month average	
	Stalking overview, dynamics, and services	Stalking prevention	Stalking overview, dynamics, and services	Stalking prevention
Campus Program (n=73, 76)	55 (75%)	52 (71%)	57 (75%)	50.5 (66%)
CLSSP Program (n=61, 51)	17 (28%)		14 (27%)	
Disabilities Program (n=3, 3)	1 (33%)		0 (0%)	
EMY Program (n=4, 12)	1 (25%)		3 (25%)	
Rural (n=121, 97)	67 (55%)		59 (61%)	
Tribal Coalitions Program (n=11, 11)	3 (27%)		2 (14%)	
Tribal Government Program (n=126, 123)	49 (39%)		48 (39%)	

Note: Shaded cells indicate those programs for which “stalking prevention” is not a topic on the respective reporting forms.

Criminal Justice Activities: Snapshot of the Arrest Program

Law Enforcement

In both 2011 and 2012, 30% of Arrest Program grantees reported using their funds for law enforcement activities, and nearly half of those grantees (48%, or 31 grantees, in 2011; and 51%, or 30 grantees, in 2012) dedicated funds to law enforcement related to stalking.

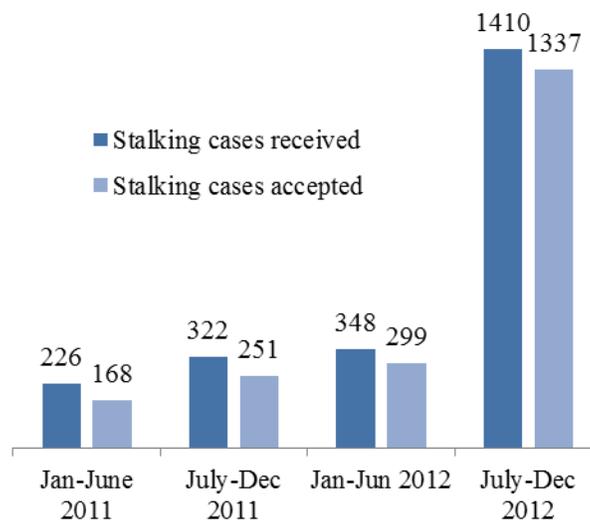
Over these two years, law enforcement agencies receiving funds through the Arrest Program responded to 2,771 calls for assistance related to stalking, filed 2,399 stalking incident reports, investigated 2,161 stalking cases, and made 741 arrests for stalking crimes.³²

Prosecution

During the two-year period, 30% of Arrest Program grantees (64 in 2011, 60 in 2012) used funds for prosecution activities, and half of those grantees used funds to prosecute

³² The Arrest Program collects and reports agency-wide data for criminal justice activities.

stalking crimes. Grantees reported a significant increase in the number of stalking cases received by the prosecutor’s office and accepted for prosecution during 2012:



The rate at which prosecutors accepted stalking cases for prosecution rose from 76% in 2011 to 93% in 2012, and about two-thirds of stalking cases that were prosecuted reportedly resulted in convictions (67% in 2011 and 64% in 2012).³³

Protection Orders

The chart below shows the number of temporary and final stalking protection orders that grantees assisted victims with in 2011 and 2012.

Table 6. Arrest Program: Assistance with stalking protection orders, 2011-2012

Arrest Program-funded assistance provider	2011		2012		Total	
	Temporary POs granted	Final POs granted	Temporary POs granted	Final POs granted	Temporary POs granted	Final POs granted
Law enforcement	427	127	248	72	675	199
Victim services	764	331	376	280	1,140	611
Prosecution	36	41	133	132	169	173
Total	1,227	499	757	484	1,984	983

STOP Program Subgrantees Activities

The text and tables on the next page include information reported on STOP subgrantees’ activities related to stalking in 2011 and 2012.

³³ Convictions include deferred adjudications.

Table 7. STOP Program subgrantees using funds for stalking

STOP General Information	2011	2012
Total subgrantees reporting	2,398	2,408
Subgrantees using funds for stalking	995 (41%)	1,009 (42%)
Total subgrantees addressing stalking purpose area	317 (13%)	316 (13%)

Victims of Stalking

STOP subgrantees reported serving a total of 10,703 stalking victims in 2011 and 9,629 stalking victims in 2012. Among victims served by STOP subgrantees in both years, 45% were stalked by a current or former spouse or intimate partner, about 16% were stalked by someone with which they had a current or former dating relationship, between 15% and 18% were stalked by an acquaintance, and 4% were stalked by a stranger.

Training

Fifty percent (499 total) STOP subgrantees reported that they provided training on stalking in 2011; that figure was 56% (504 total) in 2012. Training content included the dynamics of stalking, services for stalking victims, and stalking statutes and codes, among other related topics.

Criminal Justice Activities

Table 8. STOP Program subgrantees using funds for specialized stalking units

STOP Specialized Units*	2011	2012
Subgrantees reported using funds for specialized units	567	525
Subgrantees using funds for specialized prosecution units that addressed stalking	237 (42%)	208 (40%)
Subgrantees using funds for specialized law enforcement units that addressed stalking	190 (34%)	180 (34%)
Subgrantees using funds for specialized courts that addressed stalking	31 (5%)	35 (7%)
Subgrantees using funds for specialized probation units that addressed stalking	23 (4%)	24 (5%)

* A *specialized unit* is defined as a centralized or coordinated group, unit, or dedicated staff of police officers, prosecutors, probation officers, judges, or other court staff responsible for handling sexual assault, domestic violence, dating violence, and/or stalking cases.

Law Enforcement

Table 9. STOP Program subgrantees' law enforcement data related to stalking

STOP Law Enforcement*	2011	2012
Subgrantees using funds for stalking	995	1,009
Subgrantees using funds for law enforcement activities	331 (33%)	312 (31%)
Number of stalking calls for assistance	1,215	1,440
Number of stalking incident reports	1,263	1,591
Number of stalking cases/incidents investigated	1,430	1,555

* STOP Program subgrantees only report activities funded by STOP Program funds. For example, if STOP Program funding was used to support a 911 dispatcher, detective, or patrol officer, only the activities engaged in by those personnel would be reported.

Prosecution

Table 9. STOP Program subgrantees' prosecution data related to stalking

STOP Prosecution*	2011	2012
Subgrantees using funds for prosecution	311	300
Stalking cases received	2,405	1,673
Stalking cases accepted	1,766 (73%)	1,435 (86%)
Stalking ordinance dispositions	54	125
Stalking ordinance convictions	38 (70%)	77 (62%)
Misdemeanor stalking dispositions	660	639
Misdemeanor stalking convictions	518 (78%)	452 (71%)
Felony stalking dispositions	346	301
Felony stalking convictions	273 (79%)	239 (79%)
Stalking homicide dispositions	0	0
Stalking homicide convictions	0 (0%)	0 (0%)
Total stalking dispositions	1,060	1,065
Total stalking convictions**	829 (78%)	768 (72%)

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

** Convictions include deferred adjudications.

Protection Orders

Table 10. STOP Program: assistance with stalking protection orders, 2011-2012

Arrest Program-funded assistance provider	2011		2012	
	Temporary protection order granted	Final protection order granted	Temporary protection order granted	Final protection order granted
Law enforcement	2,212	998	468	227
Victim services	2,397	1,876	2,342	1,838
Prosecution	410	210	350	224
Total	5,019	3,084	3,160	2,289

Granted by court	2011		2012	
	Temporary protection order granted	Final protection order granted	Temporary protection order granted	Final protection order granted
Courts	1,663	396	2,662	812

Technical Assistance to OVW Grantees

The National Center for Victims of Crime (NCVC) is the only OVW technical assistance provider that focuses exclusively on stalking issues. Since 1998, OVW has funded NCVC to maintain the Stalking Resource Center (SRC), which works to raise national awareness of stalking and encourage the development and implementation of multidisciplinary responses to stalking in local communities across the country. As the only national training and technical assistance center focused solely on stalking, SRC has provided training to tens of thousands of victim service providers and criminal justice professionals throughout the United States and has fostered innovations in programs for stalking. SRC provides training on stalking dynamics, legal remedies, multidisciplinary efforts, practitioner-specific practices (e.g., safety planning, investigation, prosecution), and the use of technology to stalk. SRC also collects and distributes materials for practitioners such as case law digests and model protocols from jurisdictions throughout the country.

Between January 2011 and December 2012, SRC completed a total of 904 technical assistance consultations, responses to requests for information, and referrals. These activities addressed topics such as responding to the needs of stalking victims, evidentiary issues in stalking cases, safety planning, risk assessments, compiling data on stalking, developing culturally-specific responses to stalking, and implementing activities related to National Stalking Awareness Month.

During this same period, SRC provided 564 hours of training to 13,547 professionals. Training was provided through national conferences hosted by SRC and at events sponsored or hosted by OVW grantees, including local communities and other technical assistance providers' conferences. The SRC presented workshops at in-person and

online events including those hosted by the Department of Justice, the National Network to End Domestic Violence (NNEDV), Aquitas: The Prosecutor's Resource on Violence Against Women, the Battered Women's Justice Project (BWJP), state coalitions, local service agencies, and others.

Reported Areas of Remaining Need

Grantees under all OVW programs are asked to identify areas of remaining need related to the issues addressed in their OVW-funded projects. Grantees cited the following areas of persistent need with regard to stalking:

- Rapid advances in technology give perpetrators additional tools to stalk their victims, and present challenges for the justice system and victim services providers in responding to stalking.
- A lack of understanding about stalking, and a lack of awareness of the dynamics of stalking and related laws, among professionals who encounter stalking victims in their work, especially law enforcement, prosecutors, and judges.
- Insufficient training for professionals who respond to stalking.
- Difficulties that law enforcement, prosecutors, and civil attorneys face in trying to obtain sufficient evidence in stalking cases.

Stalking has become so complex with cell phones, GPS, Facebook, etc., that victims are less safe and more likely to have their privacy invaded, including in important areas such as financial and medical. Local systems (court, law enforcement, prosecution) are not fully able to keep up these new methods of stalking.

Deschutes County, Oregon

Specifically, the stalking, aggravated stalking and cyberstalking laws were drastically revamped to encompass a wider range of behaviors. Law enforcement needs to be trained on this development to identify behaviors that may have previously been categorized as "nuisance calls" instead of what they truly are, stalking a victim through continued driving by, calling, sending flowers, etc.

Will County, Illinois

Stalking continues to be a significant issue, both with regards to law enforcement and prosecution due to the lengthy amount of time it takes to gather sufficient evidence to bring forth charges

Franklin County, Ohio