

2006 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act

**U.S. Department of Justice
Office on Violence Against Women**



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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 powerful social barriers that keep these crimes hidden, public support for specialized outreach, services, training, and enforcement are critically important to realizing the vision of a society that no longer tolerates 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 have been, or potentially could be, victimized by violence. Together, these grant programs are designed to increase criminal enforcement, provide necessary services, and support prevention efforts.

The Violence Against Women Act of 2000 (VAWA 2000)² strengthened the original law by improving protections for battered immigrants, survivors of sexual assault, and victims of dating violence. VAWA 2000 also reauthorized for 5 years key grant programs created by VAWA and subsequent legislation and established new programs to address elder abuse, violence against individuals with disabilities, the need for 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 5 years.

More recently, the Violence Against Women Act of 2005 (VAWA 2005) 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.³

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 to VII and IX of the Violence Against Women and Department of Justice Reauthorization Act of 2005, Public Law 109–162, as amended by Public Law 109–271. As of the date of this report, no appropriations have been finalized for new programs. Two of the new programs will be funded in FY 2007 with set-asides from funding for existing programs. See VAWA 2005, sections 121 and 906.

Under the grant program established by VAWA, VAWA 2000, VAWA 2005, and other related legislation, DOJ's Office on Violence Against Women (OVW) provides federal grants to help communities across America develop innovative strategies to address violence against women. These grant programs are used to forge focused and effective partnerships among federal, state, local, and tribal governments and between the criminal justice system and victim advocates, and to provide much-needed services to victims of sexual assault, domestic violence, dating violence, and stalking.⁴

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

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

In response to these reporting requirements, OVW entered into a cooperative agreement with the Muskie School of Public Service's Catherine E. Cutler Institute for Child and Family Policy (Muskie School) to develop and implement state-of-the-art reporting tools to capture the effectiveness of VAWA grant funding.⁵ Previous

⁴ In FY 2006, OVW administered 12 grant programs: 1 formula grant program to which all States and Federal territories are eligible to apply—STOP (Services • Training • Officers • Prosecutors) Violence Against Women—and 11 discretionary grant programs—Grants to Encourage Arrest Policies and Enforcement of Protection Orders, Legal Assistance for Victims, Grants to Reduce Violent Crimes Against Women on Campus, Grants to State Sexual Assault and Domestic Violence Coalitions, Rural Domestic Violence and Child Victimization Enforcement Grants, STOP Violence Against Indian Women, Safe Havens: Supervised Visitation and Safe Exchange, Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities, Grants to Tribal Domestic Violence and Sexual Assault Coalitions, Education and Technical Assistance Grants to End Violence Against Women with Disabilities, and Domestic Violence Transitional Housing Assistance.

⁵ The VAWA Measuring Effectiveness Initiative is discussed in more detail on pages 9–10.

Reports to Congress⁶ summarized data submitted by the STOP (Services • Training • Officers • Prosecutors) Violence Against Women Formula Grant Program (STOP Program) and the progress that OVW made in its efforts to standardize data collection procedures, and presented preliminary data on grant activities funded by OVW. This 2006 Biennial Report, covering the period from July 1, 2003, through June 30, 2005, describes data submitted by grantees receiving grants under the discretionary grant programs and data collected by the Muskie School during site visits to 11 states and territories.⁷ Data for each grant program are provided in separate sections.⁸

⁶ 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>), and 2004 Annual Report for the STOP Formula Grant Program (<http://www.ncjrs.gov/pdffiles1/ovw/214639.pdf>).

⁷ Arkansas, Arizona, Guam, Idaho, New Jersey, North Dakota, Oregon, Pennsylvania, Saipan, Utah, and Virginia, were visited between July 2003 and June 2005, the period covered by this report.

⁸ This report does not include data from STOP Program grantees and subgrantees because this information is addressed in separate Reports to Congress on the STOP Formula Grant Program. In addition, because this report analyzes grantee data from July 2003 through June 2005, program descriptions do not cover changes made by VAWA 2005.

OVW Grant Programs

VAWA currently funds the STOP (Services • Training • Officers • Prosecutors) Formula Grant Program, 11 discretionary grant programs, several special initiatives, and comprehensive and specialized technical assistance programs to serve STOP and discretionary grantees. STOP Formula Grants are awarded to each state, the District of Columbia, and the territories based on population. Grants from discretionary programs are awarded to a variety of recipients, including states, universities, city and county jurisdictions, faith-based organizations, private nonprofit organizations, and other organizations serving victims/survivors.

The VAWA grant programs are designed to make good on VAWA's promise by providing the means to reach, protect, and support victims of all cultures and backgrounds; to hold perpetrators accountable; and, ultimately to change attitudes that perpetuate violence against women. Like the problem they seek to address, the approaches for ending violence against women are also multidimensional and complex.

Discretionary Grant Programs

The **Grants to Encourage Arrest Policies and Enforcement of Protection Orders** (Arrest Program) encourage state, local, and tribal governments and courts to treat domestic violence as a serious violation of criminal law requiring the coordinated involvement of the entire criminal justice system. Grant funds may be used for implementing mandatory or proarrest programs and policies; developing policies and training in criminal justice agencies to improve tracking of domestic violence and dating violence cases; and creating centralized domestic violence units within police, prosecution, or other criminal justice agencies.

The **Rural Domestic Violence and Child Victimization Enforcement Grants** (Rural Program) enhance services available to rural victims and children by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, and child abuse. In rural states, eligible applicants are state and local governments and public and private entities.⁹ Nonrural states may apply on behalf of rural jurisdictions in their states. Eligible applicants also include tribal governments in rural and nonrural states. At least 5 percent of the funding for this program must be available for grants to Indian tribal governments.

The **Legal Assistance for Victims Grant Program** (LAV Program) strengthens legal assistance programs for victims of domestic violence, dating violence, sexual assault, and stalking. Indian tribal governments, victim services programs, law school legal clinics, and other legal services organizations that assist victims of domestic violence or sexual assault are eligible to receive funding under this grant program.

⁹ A state is considered rural if it has a population of 52 or fewer persons per square mile or the largest county has a population of less than 150,000 people.

Five percent of the funding for this program is set aside for grants to programs that assist victims on lands within the jurisdiction of an Indian tribe.

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

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

The focus of **Education and Technical Assistance Grants to End Violence Against and Abuse of Women with Disabilities** (Disabilities Grant Program) is to improve services to individuals with disabilities who are victims of domestic violence, sexual assault, and stalking. Grantees provide training, consultation, and information to service providers (including independent living centers, disability-related service organizations, and domestic violence programs) about responding to violence against women with disabilities. States, units of local government, Indian tribal governments, and nongovernmental private entities are eligible to receive funds under this grant program.

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

The purpose of **Grants to 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.

The **Grants to State Sexual Assault and Domestic Violence Coalitions Program** (State Coalitions Program) supports state coalitions in coordinating state domestic

violence and sexual assault victim services activities, and in collaborating and coordinating with federal, state, and local entities engaged in activities designed to end violence against women. Statewide sexual assault coalitions provide direct support to member rape crisis centers through funding, training and technical assistance, public awareness, and public policy advocacy. Statewide domestic violence coalitions provide comparable support to member domestic violence shelters and service providers. In some states and territories, these support services are provided through one dual sexual assault and domestic violence coalition.

The Domestic Violence Transitional Housing Assistance Grants Program

(Transitional Housing Program) focuses on a holistic, victim-centered approach to provide transitional housing services that move individuals into permanent housing. Grant funds support programs that provide assistance to individuals who are in need of transitional housing or housing assistance because they have left a situation of domestic violence and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient. Grants also fund support services designed to enable individuals to locate and secure permanent housing and integrate into a community. Grantees provide a broad range of individualized services for victims, such as transportation, counseling, child care services, case management, employment counseling, and other assistance.¹⁰

The Safe Havens: Supervised Visitation and Safe Exchange Grant Program

(Supervised Visitation Program) helps create safe places for visitation with and exchange of children in cases of domestic violence, child abuse, sexual assault, or stalking. Eligible applicants are states, units of local government, and Indian tribal governments that propose to enter into contracts with public and private nonprofit entities to provide supervised visitation and safe visitation exchange of children in such cases. At least 5 percent of the funding for this program must be available for grants to Indian tribal governments.

Special Initiatives

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

- In October 2003, President George W. Bush announced the **President's Family Justice Center Initiative (PFJCI)**, a pilot program administered by OVW to develop one-stop comprehensive domestic violence victim service and support centers. PFJCI sites in 15 communities across the country bring together victim advocates, law enforcement officers, prosecutors, probation officers, forensic medical professionals, attorneys, chaplains, and others into one centralized location. The goal of PFJCI is to make a victim's search for help and justice less

¹⁰ The Transitional Housing Program was first authorized by Congress in the PROTECT Act of 2003, Public Law 108–21 § 1203. OVW made its first awards under this program in FY 2005 and grantees began funded activities in October 2005. Therefore, Congress will receive information about this program in a separate report.

burdensome and more effective by bringing professionals who provide an array of services together under one roof.

- The **Safety for Indian Women from Sexual Assault Offenders Demonstration Initiative** is OVW's latest effort to address the high rates of sexual assault committed against Indian women. The goals of this initiative include developing models to improve tribal and federal agencies' response to sexual assault of Indian women and strengthening the capacity of tribal justice systems to respond to sexual assault of Indian women.
- The **Judicial Oversight Demonstration (JOD) Initiative** tested the idea that a coordinated community response (CCR) to domestic violence that ensures a focused judicial response and a systematic criminal justice response can improve victim safety and service provision as well as increase offender accountability.
- In December 2000, OVW and the Office of Justice Programs entered into a partnership with HHS to fund six communities to focus on the co-occurrence of child maltreatment and domestic violence. During this 5-year initiative (The Greenbook Initiative¹¹), dependency courts, child protective services, domestic violence providers, and other organizations collaborated within these six communities to strengthen their capacity to address the co-occurrence of child maltreatment and domestic violence.

¹¹ In 1999, the National Council of Juvenile and Family Court Judges developed a comprehensive set of guidelines to help caseworkers, advocates, and judges establish collaborative structures and develop policies and procedures that would enhance the safety and well-being of domestic violence victims and their children. Since its release, The Greenbook (titled "Effective Intervention in Domestic Violence & Child Maltreatment Cases: Guidelines for Policy and Practice") has helped many domestic violence advocates, child welfare workers, and family court judges build a collaborative approach to working with families experiencing domestic violence and child maltreatment.

The VAWA Measuring Effectiveness Initiative

Measuring the effectiveness of OVW's discretionary and formula grant programs is a challenging task. Most programs addressing violence against women are less than 30 years old, and efforts to evaluate them only began in earnest during the past 7 to 10 years. Many of the new initiatives and programs supported by VAWA are intentionally groundbreaking in their approach and challenge traditional assessment techniques. In a specialized field that is still in the early stages of development, meaningful measures of effectiveness can be elusive. OVW has not conducted an evaluation of the discretionary grant programs; however, in developing measures of effectiveness, it has used indicators that experts and research suggest improve services to victims and increase accountability for offenders.

Since the passage of VAWA 2000, OVW undertook a significant effort to develop means for measuring the effectiveness of projects supported with VAWA grant funding. In November 2001, the VAWA Measuring Effectiveness Initiative (MEI) began to develop progress report forms for grantees to collect and report this information. As summarized in the 2002 Biennial Report to Congress, MEI consulted with OVW grantees, experts in the field, and OVW staff to determine the information that should be reported by OVW's grantees and subgrantees. These progress report forms incorporated the new Government Performance and Results Act of 1993 measures that OVW selected to reflect the goals of the VAWA grant programs and determine whether those goals are being achieved. In addition, the forms were designed to satisfy OVW's semiannual (discretionary grant programs) and annual (formula grant programs) grantee progress report requirements. Thus, data from the progress report forms can be used for individual grantee monitoring, feedback for grantees on grant program activities and achievements, long-term trend analysis and planning, and reporting to Congress.

During FY 2003 and FY 2004, progress reporting forms for 10 OVW discretionary grant programs were finalized, approved by the Office of Management and Budget, and made available to grantees.¹² The Muskie School developed databases to assist grantees in the collection of data for their grant program's reporting form. The Muskie School provided extensive in-person and telephone training and technical assistance to teach grantees how to complete the new forms. OVW developed computerized "smart" versions of these forms that grantees use to submit data online through the Grants Management System (GMS). The GMS progress reporting system was rolled out in stages. First, grantees of six OVW programs (Supervised Visitation, Arrest, Campus, Training, LAV, and State Coalitions) submitted their new progress reports through GMS for the first time for the July to December 2003 reporting cycle.

¹² See footnote 10.

Grantees of four other programs (Disabilities, STOP VAIW, Tribal Coalitions, and Rural) submitted their reports for the first time for the January to June 2004 reporting cycle. Therefore, in this biennial report, data for six grant programs are provided for four report periods, and data for four grant programs are provided for three report periods. Data for this report are also drawn from site visits conducted by the Muskie School.¹³

¹³ Grantees from all 10 discretionary grant programs were included in site visits.

Effectiveness of OVW Grant Programs

The data in this report document the large number of victims who receive direct services from OVW's grantees and also document enhanced criminal justice performance. As detailed below, OVW grantees reported serving 99,834 to 115,351 victims during each reporting period between January 2004 and June 2005.¹⁴ This represents 95.4 to 95.6 percent of all victims who requested services. From July 2003 to June 2005, grantees trained 416,649 professionals on a wide range of issues dealing with domestic violence, sexual assault, dating violence, and stalking and also helped victims obtain 216,516 protection orders. Arrest Program grantees¹⁵ using funds for law enforcement reported making 86,060 arrests between July 2003 and June 2005 and they reported referring 80,067 cases to prosecution. Arrest Program grantees using funds for prosecution reported disposing of 181,244 criminal charges related to domestic violence, sexual assault, and stalking. The impact of this work, however, goes beyond the specific number of victims served each year or the number of arrests and prosecutions. First, by supporting coordinated community responses to violence against women, VAWA funds improve the quality of victim services and may change the attitudes of a community as a whole. Second, programs funded through VAWA serve as models for all agencies and programs concerned with violence against women, regardless of whether these programs and agencies receive federal funds.

This report describes the effectiveness of the OVW-funded programs based on performance measures established by OVW and the Muskie School. The report relies on data provided by a diverse array of grantees, from those who have been providing services for over 30 years to those who have just opened their doors. Grantees that have been offering services for decades may serve more people simply because they have been in the community longer. Some grantees have more staff and more sophisticated data collection systems; others may still be developing operating protocols and hiring staff. Some grantees are in communities or jurisdictions where many other victim services exist, whereas others may be the only victim service agency for hundreds of miles. Furthermore, grants are awarded to both agencies/organizations and jurisdictions. Arrest Program grantees report jurisdictionwide data for all criminal

¹⁴ Throughout this report, many aggregate numbers are reported in ranges because with certain categories such as victims served or not served, an individual victim may be reported in more than one grant period and may be served by more than one grant program. Grantees are asked to provide an unduplicated count of victims and services during each reporting period; however, because of confidentiality and other recordkeeping considerations, there is no way to determine if an individual is receiving services from more than one grantee or in more than one grant period.

¹⁵ Arrest Program grantees are the only grantees that report agencywide data. For this reason, criminal justice data from other programs cannot be compared with the Arrest Program data.

justice activities, whereas all other discretionary grantees provide data only for activities carried out by grant-funded staff. Consequently, the data represent a snapshot of diverse works in progress and do not necessarily describe what these programs will accomplish in the future. For example, reported data on arrests, prosecutions, or provision of victim services may be considerably lower for the first 6 months of a grant than data that might be reported in subsequent periods.

At the end of the July to December 2003 report period, 561 grantees from 6 discretionary grant programs (Arrest, LAV, Supervised Visitation, State Coalitions, Training Grants, and Campus) submitted data via GMS on the new progress report forms. During the next 3 report periods, grantees from 10 discretionary grant programs submitted data via GMS using the new progress report forms.

From January 2004 to July 2005,¹⁶ OVW grantees reported funding 2,158 to 2,401 full-time-equivalent¹⁷ (FTE) staff during each reporting period, including the following:

- 261–388 FTE victim advocates.
- 301–306 FTE civil attorneys.
- 106–119 FTE law enforcement officers.
- 89–95 FTE trainers.

Most discretionary programs provide direct services to victims of domestic violence, sexual assault, and stalking.¹⁸ During this period, 104,361 to 120,867 victims/survivors sought services; 99,834 to 115,351 were served.¹⁹ The majority of victims served were female (89,185 to 101,484), white (50,971 to 56,722), ages 25 to 59 (62,780 to 69,317), and had been victimized by a current or former intimate partner or spouse (76,765 to 84,634). The greatest number of victims received the following services during each 6-month period:

- Victim advocacy (35,871 to 50,717).
- Legal advocacy (18,729 to 23,104).
- Criminal justice advocacy/court accompaniment (27,265 to 32,591).

The Supervised Visitation Program served 2,398 to 2,507 families, including 3,545 to 3,798 children.

¹⁶ This time period excludes data collected between July 1 and December 31, 2003, when only six discretionary grant programs reported activities. The data for this period are included in the sections for those programs.

¹⁷ Full-time equivalents may represent staff hired by grantees or may represent the equivalent of 40 hours of overtime for police officers or some portion of several staff members.

¹⁸ State Coalitions, Tribal Coalitions, Disabilities, and Education grantees provide training, technical assistance, and other functions to enhance systems change rather than providing direct services.

¹⁹ Except during the July 1 to December 31, 2003 report period, when only six discretionary grant programs reported activities. During this report period, more than 88,000 victims sought services and 6 percent were not served.

A significant focus of OVW grantees is training. For the 2-year reporting period, grantees trained 416,649 professionals, including:

- 59,904 victim advocates.
- 60,239 law enforcement officers.
- 11,096 attorneys and law students.

Grantees from the Rural, Campus, and Tribal Coalitions Programs conduct educational programs as part of their grant-funded activities. These grantees provided 13,950 educational programs to 648,598 students and community members.

Arrest Program grantees funded law enforcement officers who responded to more than 370,880 calls for assistance from sexual assault, domestic violence, and stalking victims. They arrested more than 86,060 predominant aggressors and referred more than 80,657 cases to prosecutors. Prosecutors funded by the Arrest Program received 168,241 sexual assault, domestic violence, and stalking cases for charging consideration; charges were filed in 75 percent of those cases.

Courts funded under the discretionary grants handled more than 90,582 criminal charges related to sexual assault, domestic violence, and stalking. Most of these charges were misdemeanor domestic violence offenses. Almost half of all misdemeanor domestic violence charges disposed of resulted in convictions.

Finally, in jurisdictions with Arrest Program grants, more than 798,480 temporary and permanent protection orders²⁰ were granted to victims of domestic violence. Grant-funded staff from discretionary grant programs helped victims obtain 216,516 temporary and final protection orders. According to the research (Campbell, Patterson, and Lichty, 2005; Crandall and Helitzer, 2003; Dugan, Nagin, and Rosenfeld, 2003; Ford and Regoli, 1993; Holt et al., 2002; Keilitz, 2001; Klein et al., 2005; Sullivan and Bybee, 2000; Thistlewaite, Wooldredge, and Gibbs, 1998), many program components increase positive outcomes when responding to sexual assault, domestic violence, and stalking. These activities, including proarrest 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, are incorporated in the OVW discretionary grant programs.

Coordinated Community Response

Research shows that efforts to respond to violence against women are most effective when combined and integrated as part of a coordinated community response (Shepard, 1999). A CCR brings criminal justice personnel, victim advocates, and social services programs together to create a multidisciplinary, integrated response that holds offenders fully accountable, improves the system response to victims/survivors, and helps victims heal from violence.

²⁰ Arrest Program grantees are asked to collect, as a community measure, the number of civil protection orders requested and granted in the jurisdiction covered by their grant-funded program.

OVW grant programs support communities in their efforts to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women and to develop and strengthen victim services in cases involving such crimes. During the 2-year reporting period, 935 grantees²¹ reported entering into formal partnerships with an average of 5.2 other organizations that had agreed to work toward the goals of the grantees' projects. OVW requires each discretionary grantee to develop and/or participate in a CCR to address violence against women in their community.

SARTs and Domestic Violence Response Teams (DARTs) are two types of CCR efforts communities can adopt to address sexual assault and domestic violence. SARTs, which are often organized around SANE programs, help ensure a coordinated community victim-centered response in sexual assault cases. SARTs coordinate the efforts of medical providers, counselors, advocates, and criminal justice agencies to ensure that victims are not traumatized a second time (e.g., they make sure that victims/survivors only have to tell their stories once). OVW grants have significantly expanded SANE/SARTS across the country. SART programs have been found to greatly enhance the quality of healthcare for women who have been sexually assaulted, improve the quality of forensic evidence, improve law enforcement's ability to collect information and to file charges, and increase the likelihood of successful prosecution (Campbell, Patterson, and Lichty, 2005; Crandall and Helitzer, 2003).

Many jurisdictions that fully adopted coordinated community responses to domestic violence not only dramatically reduced violence against women and their children, but several jurisdictions experienced reductions in intimate partner homicides. The New Haven, Connecticut, police incorporated aggressive enforcement of court protection orders into their gun compliance initiative, which is credited with reducing city homicides from 34 in 1994 to 19 in 2005. As a result, the program was adopted as a state model. In San Diego, California, intimate partner homicides continue to drop. In 1995, the city reported 13 such homicides. In 2002, with the opening of its Family Justice Center (which provides co-located, comprehensive justice, advocacy, and social services for victims), the number dropped to nine homicides; by 2005, it had decreased again to five (Gwinn and Strack, 2006).²² In Guam, after the Attorney General implemented a profamily, zero tolerance to domestic violence policy across the island, domestic homicides fell from an average of two to three a year (before 2003) to zero from January 2003 to February 2004.²³ In Palm Beach County, Florida, before implementation of a DART and a new technology system, an average of seven domestic violence homicides took place each year. In FY 2001, after DART and the technology system were implemented, there was one domestic homicide, and in FY 2002 there were none.²⁴

²¹ Eight discretionary programs (Arrest, LAV, Campus, Rural, STOP VAIW, Supervised Visitation, Training Grants, and Disabilities) are required to report on the number and type of partners to the grant's memorandum of understanding.

²² OVW has recently funded 15 projects replicating the successful San Diego Family Justice Center model as part of the President's Family Justice Center Initiative. See footnote 8.

²³ VAWA Measuring Effectiveness Initiative, February 2004, *Guam Site Visit Report*, Portland, ME.

²⁴ VAWA Measuring Effectiveness Initiative, February 2003, *Florida Site Visit Report*, Portland, ME.

Training

Training is a primary vehicle for reinforcing existing and planned practices that reflect the goals of an organization's leadership. In the context of policing, training becomes decisive because methods and practices of police training have historically been instrumental in either implementing change or, conversely, thwarting implementation of progressive policies (Busawa and Busawa, 2003).

Every OVW discretionary grant program supports training of professionals to improve their response to domestic violence, dating violence, sexual assault, and stalking. As discussed in the previous section, a critical aspect of helping victims and holding offenders accountable is to bring together the criminal justice system, victim services, and others in a coordinated response to the problem of violence against women. It is equally important to train all of these professionals so they can better perform their jobs. Therefore, OVW grantees provide training for victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, mental health professionals, and other professionals in the areas of sexual assault, domestic violence, dating violence, and stalking. OVW grantees train these professionals to improve their response to victims and to increase offender accountability. Grantees train on a variety of topics, including behavior of offenders, responses of victims/survivors, and current research and best practices.

During this 2-year report period, OVW grantees reported training 431,063 professionals, including 61,754 victim advocates, 60,667 law enforcement officers, and 27,744 attorneys and law students. Training topics included overviews on the dynamics of sexual assault, domestic violence, and dating violence; services for victims; confidentiality; safety planning for victims/survivors; protection orders; coordinated community response; advocate response; law enforcement response; and issues specific to immigrants, refugees, or asylum seekers.

The importance of training cannot be underestimated. In Alaska, for example, OVW funding made it possible to train those who serve isolated villages and opened the eyes of service providers to previously invisible victims. One Arrest Program grantee, the Alaska Department of Public Safety Council on Domestic Violence and Sexual Abuse, reported:

Utilizing project partners and local training expertise as much as possible, the vast majority of the funds were used for the travel expenses of villagers who attended the training. Valuable opportunities to receive training close to home are much appreciated by the paraprofessional community, health aides, family service workers, and tribal children's specialists who are on the front lines in their isolated villages. Besides the basic value of the information shared, the chance to network and team-build with other service providers in one's region greatly enhances a more coordinated community response to domestic violence. Victim shelter programs' travel budgets and thereby the ability to do effective outreach to villages are currently very restrained. Without this grant, villagers simply would not have the opportunity to gain the expertise needed to increase safety and health in their home communities.²⁵

²⁵ Alaska Department of Public Safety Council on Domestic Violence and Sexual Abuse, January–June 2005 Arrest Program progress report form.

Similarly, the Alaska Network on Domestic and Sexual Abuse, an LAV Program grantee, reported:

Prior to the implementation of the LAV grant, the unique needs of immigrant domestic violence victims were invisible to social service agencies, health care providers, local law enforcement and state and local government agencies. Due to LAV funding, the staff of the former Immigration & Refugee Services Program (IRSP) is recognized as the statewide expert on immigration issues impacting victims of violence.²⁶

Victim Services

Research indicates that social isolation and ineffective community responses are key factors in undermining the ability of domestic violence victims to protect themselves and their children. For these victims, services such as shelter, legal advocacy and representation, and supervised visitation have been found to be instrumental in reducing revictimization (Sullivan and Bybee, 2000). Early studies of battered women shelters found that the majority of victims, upon leaving the shelters, returned to their abusers (Gondolf, Fisher, and McFerron, 1990). Subsequent studies of shelter residents, however, indicated that if residents are connected to supportive services and assistance, most do not return to their abusers and therefore experience less revictimization (Klein, 2005).

Victims of domestic violence (especially if they have young children) must have access to resources, including transitional housing and financial help, if they are to escape from their abusers. When such services have been available, intimate partner homicides have declined (Dugan, Nagin, and Rosenfeld, 2003).

During the report period, OVW discretionary grant programs (Arrest, Campus, Rural, and STOP VAIW) provided funds for an array of direct services to victims/survivors. Currently, Arrest and Rural Programs only serve victims/survivors of domestic violence and dating violence, although VAWA 2005 expanded these grant programs to address sexual assault and stalking. Grantees provided a wide range of services to 99,834 to 115,351 victims/survivors in each of the three reporting periods when all programs were reporting.²⁷ These services included crisis intervention, victim advocacy, criminal justice advocacy, civil legal advocacy, counseling and support, victim-witness notification, and shelter. During this same period, 4,527 to 5,516 victims did not receive services. The most common reasons why victims did not receive services were that services were not appropriate, victims were not eligible for services, and the program reached capacity.

Legal Advocacy

Access to legal services enhances safety for victims and their dependent children. By tracking the expansion of legal services for victims and intimate partner homicides, researchers have found a direct inverse relationship between availability of such services and intimate partner homicide rates. For example, legal advocacy resources

²⁶ Alaska Network on Domestic and Sexual Abuse, January–June 2005 LAV Program progress report form.

²⁷ Grantees are asked to provide an unduplicated count for each report period. OVW has not attempted to aggregate the number of victims/survivors across 6-month report periods to avoid duplication.

increased ninefold in the nation's 48 largest cities between 1976 and 1996, with especially rapid growth during the 1990s. During the same 20-year period, intimate partner homicides dropped from 1.3 to 0.9 victims per 100,000, a decline of 30 percent (Dugan, Nagin, and Rosenfeld, 2003). Since this study was completed, intimate partner homicides have continued to decline (including, for the first time, intimate partner homicides among white females). The murder of white females increased in the mid-1980s and began to decline in 1993, reaching its lowest recorded level in 2004 (Fox and Zawitz, 2006). Possibly reflecting the increased availability of divorce along with legal advocacy for abused wives, intimate partner homicides for wives and ex-wives has declined, while intimate partner homicides for girlfriends has not declined since 1976.

OVW's LAV Program supports the provision of legal assistance for victims of sexual assault, domestic violence, and stalking, consistently providing funds to more than 32,000 victims during each 6-month report period.²⁸ Most victims cannot afford to pay for these services and receive them only because the LAV Program exists. In addition, LAV grantees provide safety planning along with support and general advocacy by lawyers and other service providers. LAV grantees also conduct extensive training programs for lawyers in the community so they can represent victims more effectively; this training enhances the CCR to violence against women.

On average, LAV grantees handled almost 50,000 legal issues during each 6-month report period. During each report period, more than 10,000 victims/survivors received help with more than one legal issue. The most common legal issues addressed by these programs were protection orders, followed by divorce, child custody and visitation, and child support.

Law Enforcement Response

Extensive research confirms that arrest deters repeat abuse, even in cases of those considered high-risk abusers. Moreover, the research overwhelmingly shows that cases involving arrest of an intimate partner does not increase a victim's risk, despite earlier reports to the contrary (Maxwell, Garner, and Fagan, 2001). Households in states that mandate arrest for domestic violence are less likely to suffer from domestic violence (Dugan, Nagin, and Rosenfeld, 2003).

An appropriate law enforcement response is a critical component of an effective coordinated community response. As the first responder, a police officer often can direct the victim to appropriate services and can send a clear message to the perpetrator that the community views domestic violence as a serious criminal matter.

OVW grants provide communities with resources to hire law enforcement officers and train them on how best to respond to domestic violence, sexual assault, dating violence, and stalking. It is critical for law enforcement officers to receive the information needed to better understand these crimes. Consistent preservice and in-service training, along with strong policies, can affect how police will respond (Busawa and Busawa, 2003). During the 2-year report period, OVW grantees trained 60,239 law enforcement officers.

²⁸ The number of victims/survivors served during each 6-month report period ranged from 32,850 to 39,826, with a mean of 36,479.

Fifty-nine percent of Arrest Program grantees used funds for law enforcement activities from July 1, 2003 to June 30, 2005; the program funded 55 to 100 FTE law enforcement officers in each 6-month reporting period and trained 29,476 officers during these 2 years. Eleven percent of Rural Program grantees used funds for law enforcement activities from January 1, 2004 to June 30, 2005; during this period grantees funded 11 to 12 FTE law enforcement officers and trained 5,453. Law enforcement officers also received training from the following programs: Training Grants—7,021, Disabilities—1,572, Supervised Visitation—1,292, Campus—1,432, State Coalition—7,182, LAV—6,566, and STOP Violence Against Indian Women—184 tribal law enforcement officers.²⁹

OVW grants promote increased reporting and aggressive police response to violence against women; these activities seek to increase the likelihood of arrests. Law enforcement officers funded under the OVW grant programs responded to more than 374,000 calls for assistance from sexual assault, domestic violence, and stalking victims. They arrested more than 87,000 predominant aggressors and referred more than 82,000 cases to prosecutors.³⁰ As discussed below, reporting data document high arrest rates of batterers by OVW-funded police and sheriff's departments.

Many OVW-funded grantees provided training on topics that are critical for law enforcement officers: protection orders, CCR, law enforcement officers and overview, and dynamics and services for domestic violence, sexual assault, dating violence, and stalking.

In the past, intimate partner violence and related incidents did not lead to arrests. For example, in 1980 in Denver, police arrested only 20 percent of abusers who violated court protection orders (Klein, 2004). This represents a large majority of incidents in which probable cause of a crime existed, and the alleged perpetrator was at the scene when police arrived. This conclusion can be drawn for two primary reasons.

First, research from disparate jurisdictions around the country indicates that 32.4 to 66 percent of alleged perpetrators of domestic violence leave the scene before police arrive (Klein, 2004) and are not available for immediate arrest, although warrants may be issued for future arrest. Second, not all 911 calls that are coded for domestic violence concern criminal conduct; instead, they may be calls for service or assistance. A detailed analysis of more than 130,000 police calls coded as "domestic violence" in upstate New York, for example, showed that 85,000 (65 percent) pertained to criminal conduct. In New York City, of 228,976 police domestic violence incident reports filed in 2000, 80,730 of these reports (35 percent) pertained to crimes (New York Division of Criminal Justice Services and Office for the Prevention of Domestic Violence, 2001).

In contrast, OVW grantees reported making arrests in 49 percent of investigated cases. This arrest rate among OVW grantees compares favorably to lower rates in

²⁹ Six discretionary programs (Arrest, LAV, Campus, Supervised Visitation, State Coalitions, and Training) reported for the full 2 years from July 1, 2003 to June 30, 2005 and the remaining four programs (Rural, STOP VAIW, Tribal Coalitions, and Disabilities) reported from January 1, 2004 to June 30, 2005.

³⁰ Arrest Program grantees provided most of this data. Rural Program and STOP VAIW Program grantees also provided a limited amount of data regarding OVW-funded law enforcement activities.

most states where such data can be obtained. For example, in 2004, according to the Ohio Bureau of Identification and Investigation, law enforcement departments received 101,580 domestic violence calls that resulted in 37,873 arrests for domestic violence, for a statewide arrest rate of 37.3 percent (Petro, 2004). These data include OVW-funded law enforcement programs, so the actual rate for non-OVW-funded law enforcement programs is probably lower. Similarly, data from New York in 2000 reveal an arrest rate of 36 percent, down slightly from 39 percent in 1997. Although the arrest of 50 percent of suspect abusers who had left the scene before arrival of law enforcement is not included, previous research in New York indicated that when a suspect flees the scene, the likelihood of an arrest declines significantly (Fernandez-Lanier, Chard-Wierschem, and Hall, 2002). In New Jersey in 2004, the arrest rate for reported domestic violence was 31.5 percent (New Jersey State Police, 2004). In 2003, the Georgia Bureau of Investigation reported a family violence arrest rate of 29.3 percent (www.state.ga.us/gbi/famv.cgi).

Prosecution Response

Research finds that aggressive prosecution deters repeat abuse, holds offenders accountable, and encourages law enforcement to sustain higher arrest rates. Although some studies have found that prosecution rates do not affect rates of victim reabuse, these studies examined jurisdictions in which decisions to prosecute were not based on offender risk or victim input (Belknap et al., 1999; Davis, Smith, and Nickles, 1998). Other research has documented that prosecution tied to offender risk and, in one case, victim desires, significantly reduced reabuse (Ford and Regoli, 1993).

In addition, prosecutors' offices that adopt specialized policies and practices to deal with intimate partner abusers are more sensitive to victims' needs; as a result, fewer homes in the jurisdiction suffer from family or intimate partner violence (Dugan, Nagin, and Rosenfeld, 2003).

OVW grant programs promote the aggressive prosecution of alleged perpetrators. During the 2-year reporting period, prosecutors funded under the OVW discretionary grant programs received 151,624 cases of sexual assault, domestic violence, and stalking for charging consideration. They filed charges in more than 134,235 cases, a charging rate of 89 percent.³¹

Arrest Program grantee prosecution rates appear to be significantly higher than those achieved in most jurisdictions. Although few states currently track domestic violence prosecution rates statewide, in those that do, only a third of these cases are typically prosecuted (Utah—32.3 percent in 2000, Alabama—33.1 percent in 2005). These statewide figures are in accordance with the data from many disparate counties across the country that report similarly low prosecution rates of domestic violence (Klein, 2004). For example, 80 percent of the domestic assault cases were dismissed in the Albuquerque Metropolitan Court in 2004 compared with only 34 percent of drunk driving cases (Gallagher, 2005). In Bernalillo County, New Mexico, the dismissal rate was reported to be higher (almost 90 percent) (Editors, 2004). In Florida in 2003, dismissal rates of domestic violence cases were reported at 72 percent in the Orange

³¹ Arrest Program grantees provided most of these data. Rural Program and STOP VAIW Program grantees also provided a limited amount of data regarding OVW-funded prosecution activities.

and Osceola County Judicial Circuit and 69 percent in the Polk, Highlands, and Hardee County Judicial Circuit (Owens, 2004).

Courts

In responding to sexual assault, domestic violence, and stalking cases, judges have two distinct roles—administrative and magisterial. In their administrative role, judges are responsible for making courthouses safe and user friendly for victims of sexual assault, domestic violence, and stalking. This can be accomplished by providing separate waiting rooms for victims, special dockets, and/or dedicated domestic violence courts and by hiring additional staff for improved victim response. Funds are also used to provide transportation for victims to attend hearings and to improve victim notification about services available and offenders' imminent release from jail. Courts receiving OVW grants use funds to develop statistical data collection and integration systems to monitor and evaluate court activity and to subsequently address issues as needed.

In their magisterial role, judges hold offenders accountable and ensure victim safety. Although judges frequently ratify plea agreements, they set the parameters for the type of sentences they will accept, including whether or not they will allow diversion and deferred sentences. Courts monitor offenders to review progress and compliance with court orders. VAWA funds are used to provide training for judges and other court personnel and to provide technical assistance and/or equipment to improve court responses. Discretionary grants fund pretrial monitoring programs to screen the bail conditions of high-risk domestic violence offenders and fund judicial reviews on domestic violence cases that include specialized supervision of offenders.

Courts funded under OVW discretionary grants handled more than 67,000 criminal charges related to sexual assault, domestic violence, and stalking during the report period. Most of the charges were misdemeanor domestic violence offenses. Almost half of all misdemeanor domestic violence charges disposed of resulted in convictions. During the same period, grantees trained 10,722 court personnel.

Probation Supervision

Probation is the opportunity to avoid punishment while being monitored by a probation officer. 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 sexual assault, domestic violence, and stalking offenders increased, probation and parole departments began to adopt policies and practices to accommodate these offenders. Following the example of police, prosecutors, and courts, some probation departments adopted specialized sexual assault, domestic violence, and stalking caseloads. Many of these specialized units impose intensive supervision on their probationers and many require attendance at batterer intervention or sex offender treatment programs. Some probation offices have also begun to reach out to victims.

Statistics show that specialized supervision of domestic violence offenders works. A recent National Institute of Justice-sponsored study of Rhode Island's Department of Corrections: Parole and Probation found that a specialized probation supervision unit for individuals convicted of domestic violence significantly reduced the risk of

reabuse and rearrest and also increased victim satisfaction as compared with the results for abusers supervised by probation officers with generic caseloads (Klein et al., 2005). This study builds on earlier research indicating that probationary sentences with short periods of jail time reduced recidivism as compared with lesser sentences (Thistlewaite, Wooldredge, and Gibbs, 1998).

The data indicate that OVW grants have enhanced the ability of specialized sexual assault, domestic violence, and stalking probation units to understand, supervise, and enforce the probation conditions of convicted offenders. During the 2-year reporting period, 40 Arrest Program grantees reported using grant funds for probation activities. These grantees imposed tight enforcement regimes on offenders, as shown by the almost 20,000 unscheduled surveillance contacts made with more than 9,400 probationers. The data document that VAWA-funded probation programs respond seriously to probation violations: Arrest Program and Rural Program grantees reported partial or full probation revocation in 41 to 68 percent of cases in which violations were disposed of. Moreover, Arrest Program grantees that funded probation services made more than 17,000 contacts with more than 8,800 victims/survivors in the 2-year period covered by this report. Of the 49 grantees that reported funding probation activities, 36 (73 percent) funded outreach activities to victims.

Supervised Visitation and Exchange Programs

According to one study, 5 percent of abusive fathers threaten to kill their children's mother during visitation, 34 percent threaten to kidnap the children, and 25 percent threaten to hurt the children (Zorza, 1996). Another study documents that batterers are four times more likely than nonbatterers to make threats of harm to their children (McCloskey, Figueredo, and Koss, 1995). These threats are not necessarily idle. A Massachusetts study found that batterers killed one or more children in 10–15 percent of domestic homicides (Langford, Isaac, and Kabat, 1998).

The quality of a child's relationship with a primary caretaker (the nonabusive parent) is one of the strongest predictors of a child's long-term well-being after divorce (Wallerstein, 1991). For this reason, as of 2005, 19 states had enacted rebuttable presumptions that abusers should not be granted custody and/or visitation with their children.³² Almost all of these states have enacted laws requiring courts to consider the issue of domestic violence in granting custody and visitation. It is essential for courts to protect both the child and the nonabusive caregiver as well as the relationship between the child and the nonabusive caregiver to reduce the abuser's opportunity to harm either person. Supervised visitation is required as an alternative to prohibiting contact.

In the past, a limited number of supervised visitation centers were developed to respond to child abuse, not domestic violence. Some jurisdictions lacked the resources or experience to establish and run centers safely. Through the Supervised Visitation Program, VAWA funding supports the development and operation of supervised visitation and exchange programs, which are designed to ensure that a child can have safe contact with an absent parent without endangering the nonabusive

³² Alabama, Arizona, Arkansas, California, Delaware, Florida, Hawaii, Iowa, Louisiana, Massachusetts, Michigan, Minnesota, Nevada, North Dakota, Oklahoma, Oregon, South Dakota, Texas, and Wisconsin. (Family Violence Division of the National Council of Juvenile and Family Court Judges, <http://www.ncjfcj.org/content/blogcategory/255/300/>).

parent. Furthermore, these grants bring a coordinated community approach to visitation and exchange, reaching out to law enforcement, courts, the legal community, victim advocates, social service agency staff, and child welfare workers and advocates. Together, these partners work to provide safe and appropriate visitation with and exchange of children.

From July 1, 2003 to June 30, 2005, Supervised Visitation Program grantees served between 1,700 and 2,500 families, including between 2,693 and 3,798 children, during each 6-month reporting period. During the 2-year reporting period, these grantees provided 44,045 one-to-one supervised visits for 8,589 families, 42,626 supervised exchanges for 2,539 families, and 9,040 group supervised visits for 905 families. Eighty-eight percent of all Supervised Visitation Program grantees used grant funds to develop or implement policies on issues such as recordkeeping and report writing; confidentiality; flexible hours of operation; protocols on domestic violence, sexual assault, and stalking; and various safety and security measures. During this same period, these grantees conducted 1,050 training events in which 10,412 people received training.

A New York City criminal justice coordinator reported:

With Safe Havens funding, we have been able to offer visits in the Queens County Family Court each evening, and we can supervise visits in Spanish, Cantonese, Mandarin, Hindi, Urdu, Punjabi, Bengali, French/Creole, and Russian. Prior to Safe Havens funding, we could only supervise visits in English and Spanish. The funding has also allowed us to sub-contract with the New York Asian Women's Center to translate program materials, provide trainings, develop a curriculum on cultural competence, and provide case consultations to program staff. We now have program materials translated into Spanish, Russian, Korean, Chinese, Hindi, Urdu, and Bengali. Safe Havens funding has also given us resources to conduct outreach to underserved communities. Our partnership with New York Asian Women's Center has been extremely valuable in doing outreach to the Asian community. Additionally, we have used part-time staff funded through the program to do outreach to the Russian-speaking community in Queens; there is a significant lack of culturally-specific domestic violence services in the greater New York area for this community. Moreover, having staff who speak a range of languages in our supervised visitation program has been helpful to our domestic violence program as well, as supervised visitation staff can serve as a resource for domestic violence counselors when needed.

Protection Orders

Protection orders can play a vital role in a community's efforts to keep victims safe and hold abusers accountable. Major studies confirm that the existence of protection orders reduces the occurrence of reabuse (Holt et al., 2002; Keilitz, 2001). Moreover, most states have enacted laws that support a regimen of protection order enforcement. Violation of a court order of protection is a crime in most states, and laws in all but one state and the District of Columbia explicitly authorize warrantless arrest of abusers who violate a protection order (Miller, 2004). In many cases, violations can be prosecuted successfully without requiring victim testimony; this reduces victim retraumatization, while holding offenders accountable for their actions. Lack of victim services and enforcement, however, has long been recognized as the "Achilles' heel" of protection order effectiveness (Finn, 1991). Congress recognized the

importance of addressing these issues both in VAWA, when it mandated that states must accord full faith and credit to protection orders issued by other jurisdictions, and in VAWA 2000, when it amended the Arrest Program to enhance vigorous protection order enforcement.³³

OVW discretionary grants support a range of activities that increase the availability of protection orders for victims and enhance protection order enforcement. VAWA funds provide additional lawyers and legal advocates for victims, increase police enforcement, and train advocates and judges on the effectiveness and use of orders. For example, LAV Program grantees helped more than 10,000 victims obtain such orders from January to June 2005. In the 2-year period covered by this report, grant-funded staff in jurisdictions with discretionary grants helped victims of domestic violence obtain more than 216,516 temporary and permanent protection orders.

During the reporting period, Arrest Program grantees focused on two specific purpose areas designed to improve the criminal justice system's handling of protection order cases:

- Implementing mandatory arrest or proarrest policies in police departments, including mandatory or proarrest programs for protection order violations (73–81 grantees). During each reporting period, grantees made between 2,522 and 4,213 arrests for violations of protection orders, and grantees using funds for prosecution identified between 3,235 and 5,356 new charges filed for violation of a protection order. Prosecutors disposed of between 3,089 and 4,399 charges of violations of protection order during each reporting period, with between 38 and 54 percent resulted in convictions.
- Between 48 and 54 grantees identified providing technical assistance along with computers and other equipment to police departments, prosecutors, courts, and tribal jurisdictions to facilitate the widespread enforcement of protection orders, including interstate enforcement, enforcement between states and tribal jurisdictions, and enforcement between tribal jurisdictions as a purpose area. Between 37 and 52 grantees used Arrest Program funds for data collection or communication systems focused on protection orders. Additionally, between 65 and 90 grantees identified protection orders as a training topic during each reporting period.

Historically Underserved Populations

Victimization rates are not uniform across all ethnic, racial, geographic, and other categories of women and their children throughout the United States. Although national surveys generally do not include enough representatives from all categories to generate rates for all groups (Catalano, 2006),³⁴ certain identifiable groups appear to be more at risk than others for domestic violence, sexual assault, and stalking. As detailed below, these groups include American Indians and Alaska Natives, women with disabilities, women attending colleges and universities, women living in rural areas, older women, and immigrants and refugees. These groups experience higher rates of victimization and often face challenges and barriers to receiving assistance

³³ 18 U.S.C. § 2265(a) and 42 U.S.C. § 3796hh.

³⁴ The National Crime Victimization Survey, the most comprehensive measure of crime victimization in the United States, collects data on age, gender, race, marital status, income, ethnicity, and geography but does not collect information on disability, people with limited English proficiency, people on campuses, or victimization of immigrants.

and support to address their victimization. In response to these problems, Congress has authorized VAWA funding that focuses specifically on these historically underserved groups and the unique challenges they face. In each 6-month reporting period with all grantees reporting, OVW grantees served between 4,871 and 5,263 victims/survivors with disabilities; 11,342 and 11,933 victims/survivors with limited English proficiency; 9,024 and 11,556 victims/survivors who were immigrants, refugees, or asylum seekers; and 45,379 and 50,436 victims/survivors who live in rural areas.

American Indians and Alaska Natives

American Indian and Alaska Native women reported the highest average annual rates of rape and physical assault than any other racial group between 1993 and 2004 (Bureau of Justice Statistics, 2006b). For sexual assault, the average annual rate is 3.5 times higher than that for non-Indians (Lee, Thompson, and Mechanic, 2002). They also are stalked at a rate at least twice that of any other ethnicity of women in the United States. The National Violence Against Women survey found that 17 percent of American Indian and Alaska Native women are stalked during their lifetimes, compared with 8.2 percent of white women, 6.5 percent of African-American women, and 4.5 percent of Asian/Pacific Islander women (Tjaden and Thoennes, 1998; Lee, Thompson, and Mechanic, 2002). Complicating efforts to protect these victims is the fact that most live in isolated communities and may not have access to telephones, transportation, or emergency services, and criminal justice resources and legal assistance often are limited.

Although some Indian nations, including the Ogallala Sioux, have domestic violence criminal codes that are among the best in the country,³⁵ many tribal codes do not address domestic violence and many lack tribal police and courts to enforce codes that do exist.

The STOP VAIW Program funds tribes to support programs that serve American and Alaska Native women who are victims of domestic violence, sexual assault, and stalking. STOP VAIW grantees reported serving between 2,312 and 2,966 victims/survivors in each 6-month report period between January 2004 and December 2005.³⁶ The most common services provided were victim advocacy, crisis intervention, transportation, individual/group support, criminal justice advocacy, civil justice advocacy, civil legal services, and hospital accompaniment. From January 2004 to July 2005, all other discretionary grant programs reported serving between 7,039 and 8,254 American Indian or Alaska Native victims/survivors during each report period.³⁷

Women With Disabilities

Approximately 54 million Americans live with a wide array of physical, cognitive, and emotional disabilities (Tyiska, 1998). Victimization rates for women with

³⁵ Law and Order Code § 99.2 Domestic Abuse Code.

³⁶ Between 28 and 57 STOP VAIW grantees reported in each 6-month report period; 48 individual grantees used funds to provide victim services. Grantees are asked to provide an unduplicated count for each report period. OVW has not attempted to aggregate the number of victims/survivors across 6-month report periods to avoid duplication.

³⁷ This number includes families and children served by the Supervised Visitation Program and children served by the Rural Program.

disabilities are far greater than for those who are not disabled, suggesting that offenders specifically target those who are the most vulnerable. An early study suggested that women with disabilities were one and one half times more likely to have been sexually abused than women without disabilities (Doucette, 1986). After reviewing numerous studies, Stimpson and Best (1991) suggested that more than 70 percent of women with a wide variety of disabilities have been victims of violent sexual encounters at some time in their lives.

Law enforcement officers, prosecutors, and courts may not be accustomed to working with women who have cognitive impairments (limited learning behavior, limited social skills, limited understanding of social cueing, and limited intellect), which makes criminal investigation and prosecution procedures challenging (Cole et al., 1991; Valenti-Hein and Schwartz, 1993). Disability service providers and advocates often fail to address violence against women with disabilities (Elman, 2005). Historically, advocates working in the area of violence against women lack the experience and training that would help them understand and deal effectively with the unique vulnerabilities to abuse that occur among women with disabilities (Nosek et al., 2001).

OVW funds two discretionary grant programs that train criminal justice professionals, court personnel, and victim service providers to respond effectively to women with disabilities who have been victimized. From July 2003 to June 2005, Training Program staff trained a total of 12,499 professionals (primarily criminal justice personnel) to improve their response to victims/survivors with disabilities. These individuals received 60,715 person-hours of training. From January 2004 to June 2005, Disabilities Program staff trained 24,575 people (including health or mental health providers, domestic violence service providers, disabilities organizations staff, law enforcement personnel, and residential, institutional, and independent living staff) to provide more effective services to victims/survivors with disabilities.³⁸ Seventy-four percent of grantees funded by the Disabilities Program provided technical assistance. These grantees provided 10,164 technical assistance activities during the same grant period.

A representative from Portland State University reported:

We've been able to make stronger connections to the Faith-Based Community here in Portland. We have been able to continue to pull together partnerships to create additional Coordinated Community Response Teams in 4 communities in Oregon (Portland, Ontario, Klamath Falls, and Newport) to support their violence intervention and prevention efforts. With this creation and support of cross-training events and opportunities between private and public disability organizations, dv/sa [domestic violence/sexual assault] agencies, law enforcement, criminal justice, etc., we've been able to raise awareness statewide, and specifically in several rural communities that we would never have been able to do without funding.

³⁸ Before the amendments made by VAWA 2005, neither of these programs was authorized to fund services to women with disabilities. Data from all discretionary programs show that between 4.5 and 4.9 percent of victims served are people with disabilities. This compares with 15 percent of the population of people over age 5 with disabilities (2005 American Community Survey, S1801). For more statistics on people with disabilities, visit the U.S. Census Bureau Web site, www.census.gov.

The Louisiana Commission on Law Enforcement commented:

Because of this funding, Louisiana's DV [domestic violence] and SA [sexual assault] programs have been able to improve their physical accessibility to provide services to victims with disabilities. DV and SA advocates have increased their awareness of disabilities and the barriers that people with disabilities face when accessing services. This awareness has produced efforts to form continuing collaborations and referral networks with disability advocates to improve services to people with disabilities. Disability organizations have increased their understanding of DV and SA, making them more understanding of the barriers victims of DV face.

Women Attending Colleges and Universities

Violence against women—including sexual assault, dating violence, domestic violence, and stalking—is a serious problem on college campuses. Women attending college are at a greater risk for rape and other forms of sexual assault than women in the general population or in comparable age groups (DeKerserdy and Kelly, 1993; Fisher, Cullen, and Turner, 2000; Koss, Gidycz, and Winiewski, 1987). The National College Women Sexual Victimization study, funded by the National Institute of Justice, surveyed a representative sample of college women in 1997 who were attending colleges of at least 1,000 students. Unlike National Crime Victimization studies, this survey used behavior-specific questions and incident reports to encourage broader reporting of victimization. The survey found that 2.8 percent of the sample had experienced either a completed rape (1.7 percent) or an attempted rape (1.1 percent). The victimization rate was 27.7 rapes per 1,000 female students. If the 2.8-percent victimization figure is calculated for a 1-year period, the data suggest that nearly 5 percent of college women are victimized in any given calendar year. Extrapolated to reflect the fact that college careers now average 5 years, it is estimated that the percentage of women in higher educational institutions who have experienced rape and/or attempted rape is between 20 and 25 percent (Fisher, Cullen, and Turner, 2000).

In the past, institutions of higher education addressed dating violence, domestic violence, sexual assault, and stalking through closed administrative procedures or mediation, and sometimes these issues were not addressed at all. Today, many campuses are beginning to address violent crimes against women by developing campus-based coordinated responses that include campus victim services, campus law enforcement, health providers, housing officials, administrators, student leaders, faith-based organizations, student organizations, and disciplinary boards. To be effective, these responses must be linked to local criminal justice agencies and service providers. In addition, training and policies specific to the campus environment must be developed.

To encourage institutions to develop these partnerships, OVW's Campus Program requires that, as a condition of funding, all grantees must form such on- and off-campus collaborations *and* mandate training of campus disciplinary boards and law enforcement officers. In addition, to receive funding, colleges and universities must address the underlying causes of violence against women on campuses by instituting prevention programs that seek to change the attitudes and beliefs that permit, and often encourage, such behavior.

As a result, from July 2003 to June 2005, Campus Program grantees trained 33,420 people to improve their response to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. In addition, Campus grantees trained more than 1,000 judicial board members and more than 2,000 campus police on how to respond to sexual assault, domestic violence, dating violence, and stalking. During this same period, Campus Program grantees also provided prevention education about violence against women to more than 355,000 incoming students.

Women Living in Rural Areas

Studies suggest that women in urban areas are victimized at a higher rate than women in rural areas (Bureau of Justice Statistics, 2006a). Smaller, specific studies, however, found higher rates in rural communities. A comparison of female patients at family practice clinics in the Midwest, for example, found that women in rural settings reported having violent partners at twice the rate as those in larger, midsized communities (25 percent versus 12 percent) (Elliot, 1997). Two studies of adult sexual victimization found that sexual assault rates were higher in certain rural counties (Lewis, 2003; Ruback and Ménard, 2001). Moreover, the availability of guns along with the culture in rural areas may aggravate the tendency of abusers to use guns to intimidate wives and intimate partners (Websdale, 1998). In addition, because young men in rural communities may be three times more likely to own a firearm than young men in urban communities, firearms are more likely to be used against women in rural areas (Weisheit and Wells, 1996). According to the Bureau of Justice Statistics (2006), although the average annual rate of nonfatal intimate partner violence against women is higher in urban areas,³⁹ the percentage of all homicides involving intimates is higher in rural areas.⁴⁰

Victims in rural communities often find that opportunities for medical, legal, or emotional services are very limited or even nonexistent. Victims' economic situation and geographic isolation may further limit their options. Strong community ties in rural areas mean that a victim is more likely to be acquainted with the perpetrator and service providers than in urban settings. Also, culture in rural areas tends to be close-knit, self-contained, and often conservative, which might make it unlikely for victims to turn to outsiders for assistance. Together, these characteristics result in low rates of reporting, limited opportunities for victim services, and difficulties for service providers (Lewis, 2003; Ruback and Ménard, 2001).⁴¹

OVW's Rural Program is designed to help rural communities overcome these obstacles to responding to domestic violence and helping victims. From January 2004 to June 2005, Rural Program grantees served between 20,561 and 23,265 victims/

³⁹ Average annual rate per 1,000 between 1993 and 2004—7.6 in urban areas, 6.3 in rural areas, and 5.8 in suburban areas.

⁴⁰ In 2000, the rate of all homicides involving intimates was more than 20 percent in rural areas and less than 10 percent in large cities.

⁴¹ Studies on sexual assault and domestic violence in rural areas also offer other important findings on related issues, such as victim-offender relationship, reporting, and funding. For example, these studies confirm the important role that victim-offender relationship has on reporting; they argue that lower reporting rates in rural areas are because of the close victim-offender relationship. That is, they found that rural counties had higher rates of victimization, but urban counties had higher rates of reporting.

survivors and 7,057 and 10,930 children. Also during this time, OVW's other discretionary grantees served between 20,772 and 22,915 victims/survivors who lived in rural areas (including reservations and Indian country) during each 6-month report period.

Older Women

Elder abuse is largely hidden in our society. The extent of elder abuse, its nature, the characteristics of victims and perpetrators, and the efficacy of efforts to protect elders are largely unknown (National Center on Elder Abuse, 2005). The consensus is that most elder abuse (up to 90 percent) is caused by family members, including spouses (Tatara et al., 1998). Similarly, studies of elder sexual abuse suggest that most victimizers are family members. In one study, findings show that 81 percent of perpetrators of elder sexual abuse were caregivers; 78 percent of the caregivers were family members, including spouses/partners (29 percent), sons (39 percent), and brothers (7 percent) (Ramsey-Klawnsnik, 1991; Teaster et al., 2000).

Although intimate partner violence is covered by states' general domestic and family violence statutes and sexual assaults are covered by broader criminal statutes, the general political, policy, and law enforcement focus on younger victims has resulted in little attention to victimization of elders. As a result, social service and criminal justice agencies largely have failed to design specific responses to meet the needs of elderly victims. Even battered women shelters may not be able to accommodate older victims.

In recognition of the need to respond to older women who are victims of abuse, Congress authorized OVW's Training Grants Program, which funds training of law enforcement officers, prosecutors, and court personnel to recognize, address, investigate, and prosecute cases of elder abuse, neglect, and exploitation. From July 1, 2003 to June 30, 2005, Training Grants grantees trained 12,991 individuals, including law enforcement officers (54 percent), prosecutors (8 percent), victim witness specialists (5 percent), court personnel (4 percent), and corrections staff (1 percent). In the three 6-month reporting periods from January 2004 to June 2005, discretionary grantees served 2,400 to more than 2,900 victims/survivors of sexual assault, domestic violence, and/or stalking who were age 60 or older.

A representative from Erie County, New York, noted:

Training Grants funding has allowed Elder Abuse training to reach into the rural and smaller areas with training that is usually utilized by larger and more urban police departments. Although it is a continuing challenge, without these funds, this area of need would go totally unmet.

A Temple University grantee reported:

Had the Institute not had the resources of the DOJ, we would not have been able to design and ultimately deliver training on sexual assault of the elderly or elder victim identification, intervention, and referral of elders living in settings where parolees and probationers reside. It has been a real benefit to the law enforcement and probation/parole personnel of PA and the aging services network. Ultimately, however, it is benefiting the elderly who are being victimized. This program is giving law enforcement greater capacity to protect senior Pennsylvanians.

Immigrants and Refugees

For women who are immigrants and refugees, the trauma associated with sexual and domestic violence is often compounded by problems associated with immigration and acculturation. Immigrants, especially those who are undocumented, may be afraid to go to an agency for help following victimization. In addition, cultural beliefs may prevent these women from reporting violence or seeking services. Furthermore, immigrants and refugees often are isolated because of their status, language, lack of education, and lack of job skills.

Recent studies involving immigrants find that 30–50 percent of these women have been sexually or physically victimized by a male intimate partner (Dutton, Orloff, and Hass, 2000). These statistics are higher than those reported from national surveys conducted in the United States (Schaefer, Caetano, and Clark, 1998). Homicide data from New York City also found that female immigrants are overrepresented among female victims of male-partner-perpetrated homicide (Frye, Wilt, and Schomberg, 2000). Before the Violence Against Women Act of 2000 and the establishment of a number of agencies that provide services designed for female immigrants and refugees, little effort had been focused on these vulnerable populations.

During the three 6-month reporting periods from January 2004 to June 2005, OVW discretionary grantees reported serving from 10,000 to more than 13,000 victims/survivors who were immigrants, refugees, or asylum seekers. Notably, more than half of these victims sought services from, and were served by, LAV grantees.

The following sections of this report provide specific program overviews. These include data about staff, training and technical assistance, victims and victim services, legal issues, and courts, among others. Each program description ends with a section about remaining areas of need.

Program Overviews

Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program

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

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

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

Increased victim safety and an increase in domestic violence arrests within the jurisdiction of the Orange County Sheriff-Coroner Department are a direct result of the Arrest and Compliance Team (ACT) funded by Arrest Program Funds. In 2003, the ACT increased the Protection Order violation arrests 129 percent, increased the Domestic Violence Order violation arrests 130 percent, and increased the Domestic Violence arrests 126 percent over the arrests in 2002. The ACT increased the service of all Emergency Protective Orders to 94.6 percent, in comparison with only

52 percent prior to the creation of the team. These goals were accomplished through increased compliance checks, timely responses to domestic violence incidents and enforcement of Protection Orders.

Another Arrest Program grantee from New Orleans, Louisiana, reported:

The Arrest Program has led to system change. These changes are evidenced by the following: the number of domestic violence homicides has decreased from 27 in 1997 to 8 in 2003; the percentage of calls resulting in arrest has steadily increased from 14.7 percent in 1997 to 31 percent in 2003; the number of arrests for violation of protective orders has increased from 4 in 1997 to 128 in 2003; the dual arrest rate has been reduced from a high of 11.7 percent in 1999 to 5.1 percent in 2003. Without the personnel, training and technical assistance funded through this grant, these changes would not have taken place.

General Grant Information

- Information for this report was submitted by 225 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁴² Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 161.
 - January–June 2004: 163.
 - July–December 2004: 192.
 - January–June 2005: 164.
- Fifteen percent of grantees reported using Arrest Program funds for projects that specifically address violence against American Indian women. These grantees identified 78 tribal populations in which they focused the services provided.

Staff

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

The number of grantees using Arrest Program funds for staff increased from 80 percent in the first reporting period to 96 percent in the last reporting period. Grantees most often used federal funds to staff victim advocates. Victim advocates who are part of the criminal justice system can help victims learn about their legal options, which makes it more likely that the victim will continue processing her case through the system and that the victim will be satisfied with the outcome (Busawa and Busawa, 2003).

In addition, the use of funds to staff law enforcement officers has almost doubled since the first reporting period.

⁴² Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated number of individual grantees reporting overall, whereas the bar graph represents the number reporting in each period and is not unduplicated.

Table 1. Full-time equivalent staff funded by Arrest Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	128	154	172	157
Total FTE staff funded	554	649	651	644
Victim advocates	120	169	162	166
Law enforcement officers	55	81	89	100
Prosecutors	54	63	66	64
Program coordinators	63	63	65	56
Probation officers	33	39	36	37
Legal advocates	29	30	33	25
Court personnel	18	22	25	30

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

The funding has allowed us to retain a domestic violence prosecutor who aggressively charges and prosecutes domestic violence cases. Having a DV prosecutor has increased our ability to hold abusers accountable, increase the number of court orders issued and reduce repeat offenders.

—City of Mountlake Terrace, Washington

Training

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

The most common topics for training events were domestic violence overview, safety planning, law enforcement response, criminal court procedures, advocate response, proarrest policies, protection orders, prosecution response, domestic violence statutes/codes, and confidentiality. Training may range from conferences and workshops to role call training for law enforcement officers.

- Number of individual grantees using funds for training: 191 (85 percent of grantees).⁴³
- Total number of training events: 4,784.
- Total number of people trained: 100,839.

⁴³ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

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

Position	People trained (N = 100,839)	
	Number	Percent
Law enforcement officer	29,476	29
Multidisciplinary group	19,523	19
Victim advocate	6,369	6
Faith-based organization staff	4,301	4
Court personnel	4,147	4
Social service organization staff	3,442	3

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

We are confident to say our rise in quality investigation is directly related to the training provided through this grant funding. In one year our domestic violence case referrals/filings to the district attorney rose 30 percent.

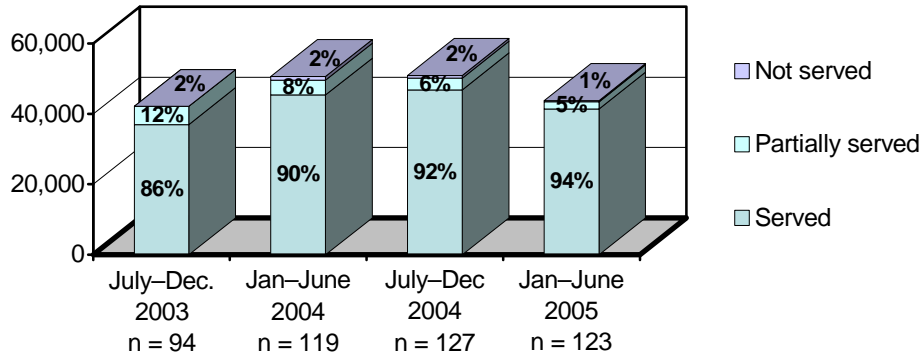
—City of Santa Maria, California

Victim Services

Communities with demonstrated success in reducing domestic homicide have comprehensive approaches to domestic violence (U.S. Department of Justice, 2005). The availability of a wide range of services for victims of domestic violence is a critical part of a CCR. Victims need comprehensive support services that may include legal advocacy to secure a protection order or custody of their children; medical and counseling services from health care professionals; services from victim advocates, including safety planning or accompaniment to court; transitional housing assistance; or access to supervised visitation and exchange services.

- During each 6-month report period, Arrest Program grantees provided services to more than 40,000 victims of domestic violence to help them become and remain safe from violence.
- Number of individual grantees using funds for victim services: 164 (73 percent of grantees).⁴⁴

⁴⁴ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Figure 1. Provision of victim services by Arrest Program

n = number of grantees reporting

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

Victims Seeking Services

July–December 2003 reporting period:

- 42,972 victims/survivors sought services from Arrest Program grantees.
- Of these, 42,184 (98 percent) victims/survivors received services and 788 (2 percent) were not served.

January–June 2004 reporting period:

- 50,661 victims/survivors sought services from Arrest Program grantees.
- Of these, 49,623 (98 percent) victims/survivors received services and 1,038 (2 percent) were not served.

July–December 2004 reporting period:

- 50,962 victims/survivors sought services from Arrest Program grantees.
- Of these, 50,180 (98 percent) victims/survivors received services and 782 (2 percent) were not served.

January–June 2005 reporting period:

- 43,804 victims/survivors sought services from Arrest Program grantees.
- Of these, 43,441 (99 percent) victims/survivors received services and 363 (1 percent) were not served.

Reasons Victims Were Not Served or Were Partially Served

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

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

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

Table 3. Relationship to offender of victims/survivors served by Arrest Program: July 2003–June 2005

Relationship to offender	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Current/former intimate partner	18,199	29,117	33,307	28,920	69–75
Dating relationship	4,654	5,950	7,042	5,859	15–18
Other family member	3,131	4,818	4,887	5,096	11–13
Unknown	15,933	9,576	6,581	4,683	na

na = not applicable

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

Demographics of Victims Served and Partially Served

Arrest Program grantees served more than 40,000 victims/survivors during each 6-month report period. In each report period, grantees served or partially served victims/survivors who were white (46–49 percent), female (86–89 percent), and between the ages of 25 and 59 (64–68 percent).

Table 4. Demographic characteristics of victims/survivors served by Arrest Program: July 2003–June 2005

Characteristic	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity					
Black or African American	8,762	15,691	15,145	12,360	31–36
American Indian	1,400	943	1,413	1,225	2–5
Asian	652	803	759	751	2
Native Hawaiian or Pacific Islander	33	89	66	140	<1
Hispanic or Latino	4,789	6,262	5,809	5,539	13–17
White	12,907	20,030	21,171	19,187	46–49
Unknown	13,965	5,994	5,985	4,564	na
Gender					
Female	27,217	41,501	43,060	37,037	86–89
Male	4,265	5,428	5,965	4,670	11–14
Unknown	10,702	2,694	1,155	1,734	na
Age					
0–17	2,464	2,585	2,036	1,560	4–8
18–24	6,987	11,447	10,965	9,883	24–27
25–59	18,946	27,213	29,351	26,296	64–68
60+	990	1,153	1,431	1,028	3
Unknown	12,797	7,225	6,397	4,674	na
Other					
People with disabilities	945	1,561	1,339	1,579	3–4
People with limited English proficiency	2,090	2,810	2,917	2,594	5–6
People who are immigrants, refugees, or asylum seekers	1,052	1,668	1,890	2,505	2–6
People who live in rural areas	6,382	8,428	8,449	8,726	15–20

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 served.

Types of Victim Services

Arrest Program grantees provide an array of services to victims of domestic violence and their children, including victim advocacy (actions designed to help the victim obtain needed resources or services), crisis intervention, and helping victims navigate the legal system). All victims receive safety planning, referrals, and information as needed. Victims of domestic violence often need a variety of services, including help with material goods and services, health-related issues, school-related issues,

financial and transportation needs, employment, and legal issues. Women with children also need assistance with child care and other matters related to their children. A recent study indicates that women who work with advocates are more effective in accessing community resources (Allen, Bybee, and Sullivan, 2004). The same study concluded that it is essential for advocacy and other human service programs to recognize the need for a comprehensive response to the needs of survivors.

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

- Victim advocacy: 95,387.
- Victim witness notification: 87,636.
- Criminal justice advocacy: 85,741.
- Hotline calls: 58,409.
- Civil legal advocacy: 49,215.

We created stalking kits for victims. They contain information about stalking and what to do if you are being stalked. They also contain a resource card for victims, a log for documentation of incidents, a plastic glove for evidence collection, and a whistle with a light on it. Victims are also provided a cell phone for "911" purposes and they are offered a disposable camera. In a client's words, "I could have used this a long time ago."

—*Community Violence Intervention Center Inc., North Dakota*

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. Because the Arrest Program funds a jurisdiction, grantees report criminal justice data for the entire agency within the jurisdiction receiving funds, not just grant-funded activities. The effects of Arrest Program funds reach beyond grant-funded activities and are intended to have an impact on the criminal justice system as a whole.

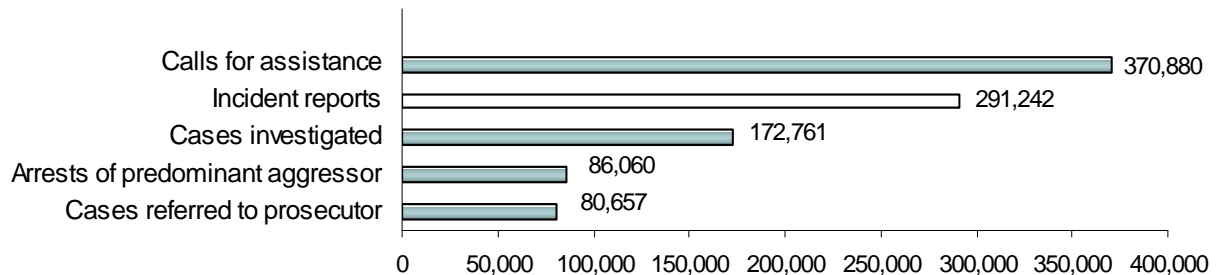
Law Enforcement

The role of law enforcement is crucial in responding to domestic violence. The response and attitude of law enforcement officers influences whether or not victims will report domestic violence offenses, and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court. Law enforcement officers should be proactive and aggressive in addressing domestic violence matters. In response to studies about arrest deterrence, changes in legislation, training, and federal funding, law enforcement offices across the country began to adopt "proarrest," "mandatory arrest," and "primary aggressor" policies beginning in the 1980s (Klein, 2004, pp. 95–99). A meaningful and serious response by law enforcement agencies that includes arrest, accompanied by a thorough investigation and meaningful sanctions, demonstrates to offenders that they have committed a serious crime and supports the efforts of victims of domestic violence to be free of offenders' abuse. Some jurisdictions have reported an increase in arrest rates that resulted in lower recidivism along with an increase in prosecutions that resulted in lower homicide rates. A leading criminal justice researcher has noted that "good

police work, starting with arrest, may be the first step in preventing domestic violence and reducing overall abuse. It may be that every domestic violence arrest, starting with the simple misdemeanor, is a homicide prevention measure” (Klein, 2004, p. 113).

- Number of individual grantees using funds for law enforcement: 133 (59 percent of grantees).⁴⁵

Figure 2. Law enforcement activities in Arrest Program domestic violence cases



The Arrest grant enabled the police department to expand patrol response to domestic violence calls. This was very successful in producing evidence based investigation enabling the West Valley City prosecutor’s office to exceed an 85 percent conviction rate goal. Offenders were held accountable and either pled to or were convicted of a domestic violence related crime in 97 percent of the cases. In many of the cases, the evidence collected by the specialized units was so overwhelming that the offender pled early in the criminal justice process. This kept many victims from having to or needing to testify, thus taking the responsibility from the victim and placing it upon the criminal justice system.

—West Valley City, Utah

Prosecution

Prosecution of domestic violence offenders varies from state to state. Generally, misdemeanor offenses are handled by city or county officials in municipal 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. “Rigorous criminal prosecution” that includes “early and repeated contacts with victims, providing them access to supportive, protective, legal and other resources, inform and reassure victims regularly throughout the course of a prosecution, and increase the likelihood of conviction and reduce recidivism” (Klein, 2004, p. 143). Close cooperation with law enforcement and victim advocates, specialized prosecution units, specialized training for prosecutors, and vertical prosecution have all contributed to higher prosecution (Klein, 2004)⁴⁶ and conviction rates. Research has demonstrated that the “determining factor in whether domestic violence

⁴⁵ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

⁴⁶ Nationally, prosecution rates have increased 178 percent from 1989 to 1998.

cases are successfully prosecuted or dropped rests with the prosecutor. Successful rates of prosecution have little to do with victim cooperation, overall office resources, demographics, and other external factors... Prosecutors who take domestic violence seriously find the resources to prosecute it seriously” (Bass, Nealon, and Armstrong, 1994; Klein, 2004, p. 138).

- Number of individual grantees using funds for prosecution: 80 (36 percent of grantees).
- Prosecutors received 168,241 domestic violence case referrals, with charges filed in 75 percent of the cases.⁴⁷

Table 5. Prosecution of sexual assault, domestic violence, and stalking charges by prosecutors funded by the Arrest Program

Charge	New charges filed		Charges disposed	Dispositions resulting in convictions	
	Number	Percent		Number	Percent
All charges	200,972	100	181,244	89,369	44
Misdemeanor domestic violence	126,998	63	120,053	58,798	49
Felony domestic violence	24,425	12	18,226	8,578	47
Domestic violence ordinance	19,228	10	16,056	8,090	50

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

Funding has allowed Queens District Attorney (QDA) to institutionalize a fully staffed bureau dedicated to the prosecution of domestic violence cases. This staffing has increased conviction rates, including Adjournments in Contemplation of Dismissal (ACD). The conviction rate for this reporting period was 79.8 percent; not including ACDs, the rate was 60 percent—still over twice the conviction rate from before the project started. QDA continued to rely heavily on batterer intervention and substance abuse programs as a condition of plea and sentencing. Early contact with victims affords a responding Assistant District Attorney the opportunity to determine whether there is a history of violence in the relationship and to assess the threat of further injury to the complainant or the family involved. This helps the attorney to make appropriate bail, order of protection, charging, and plea offer decisions. Efforts to reach victims early in domestic violence cases were successful in 80 percent of new domestic violence bureau cases. The impact of this early contact is evident in the bureau’s conviction rate—convictions (including ACDs) were obtained in 82.1 percent of cases having an outreach status, compared with 70.9 percent in cases without that status.”

—Office of the Queens Borough President, New York

⁴⁷ In both bullet points, this number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

A best practice Protocol and Procedure Manual for the prosecution of domestic violence cases has been developed and can be used by all prosecutors' offices in Michigan. This manual includes practices identified from programs throughout the U.S. that promote aggressive and successful prosecution of domestic violence crimes.

—Michigan Family Independence Agency, Michigan

Courts

Judges have two distinct roles in responding to domestic violence cases—magisterial and administrative. In their administrative role, judges and court personnel are responsible for making courthouses safer and more user friendly for victims of domestic violence. This can be accomplished by creating special domestic violence dockets, establishing a separate domestic violence court, or providing separate waiting rooms for victims. In their magisterial role, judges have the power to hold offenders accountable and enhance the safety of victims. Judges frequently ratify plea agreements and, in doing so, set the parameters for the type of sentences they will accept, including whether or not they will allow diversion and deferred sentences. Increasingly, judges monitor offenders to review progress and compliance with court orders.

In some jurisdictions, judges have been at the forefront in establishing domestic violence coordinating councils. Specialized courts are created with the goal of enhanced coordination and more consistent intervention to protect victims and increase offender accountability. Courts seek to link different cases involving the same offender and victim (e.g., custody, protection orders, and criminal charges) so that the same judge is reviewing related cases. These courts typically have specialized intake units, victim-witness advocates, specialized calendars, and intense judicial monitoring of offenders (Klein, 2004).

- Number of individual grantees using funds for court activities: 53 (24 percent of grantees).⁴⁸

Judicial Monitoring

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

Arrest Program grantees report the following:

- 13,063 offenders were monitored.
- 24,402 judicial review hearings were held.

Judges monitor offenders to review progress and compliance with court orders. The data reported below reflect the consequences imposed for violations of court orders.

⁴⁸ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

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

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/incarcerated	
	n	%	n	%	n	%	n	%	n	%	n	%
Protection order (n = 722)	88	12	190	26	11	2	146	20	182	25	105	15
New criminal behavior (n = 788)	22	3	194	25	20	3	215	27	124	16	213	27
Failure to attend mandated batterer program (n = 2,913)	40	1	1,576	54	10	<1	503	17	296	10	488	17
Other condition of probation or parole (n = 3,572)	249	7	1,362	38	38	1	791	22	560	16	572	16

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

Probation

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

- Number of individual grantees using funds for probation: 37 (16 percent of grantees).⁴⁹
- Total number of new and continuing cases handled by probation: 38,638.

⁴⁹ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month period.

Offender Monitoring

Probation officers monitor offenders to review progress and compliance with court orders. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance.

- 24,853 offenders received 87,999 face-to-face contacts.
- 17,087 offenders received 71,798 telephone contacts.
- 9,413 offenders received 19,325 unscheduled surveillance contacts.

In addition to offender monitoring, probation officers also contact victims as an additional strategy to increase victim safety.

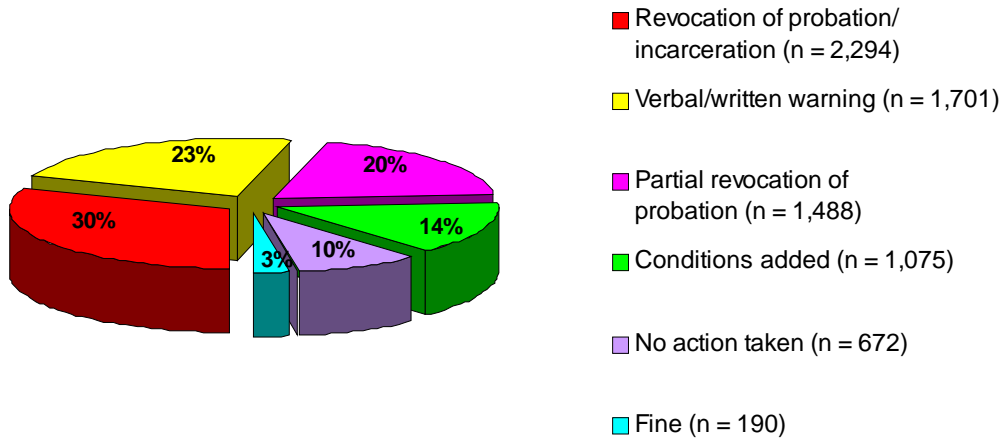
- 8,884 victims received 17,049 contacts.

A total of 1,955 violations were reported. The most common responses reported were as follows:

- Failure to attend mandated Batterer Intervention Programs was the violation most likely to result in partial or full revocation of probation (26 percent).
- Violations of protection orders comprised 15 percent of violations and most often resulted in a verbal or written warning (42 percent).
- New criminal behavior represented 18 percent of violations and most often resulted in partial or full revocation of probation (20 percent).

Grantees report taking numerous steps in response to violation in probation.

Figure 3. Actions Taken in Response to Violations of Probation: Arrest Program



The District Attorney’s CRIMES software now tracks the recidivism and severity of charges for each batterer.

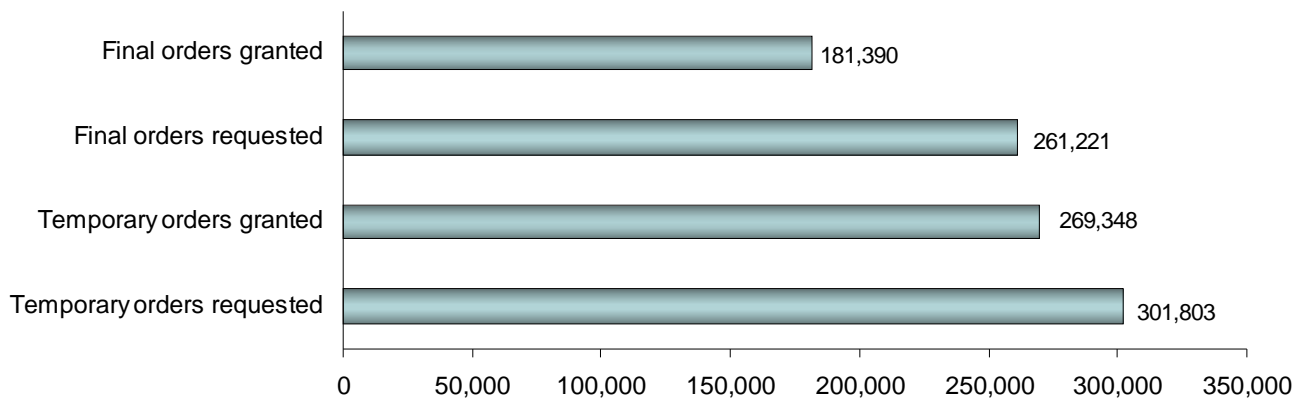
—St. Tammany Parish, Louisiana

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.⁵⁰

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.

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



A protective order database has been established that can be accessed by all partners as well as all law enforcement officers at any time of the day or night. The officer can print out a copy of the actual order and enforce it to the fullest.

—Louisiana Commission on Law Enforcement, Louisiana

Remaining Areas of Need

Almost half of all grantees reported that the remaining area of need was additional training, especially judicial training. Many grantees indicated that the various systems (advocates, criminal legal, health, and mental health) in their community need to develop a coordinated, seamless, “wraparound” response to domestic violence. Improvements in the area of judicial response, especially nontribal court responses to American Indian victims/survivors, were also cited as an area of need.

⁵⁰ Numbers represent cases in which complete data were available for both order requested and granted. In some jurisdictions grantees report difficulty in obtaining protection order data; for example, if a city is the grant-funded jurisdiction and protection order data are collected at the county level, it is not possible to report precisely on the number of orders requested or granted in the city.

Rural Domestic Violence and Child Victimization Enforcement Grants Program

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

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

The Rural Program has allowed the Tribe to build an infrastructure where one did not exist previously. This feat may not sound important, but it has given us a location, phone number, contact information, and networking capabilities with other tribal and non-tribal agencies relating to domestic violence. For the first time, this tribe has been given the opportunity to begin to build a history of survivors rather than victims. This grant has begun the long journey of building awareness within the community that domestic violence and battering may not be acceptable. This grant is a first step to chipping away at the level of denial that exists on the reservation and ... [realizing] that women's issues and the need for violence prevention for women and children are serious and worthy. Finally, the Rural Program has given the Fallon Paiute Shoshone Tribe a platform for expansion of DV awareness activities throughout Northern Nevada. It has given us the opportunity to mentor other nearby tribes and to build a network of Native American advocates throughout the north state.

Another Rural Program grantee, the Iowa Department of Justice, Crime Victim Assistance Division, reported:

Prior to receiving these funds, no victim service agency existed in this area of the state, let alone an agency which addressed the intersection of domestic violence and child abuse in a community response model. There was no dedicated prosecution effort, law enforcement response was inconsistent, and court responses often further endangered women and children. Each piece acted in isolation of the other and all tended to blame the victim of the offense, either for somehow "causing the violence," or for "putting up" with the violence and continuing to "waste" the system's time. While we still experience challenges, we now have a forum and a process for engaging and communication about them for the benefit of victims and the accountability of offenders.

General Grant Information

- Information for this report was submitted by 183 individual grantees for the January 1, 2004 to June 30, 2005 progress report period.⁵¹ Unless otherwise noted, data were included for all three 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - January–June 2004: 116.
 - July–December 2004: 151.
 - January–June 2005: 118.
- Twenty-eight percent of grantees reported using Rural Program funds for projects that specifically address American Indian families. These grantees identified more than 90 tribal populations in which they specifically focused services.

Staff

Rural Program staff provide victim services, training, outreach, advocacy, counseling, and court services to increase victim and child safety and offender accountability.

The number of grantees using Rural Program funds for staff increased from 98 percent in the first reporting period to 100 percent in the last reporting period. Grantees most often used federal funds to staff victim advocates and program coordinators.

⁵¹ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated number of individual grantees reporting overall, whereas the bar graph represents the number reporting in each period and is not unduplicated.

**Table 7. Full-time equivalent staff funded by Rural Program:
January 2004–June 2005**

Staff funded	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	114	144	118
Total FTE staff funded	508	594	497
Victim advocates	127	163	146
Program coordinators	87	85	63
Support staff	32	44	46
Outreach workers	45	68	39
Administrators	44	48	39
Trainer/educators	38	33	33
Children's advocates	28	35	27
Counselors	18	19	24
Legal advocates	29	29	21
Civil attorneys	16	17	19

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

Training

Quality training is necessary for the development of an effective CCR to domestic violence and child victimization. Almost all Rural Program grantees provide training on domestic violence and child victimization issues to victim advocates, child protection staff,⁵² law enforcement officers, prosecutors, court personnel, probation officers, and mental health and other professionals. This training improves professional responses to victims of domestic violence and child victimization and increases offender accountability.

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

- Number of individual grantees using funds for training: 145 (79 percent of all grantees).⁵³
- Total number of training events: 3,153.
- Total number of people trained: 55,141.

⁵² Child protection staff work in a social service agency (in most states) and receive reports, investigate, and provide rehabilitation services to children and families with problems of child maltreatment. Frequently, this agency is located within larger public social services agencies such as Departments of Social Services or Human Services.

⁵³ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Table 8. People trained with Rural Program funds: Selected professional positions

Position	People trained (N = 55,141)	
	Number	Percent
Multidisciplinary group	6,575	12
Victim advocate	6,257	11
Health professional	6,246	11
Law enforcement officer	5,434	10
Educator	4,446	8
Child protective services worker	3,813	7

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

Prior to these trainings, domestic violence investigations were not much more thorough than those of a bar fight. The standard was that if both parties received injuries, both would be arrested and we would, "let the attorneys sort it out." Now officers understand that a proper investigation includes determining a predominant aggressor, documenting a history of abuse in the relationship and the mental states of the people involved, interviewing children and other witnesses and carefully documenting and collecting physical evidence. With better understanding of the dynamics of these relationships and more stringent investigate protocols, conviction rates are high and offenders are held appropriately accountable.

—*City of Bozeman, Montana*

One positive development due to the presence of our training program has been the response of New Mexico's Native American tribes to the training program. Training programs provided in areas with significant Native American populations have attracted Native American tribal officers as well as their social services, legal and medical personnel. Other tribes, hearing about the success for the training programs, have requested that training programs be held on their reservations for their personnel.

—*New Mexico Attorney Generals Office, New Mexico*

Community Education

Rural Program staff provide general information to the community to increase awareness of domestic violence and/or child victimization. Community education can be used as a tool to connect people in a community who have a common goal of building safe, supportive, and accountable communities.⁵⁴

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/

⁵⁴ Community education is not the same as training. Training involves providing information on domestic violence and/or child victimization that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

domestic violence prevention (grades 6–12); and healthy relationships/domestic violence prevention (community).

- Number of individual grantees using funds for community education: 148 (81 percent of grantees).⁵⁵
- Total number of education events: 9,409.
- Total number of people educated: 303,536.

Table 9. People educated with Rural Program funds: Selected groups

Group	People educated (N = 303,536)	
	Number	Percent
Middle/high school students	93,801	31
Community members	62,362	21
Elementary school students	48,216	16
Community groups	23,474	8
Faith-based groups	16,839	6
University/college students	16,497	5

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

Never before has this community witnessed a safe house operation. Schools benefit from the many presentations we take to them and subjects are being discussed and solutions sought that were once hidden. The rural schools have never had opportunities to have the types of presentations that we are providing to them.

—City of De Queen, Arkansas

Victim Services

Communities with demonstrated success in reducing domestic homicide have comprehensive approaches to domestic violence (U.S. Department of Justice, 2005). The availability of a wide range of services for victims of domestic violence is a critical part of a CCR. Victims need comprehensive support services that may include legal advocacy to secure a protection order or custody of their children; medical services and counseling services from health care professionals; services from victim advocates, including safety planning or accompaniment to court; and transitional housing assistance or access to supervised visitation and exchange services.

When domestic violence occurs in a rural area, special problems are encountered that significantly influence whether a woman will remain in a battering relationship, regardless of her race or ethnicity. Battered women in rural areas are isolated both physically and emotionally. Employment opportunities may be scarce and victims

⁵⁵ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

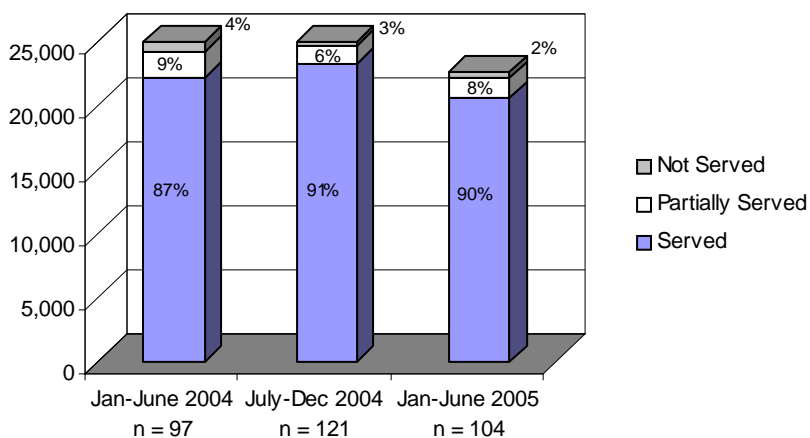
may not have access to transportation or phone service. The issue of accessing services may become impossible for the woman who most likely has no experience with “the system” to begin with.

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

During each 6-month report period, Rural Program grantees provided services to more than 20,000 victims of domestic violence and 7,000 child victims to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 174 (95 percent of grantees).⁵⁶

Figure 5. Provision of victim services by Rural Program



n = number of grantees reporting

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

⁵⁶ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Victims Seeking Services

January–June 2004 reporting period:

- 23,032 victims/survivors sought services from Rural Program grantees.
- Of these, 22,132 (96 percent) victims/survivors received services and 900 (4 percent) were not served.

July–December 2004 reporting period:

- 23,880 victims/survivors sought services from Rural Program grantees.
- Of these, 23,265 (97 percent) victims/survivors received services and 615 (3 percent) were not served.

January–June 2005 reporting period:

- 21,015 victims/survivors sought services from Rural Program grantees.
- Of these, 20,561 (98 percent) victims/survivors received services and 454 (2 percent) were not served.

The funds allow service providers to visit villages, continue safe homes and start safe homes in communities to help victims and their children escape dangers situations and leave their villages. Villages have established women's groups and created coordinated community response teams to assist victims where there are very few or no other services available to them.

*—Alaska Department of Public Safety Council on Domestic Violence
and Sexual Assault, Alaska*

Reasons Victims Were Not Served or Were Partially Served

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

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

The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (81–86 percent).

Table 10. Relationship to offender of victims/survivors served by Rural Program: January 2004–June 2005

Relationship to offender	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Current/former intimate partner	14,807	15,944	15,428	81–86
Dating relationship	1,571	1,866	1,891	9–10
Other family member	766	712	770	<1–4
Unknown	4,941	3,824	1,885	na

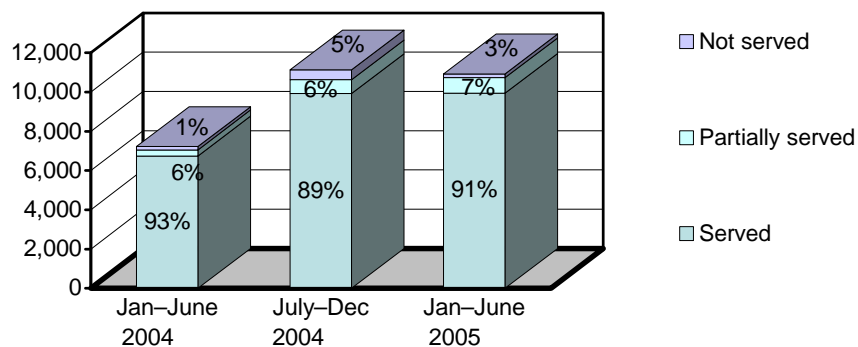
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NOTES: Because victims may have been abused by more than one offender, data reported may be higher than the total number of victims served. Not all reported relationships are represented. Percentiles are based only on victims for whom the information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

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 nonabusing parents at the center of decisionmaking 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 6. Provision of services to children by Rural Program



Children Seeking Services

January–June 2004 reporting period:

- 7,220 children sought services from Rural Program grantees.
- Of these, 7,057 (99 percent) children received services and 163 (1 percent) were not served.

July–December 2004 reporting period:

- 11,125 children sought services from Rural Program grantees.
- Of these, 10,625 (95 percent) children received services and 500 (5 percent) were not served.

January–June 2005 reporting period:

- 10,930 children sought services from Rural Program grantees.
- Of these, 10,725 (98 percent) children received services and 205 (2 percent) were not served.

Reasons Children Were Not Served or Were Partially Served

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

- Victims/survivors 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 (88–91 percent).

Table 11. Relationship to offender of children served by Rural Program: January 2004–June 2005

Relationship to offender	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Parent/other caretaker	5,502	7,402	8,086	88–91
Other family member	8	576	616	<1–7
Unknown	998	2,281	1,537	na

na = not applicable

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

Demographics of Victims and Children Served and Partially Served

Rural Program grantees served more than 20,000 victims/survivors during each 6-month reporting period. In each report period, grantees served or partially served victims/survivors who were: white⁵⁷ (55–58 percent), female (91–94 percent), and between the ages of 25 and 59 (41–43 percent). Of the more than 7,000 children served or partially served in each 6-month reporting period, children were most likely to be female (56–59 percent) and between the ages of 0 and 6⁵⁸ (11–14 percent).

Table 12. Demographic characteristics of victims/survivors and children served by Rural Program: January 2004–June 2005

Characteristic	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity				
Black/African American	1,230	1,924	1,364	5–6
American Indian	5,586	5,185	4,385	16–21
Asian	157	398	222	1
Native Hawaiian/Pacific Islander	155	233	263	1
Hispanic/Latino	4,923	5,807	4,760	17–19
White	14,650	17,315	16,054	55–58
Unknown	2,488	3,312	4,294	na
Gender				
Victims/survivors				
Female	18,923	20,218	18,212	91–94
Male	1,195	2,120	1,163	6–9
Unknown	2,014	927	1,186	na
Children				
Female	3,590	5,480	5,556	56–59
Male	2,769	4,151	4,269	41–44
Unknown	698	994	900	na
Age				
0–6	2,755	3,762	3,879	11–14
7–12	2,560	3,970	3,608	11–13
13–17	2,097	3,083	2,761	9–11
18–24	5,842	6,098	4,463	16–24
25–59	10,125	12,452	11,757	41–43
60+	719	765	634	3
Unknown	5,091	3,760	4,184	na
Other				
Victims/survivors				
People with disabilities	880	1,074	1,018	4–5
People with limited English proficiency	1,924	1,687	1,568	7–9

⁵⁷ Some victims may identify with more than one race/ethnicity, so the numbers reported may be higher than the total number of victims served.

⁵⁸ The period January to December 2004 includes slightly more children ages 7–12.

Table 12. Demographic characteristics of victims/survivors and children served by Rural Program: January 2004–June 2005 (continued)

Characteristic	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
People who are immigrants, refugees, or asylum seekers	609	1,336	1,395	3–7
People who live in rural areas	17,160	16,949	16,210	73–78
Children				
People with disabilities	157	208	242	2
People with limited English proficiency	211	470	218	2–4
People who are immigrants, refugees, or asylum seekers	209	298	209	2–3
People who live in rural areas	5,265	8,135	8,473	73–78

na = not applicable

NOTES: Data include victims/survivors and children who were fully or partially served. Because some victims identify with more than one race/ethnicity, data may exceed the total number of victims served. The period January to December 2004 includes slightly more children ages 7–12.

Types of Victim Services

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

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

Victims:

- Hotline calls: 57,962.
- Victim advocacy: 46,952.
- Crisis intervention: 31,889.
- Individual/group support: 24,302.
- Civil legal advocacy: 21,474.
- Criminal justice advocacy: 18,025.

Children:

- Support group/counseling: 11,161.
- Child advocacy: 9,936.
- Victim advocacy: 9,485.
- Crisis intervention: 8,348.
- Hotline calls: 4,493.
- Criminal justice advocacy: 2,814.

Children no longer have to transfer to new school districts if their mothers seek safe shelter because there is now a greater likelihood that shelter is available in their community.

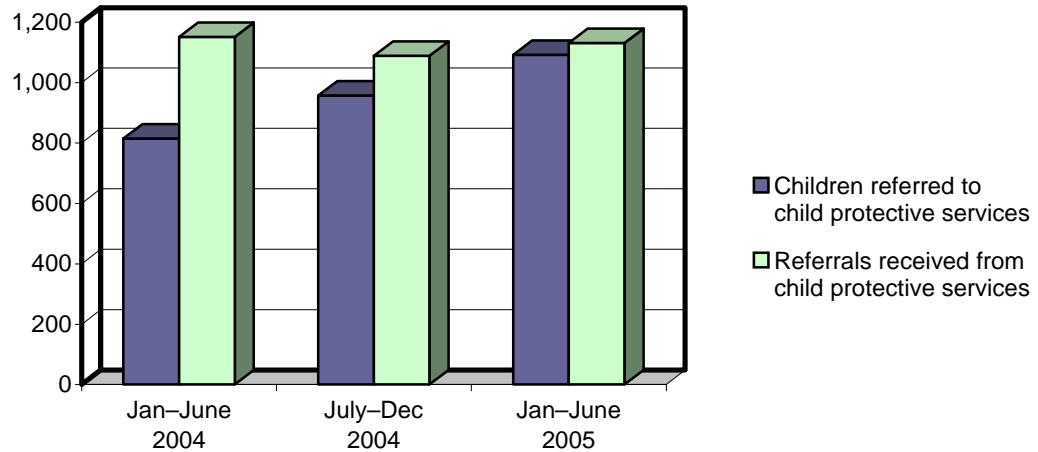
—*Council on Sexual Assault and Domestic Violence, Iowa*

This funding permits us to promote the latest innovative—video interpreting services—to reach out to rural areas thereby increasing the timely response of providers and the accessibility of such services.

—*CSD of Oklahoma, Oklahoma*

During each of the three reporting periods, referrals to and from Child Protection Services were made by child protection agencies and domestic violence agency staff in response to situations that came to their attention (some risk for child maltreatment was present). Referrals increased from 814 during the first reporting period to 1,092 during the last reporting period.

Figure 7. Referrals to and from child protective services by Rural Program



Criminal Justice

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

Law Enforcement

Researchers suggest that because of the smaller staff size of rural law enforcement agencies, the larger geographic distance to be patrolled, and the patriarchal culture, women in rural areas are not as confident as urban women about the capacity of law enforcement to respond to an emergency (Logan et al., 2004). The role of law enforcement is crucial in responding to domestic violence. The response and attitude of law enforcement officers influences whether or not victims will report domestic violence offenses, and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court. Law enforcement officers should be proactive and aggressive in addressing domestic violence matters. In response to studies about arrest deterrence, changes in legislation, training, and federal funding, law enforcement offices across the country began to adopt “proarrest,” “mandatory arrest,” and “primary aggressor” policies beginning in the 1980s (Klein, 2004, pp. 95–99). A meaningful and serious response by law enforcement agencies that includes arrest, accompanied by a thorough investigation and meaningful sanctions, demonstrates to offenders that they have committed a serious crime and supports the efforts of victims of domestic violence to be free from offenders’ abuse. Some jurisdictions have reported an increase in arrest rates that resulted in lower recidivism along with an increase in prosecutions that resulted in lower homicide rates. A leading criminal justice researcher has noted that “good police work, starting with arrest, may be the first step in preventing domestic violence and reducing overall abuse. It may be that every domestic violence arrest, starting with the simple misdemeanor, is a homicide prevention measure” (Klein, 2004, p. 113).

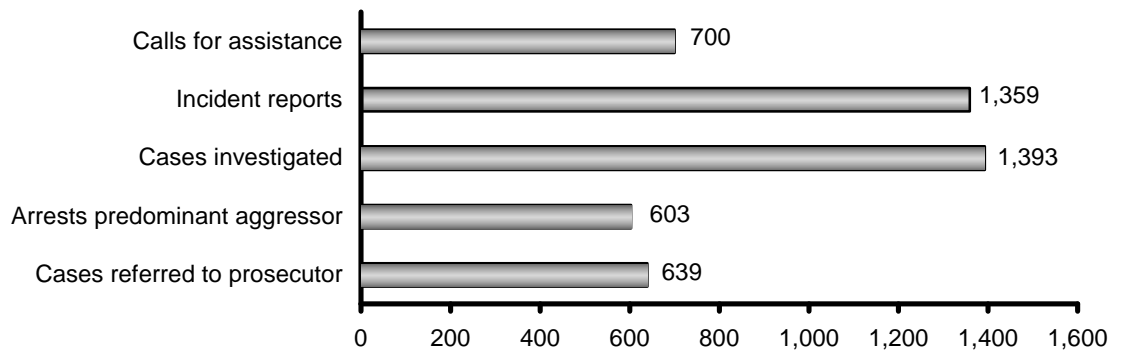
In addition to developing procedures for a swift response by law enforcement, grantees also create protocols for preventing dual arrests⁵⁹ and develop effective methods for identifying the pattern and history of abuse that indicates which party is the actual perpetrator of abuse.

- The number of dual arrests decreased from a high of 29 during the January to June 2004 reporting period to 0 during the January to June 2005 reporting period.
- Number of individual grantees using funds for law enforcement: 21 (11 percent of grantees).⁶⁰

⁵⁹ “Dual arrest” refers to the discouraged practice of arresting both the offender and the victim rather than the offender only.

⁶⁰ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Figure 8. Law enforcement activities in Rural Program domestic violence cases



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

I (Project Coordinator) received a call from the hospital to go visit with a victim who had just come into the emergency room. I went to the hospital, met the victim, offered services including shelter, and provided her with information about the cycle of violence and power and control. When I was done, the first responding officer arrested her for domestic violence assault and took her to jail, where her boyfriend was already lodged for domestic violence assault (dual arrest). I was able to contact the follow-up investigator and the advocate who met the victim when she arrived at the jail, the investigator was able to interview both combatants and determine who the victim was and have her released. The advocate transported the victim to the shelter and is helping her through the court system. When the batterer is convicted, he will be added to the caseload of our team probation officer. The followup investigator was able to educate the first responding officer about predominate aggressor, defensive wounds, and dual arrest. With Rural Program funds, we were able to minimize the effect of revictimization by the system.

—Domestic Violence Services, Oregon

Figure 9. Law enforcement activities in Rural Program child victimization cases



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

Remaining Areas of Need

The most commonly expressed remaining area of need was for additional services in rural communities. Some grantees stated that transportation was needed to help women gain access to services in distant locations; others indicated that services need to be established closer to the remote areas in which many victims/survivors live. In addition, many grantees mentioned their inability to reach specific populations, including people who are illiterate, Latinas, children, people with disabilities or who are deaf, and people with limited English proficiency.

Legal Assistance for Victims Grant Program

The Legal Assistance for Victims Grant Program (Legal Assistance Program) strengthens legal assistance for victims of sexual assault, stalking, domestic violence, and dating violence through innovative, collaborative programs. Grantees provide victims 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 designed to increase the availability of legal assistance and advocacy services to provide effective aid to victims who are seeking relief in legal matters arising as a consequence of abuse or violence. It supports a holistic approach to delivering services and advocacy for victims while addressing their legal and other needs.

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

The Legal Assistance Program provides an opportunity for communities to examine how the legal needs of victims of domestic violence, dating violence, sexual assault, and stalking are met. By statute, funds may be used to implement, expand, and establish cooperative efforts and projects between domestic violence and sexual assault victim services organizations and legal assistance providers to do the following:

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

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

OVW considers it a priority to develop programs that assist victims of sexual assault, stalking, domestic violence, and dating violence on lands within the jurisdiction of an Indian tribe. Another priority has been to establish or strengthen legal advocacy programs that are operated out of or under the direct auspices of sexual assault or domestic violence victim services organizations or shelters.

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

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

LAV funding has allowed the Center for Arkansas Legal Services to hire attorneys who can completely devote their advocacy efforts to victims of domestic violence. By providing attorneys who specialize in this practice, these attorneys are able to provide more comprehensive services to victims. These attorneys have a community presence as legal experts in representing victims. They are involved on an ongoing basis to represent victims in front of the same judges. This provides for more uniform application of the law for victims. Expedited referrals between legal services and domestic violence/sexual assault organizations works more seamlessly for victims. Also these attorneys improve the capacity for all other legal services staff and pro bono attorneys to provide civil legal assistance to victims. Also with the LAV funding, we have been able to expand and target assistance to rural victims in counties where shelters or other victim services don't exist. Using LAV funding, we have increased training for domestic violence advocates and legal educational materials for victims.

—*Center for Arkansas Legal Services, Arkansas*

LAV funding allowed many state entities who were working separately on legal issues or education to come together on the issues facing sexual assault survivors. An example of this is the planning for the law enforcement statewide training and the mock trial training process. One of the most rewarding aspects of this project has been the appreciation shown by the Sexual Assault Crisis Center (SACC) staff for now having us as a resource to call on. This funding allowed for a staff attorney who has the time and resources to carefully research questions asked not just by SACCs but prosecutors, law enforcement, and referral network attorneys as well. This program enabled the creation of brochures that the SACCs can provide to the victims explaining both their civil legal options and their rights in the legal process. We were able to provide the mock trial component of the SANE certification process. The county bar presentations along with our work with the Maine state bar association were significant in heightening awareness among attorneys about the legal needs of victims.

—*Maine Coalition Against Sexual Assault, Maine*

General Grant Information

- Information for this report was submitted by 226 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁶¹ Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 178.
 - January–June 2004: 178.
 - July–December 2004: 196.
 - January–June 2005: 153.
- Fourteen percent of grantees reported using Legal Assistance Program funds for projects that specifically address American Indian families. These grantees identified more than 120 tribal populations in which they focused the services provided.

This funding has allowed OILS to open an office in Ada, Oklahoma that focuses solely on all aspects of domestic violence cases. We have been able to hire attorneys who have devoted their professional lives to this type of work. We have been able to offer a continuum of services to our domestic violence clients through our other grant programs, such as Low Income Tax Counseling and Legal Services Corporation funding. In the past we could only represent victims in the direst cases and hopefully get a pro bono attorney to take a case or two. Tribal offices would call for assistance with a tribal member and we were often not able to help. With the LAV funding, we have been able to respond to every case of domestic violence in some fashion. We have been able to assist in cases that would have been cost prohibitive for a private attorney to handle. The funding has enabled us to access underserved populations in rural south-east Oklahoma and begin a process of bringing awareness of domestic violence to this part of the state.

—Oklahoma Indian Legal Services, Oklahoma

Staff

Legal Assistance Program staff provide direct legal services to victims of sexual assault, domestic violence, and stalking; training and mentoring for lawyers representing victims; and support services for victims. Grantees most often used federal funds to staff civil attorneys.

The number of grantees using Legal Assistance Program funds for staff increased from 78 percent in the first reporting period to 98 percent in the last reporting period. Grantees most often used federal funds to staff civil attorneys. Many programs funded legal advocates who assisted victims with legal issues, such as filling out petitions for protective orders, and victim advocates who assisted victims with a range of issues.

⁶¹ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each period and is not unduplicated.

Table 13. Full-time equivalent staff funded by Legal Assistance Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	176	176	189	150
Total FTE staff funded	532	542	577	504
Civil attorneys	281	292	299	272
Paralegals	64	59	68	54
Legal advocates	42	41	52	39
Support staff	38	40	43	41
Victim advocates	34	39	39	37

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

Prior to the funding received through the LAV program, a Memorandum of Understanding (MOU) between the Santa Clara County Asian Law Alliance (ALA) and the AACI domestic violence program existed. The funding received through the LAV program has enhanced and strengthened the relationship between the two agencies. The funding has enabled staff from AACI to offer additional assistance to ALA clients in gathering the necessary documentation for immigration cases. The LAV funding has enhanced both the legal services provided by ALA with the assistance of the staff from AACI because of the multilingual capacity of the AACI staff. The trainings by ALA staff attorneys to AACI staff and by AACI staff to ALA staff attorneys has resulted in staff members from both agencies being better trained on the dynamics of domestic violence and the family law, custody, and immigration issues, which are common problems for many of our clients.

—*Santa Clara County Asian Law Alliance, California*

The LAV grant has also allowed us to hire multilingual students from the USC Law School and various undergraduate programs within the university as translators to help communicate with clients who do not speak English. The Clinic has employed student translators to help serve clients who are monolingual Spanish, monolingual Mandarin Chinese, and monolingual Russian. These unique language resources permit the Clinic to provide legal services to victims/survivors from all racial and ethnic backgrounds. Because of its location in an area of predominantly low-income immigrant families, the Clinic's access to these vast language resources is critical to serving the surrounding community.

—*University of Southern California, California*

Training and Technical Assistance

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

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

- Number of individual grantees using funds for training: 200 (88 percent of all grantees).⁶²
- Total number of training events: 4,083.
- Total number of people trained: 79,960.

Table 14. People trained with Legal Assistance Program funds: Selected professional positions

Position	People trained (N = 79,960)	
	Number	Percent
Attorney/law student	17,882	22
Victim advocate (domestic violence/sexual assault)	18,823	21
Law enforcement officer	6,566	8
Multidisciplinary group	4,812	6
Health professional	2,987	4
Social service organization staff	2,447	3

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

Legal Assistance Program grantees provide technical assistance for a range of professionals, including victim advocates, attorneys, judges, legal services staff, mediators, friends of the court, and guardians ad litem who are dealing with victims of sexual assault, domestic violence, and stalking. A total of 149 individual grantees (66 percent of all grantees)⁶³ provided technical assistance to 2,738 recipients. Technical assistance was provided to victim advocates (25 percent); attorneys (19 percent); legal services staff (18 percent); prosecutors (11 percent); judges (10 percent); and friends of the court, mediators, and guardians ad litem (8 percent). Topics of technical assistance included information about domestic violence (54 percent), sexual assault (25 percent), and stalking (21 percent).

The Pro Bono Mentoring attorney is continually reminded how important continued training is for attorneys. Many family law attorneys don't think that they need training on domestic violence. Our CLE continues to be our best means of training attorneys. However, in addition to our annual CLE, we have found other means for training attorneys, such as through our Newsletter, through articles in our state bar journal, through our

⁶² This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

⁶³ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Volunteer Family Law manual, and through teleconference trainings. Finally, we continue to see that most clients applying to the Pro Bono Program for assistance need help with family law matters. This is often the immediate crisis when a client comes to the shelter. To help legal advocates screen for other issues, we have been doing substantive training with them on the issues of public benefits and housing, two other common legal issues that victims confront.

—*Alaska Network on Domestic Violence and Sexual Assault, Alaska*

Clearly the most important aspect of receiving this funding is being able to talk with victims and tell them that there is hope in finding an attorney for their case, and then actually being able to do it! The sense of hopelessness that there is no one out there who cares about a victim is turned on its head. Advocates in the programs are less panic stricken over contested protection order hearings. Nebraska Legal Services, now known as Legal Aid of Nebraska, has taken a stronger lead in these issues as a result of the Coalition receiving these funds and still being able to collaborate effectively and not allow some to perpetuate a territory war. This funding has allowed us as a Coalition to focus on the civil legal needs of victims instead of being constantly pulled into the criminal justice system. Having another person to focus upon the expert witness training and being the daily contact for civil attorneys across the state allows the legal profession to see that the issues of violence against women are rising in importance in our state.

—*Nebraska Domestic Violence Sexual Assault Coalition, Nebraska*

In addition to direct representation of victims, SMLAC has achieved successful outcomes for victims by cross-referrals and cross-trainings between SMLAC and its six partners and through the provision of technical assistance to the partners by SMLAC professional staff. Victims served by the Project partners have had access to a broad array of services necessary to achieve autonomy.

—*Southeastern Massachusetts Legal Assistance Corporation, Massachusetts*

Victim Services

The Legal Assistance Program provides a wide range of services to victims of sexual assault, domestic violence, dating violence, and stalking. Beyond traditional legal services, lawyers and nonlawyers provide safety planning and other support services.⁶⁴ 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. The Legal Assistance Program recognizes that victims of sexual assault, domestic violence, dating violence, and stalking require competent legal representation so they can be free from abusive relationships and remain safe and financially independent or achieve complete autonomy. The need for legal services

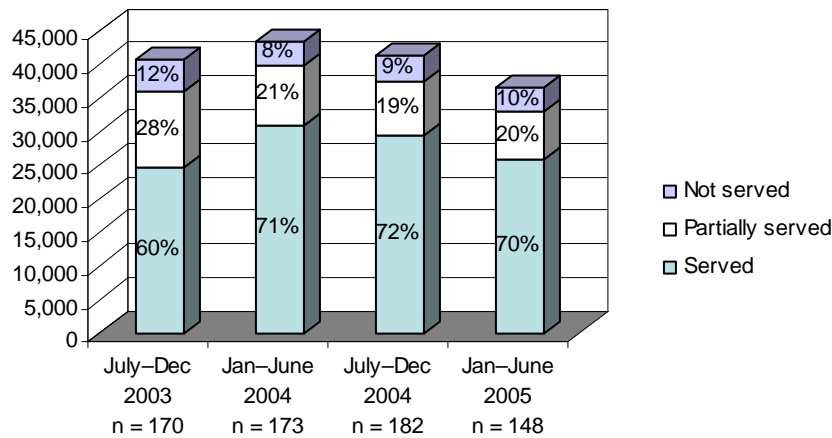
⁶⁴ Legal Assistance Program grantees who are also funded by the Legal Services Corporation (LSC) report that the Legal Assistance Program provides both additional resources and flexibility to meet the needs of victims of domestic violence, sexual assault, and stalking. According to the LSC Factbook 2005 (www.rin.lsc.gov/Rinboard/2005FactBook.pdf), 5.1 percent of cases closed in 2005 were categorized as domestic abuse cases. LSC does not focus on sexual assault or stalking, which the Legal Assistance Program does address. In addition, the Legal Assistance Program requires legal services providers to collaborate with other service providers and encourages comprehensive services. Finally, LSC's income restrictions may be a barrier to victims who need services.

includes emergency access to protection orders, legal representation in divorce and custody matters, housing, economic assistance, employment advocacy, and immigration assistance. Economic viability is a critical factor in the decisionmaking process for a battered woman who is considering separation from the batterer.

During each 6-month report period, Legal Assistance Program grantees provided services to more than 35,000 victims of domestic violence, sexual assault, and stalking to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 221 (98 percent of grantees).⁶⁵

Figure 10. Provision of victim services by Legal Assistance Program



n = number of grantees reporting

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

Victims Seeking Services

July–December 2003 reporting period:

- 40,525 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 35,857 (88 percent) victims/survivors received services and 4,668 (12 percent) were not served.

⁶⁵ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

January–June 2004 reporting period:

- 43,363 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 39,826 (92 percent) victims/survivors received services and 3,537 (8 percent) were not served.

July–December 2004 reporting period:

- 41,234 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 37,382 (91 percent) victims/survivors received services and 3,852 (9 percent) were not served.

January–June 2005 reporting period:

- 36,482 victims/survivors sought services from Legal Assistance Program grantees.
- Of these, 32,850 (90 percent) victims/survivors received services and 3,632 (10 percent) were not served.

Attorney-LAV funding allows us to serve more clients than we would be able to without this funding. Attorney-LAV funding provides Legal Aid 2 attorneys and 2 legal advocates to focus entirely on domestic violence victims/survivors' needs. There is such a need to provide services to victims/survivors in our area. Without this grant, many victims/survivors would be unserved. We serve a rural community where many victims are low income and cannot afford legal assistance. The abusers take advantage of victims/survivors' financial weakness and use the legal system to maintain power and control over the victims. LAV funding gives the victims/survivors a chance to succeed legally against their abuser. Legal Advocate-LAV funding allows me to provide services to victims/survivors so that they can gain independence. Without this grant, victims/survivors in a seven county service area would be denied advocacy services. Victim Advocate-LAV funding has allowed our program to offer advocacy services during the evenings and weekends. Victim Advocate-LAV funding has allowed our program to send an advocate to court every day there is a session. The advocate is able to tell victims/survivors about our program's services and their legal rights. Victim Advocate-LAV funding has allowed our program to hire a second court advocate to meet the needs of victims/survivors in a very rural area.

—*Legal Services of South Central Tennessee, Tennessee*

Prior to receiving LAV funding, we were unable to accept clients who were victims of DV despite their need for legal services. There were fewer referral sources able to accept clients in our community and really no service providers available for many clients, such as the Hasidic populations, which we can now serve as we have a Yiddish speaking lawyer and intake officer. In the proposal for continuation of this grant beyond the current project period, we are planning to expand these services to the Hasidic community by partnership with the Central Jewish Council in our Williamsburg community. The community and our entire office is hopeful that our ability to now and continue to address the legal needs of victims/survivors of DV will have a profound impact on the community.

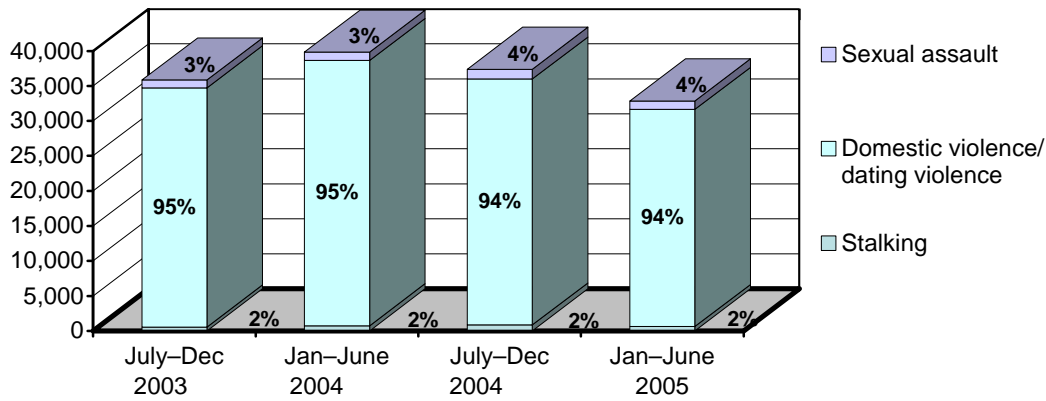
—*Brooklyn Legal Services Corp., New York*

Reasons Victims Were Not Served or Were Partially Served

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

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

Figure 11. Provision of victim services by Legal Assistance Program, by type of victimization



The majority of victims/survivors served or partially served were victimized by a current or former spouse or intimate partner (74–93 percent).

Table 15. Relationship to offender of victims/survivors served by Legal Assistance Program: July 2003–June 2005

Relationship to offender	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Current/former intimate partner	29,668	34,030	33,034	30,463	74–93
Dating relationship	1,885	3,225	3,071	2,376	5–8
Other family member	1,232	1,752	1,344	1,475	3–4

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

Demographics of Victims Served and Partially Served

LAV Program grantees served more than 35,000 victims/survivors during each 6-month reporting period. In each report period, grantees served or partially served victims/survivors who were white⁶⁶ (44–47 percent), female (96 percent), and ages 25–59 (67–76 percent).

Table 16. Demographic characteristics of victims/survivors served by Legal Assistance Program: July 2003–June 2005

Characteristic	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity					
Black/African American	4,749	5,858	5,320	5,019	13–15
American Indian	1,464	1,385	1,401	1,241	3–4
Asian	1,691	1,843	1,735	1,435	4–5
Native Hawaiian/Pacific Islander	176	249	177	225	<1
Hispanic/Latino	7,591	7,533	7,913	8,064	19–25
White	15,875	18,486	17,425	15,230	44–47
Unknown	4,431	3,933	3,371	1,711	na
Gender					
Female	32,349	36,740	34,552	31,237	96
Male	1,296	1,369	1,497	1,308	4
Unknown	2,212	1,717	1,333	305	na
Age					
0–17	963	1,209	1,065	961	3
18–24	6,632	6,879	6,253	5,984	17–21
25–59	22,810	26,796	25,867	23,311	67–76
60+	652	690	675	628	2
Unknown	4,800	4,263	3,522	1,966	na
Other					
People with disabilities	1,936	2,254	2,253	1,756	5–6
People with limited English proficiency	6,183	6,635	6,562	6,686	17–20
People who are immigrants, refugees, or asylum seekers	6,140	6,307	6,865	7,196	16–22
People who live in rural areas	11,833	11,115	12,522	10,630	28–35

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 served.

⁶⁶ Some victims identify with more than one race/ethnicity, so the numbers reported here may be higher than the total number of victims served.

Funding from the LAV Program has allowed SeniorLAW Center to ensure that elder victims of domestic violence have legal representation. The number of elderly victims of domestic violence continues to grow. As this report shows, our initial goal was to represent 60 seniors with domestic violence issues. In the last six months alone, we have served 43 clients with Protection From Abuse petitions and other related issues caused by domestic violence. Last year, prior to the receipt of LAV funds, SeniorLAW Center assisted 24 clients with domestic violence issues. In the nine months of our grant we have more than doubled the number of domestic violence victims we have served. Despite the growth in elder victims needing legal assistance, funding for seniors and domestic violence has decreased. The LAV grant is critical to the operation of SeniorLAW Center. With this funding we have added one full-time and one part-time attorney dedicated to elderly victims of domestic violence. We have been able to partially fund a legal advocate and support staff. These extra bodies are essential to our goal of providing holistic representation to senior victims of domestic violence. With the new attorneys and staff we are currently able to handle nearly all domestic violence clients in house.

—*Seniorlaw Center, Pennsylvania*

Although it was apparent prior to this funding that there was an immense unmet need for access to legal assistance for both sexual assault survivors and advocates, it was not until the program was implemented that the gravity of the need was revealed. Sexual Assault Crisis Centers were faced daily with situations in their work with survivors that had legal implications and were at the mercy of attorneys in their community to provide pro bono legal advice. This situation was less than ideal not only for the SACCs and the survivors but for local attorneys as well. With the implementation of LAV funding Iowa CASA has been able to offer to survivors, SACCs, state level partners, and the public access to the services of an attorney specifically trained on the needs of sexual assault survivors. The technical assistance and training aspects of our program have far exceeded the goals established when the program was implemented. In addition, Iowa CASA has been able to provide direct legal representation to a historically underserved population in our state. At a time when funding cuts have caused other programs to cut legal services this has been increasingly important.

—*Iowa Coalition Against Sexual Assault, Iowa*

Nonlegal Victim Services

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

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

- Safety planning (provided by lawyers): 67,684.
- Safety planning (provided by other staff): 52,984.
- Support services (provided by lawyers): 36,702.
- Support services (provided by other staff): 42,148.
- Pro se clinics/group services (provided by lawyers): 6,560.
- Pro se clinics/group services (provided by other staff): 4,636.

The LAV Program funding has allowed our agency to provide comprehensive legal and social services to domestic violence and sexual assault victims/survivors to enable them to escape the violence and become self-sufficient. In the past, our practice was to provide legal services and then refer the victim to social service agencies for other nonlegal services needs. There was no followup and continued contact with the client once the final orders in a case were obtained, unless the client had other or continuing legal issues. The LAV Program funding has allowed our agency to expand the range of services delivered to our clients. First, we have been able to provide direct legal representation in all family law cases, including cases involving the need for domestic violence restraining orders, custody and visitation, and divorce. In the past, we used to limit our representation to domestic violence restraining order cases because of funding limitations. Many of our clients have moved from welfare to work because they completed the VAWA process. LAV Program funding has allowed our agency to expand our service area to include the rural areas of Arvin, Buttonwillow, Delano, Lamont, McFarland, Shafter, and Wasco. Many victims/survivors would not have been served legal and social services in those areas without our project. We also expanded the population served to include undocumented, rural victims of domestic violence and sexual assault, and persons who were above the federal poverty income guidelines, which previously was a limitation in providing legal services to clients by our LSC-funded program. We were able to serve more clients because there were no income and asset limitations with LAV Program funding, and thus victims/survivors that make up the group "working poor" were able to gain access to the legal system to obtain safety and self-sufficiency.

—*Greater Bakersfield Legal Assistance Inc., California*

The LAV project attorney also staffed and expanded clinics (over 10 held per month) held at Asian and Pacific Islander community organizations to provide intake and legal advice to monolingual clients. During the reporting period, one new clinic was opened at the Korean Resource Center. The LAV project attorney retained many of these cases and represented clients in court.

—*Legal Aid Foundation of Los Angeles, California*

Before LAV funding we had no advocates to work with attorneys. The attorneys were overwhelmed by the myriad of client needs and the difficulty of getting abuse victims to focus on what needed to be done in the legal aspects of the cases. The LAV-funded advocates are able to provide assistance with the emotional and other client needs.

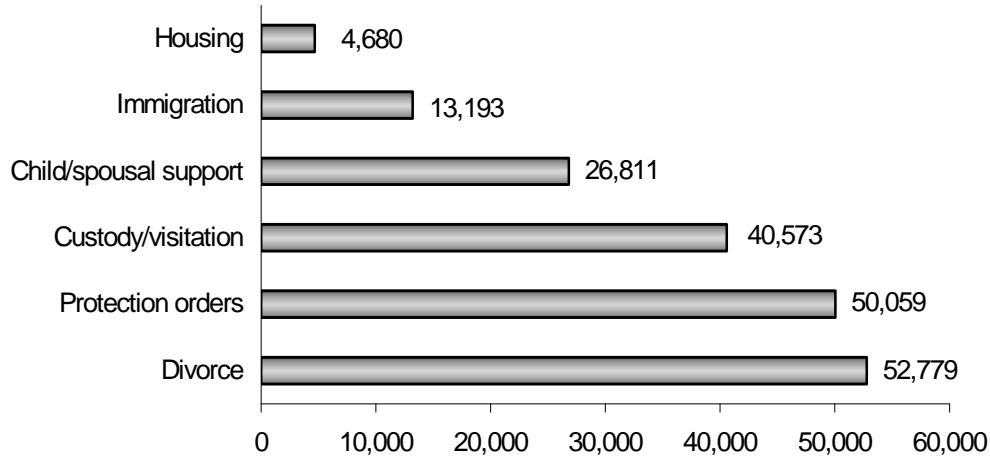
—*Lane County Legal Aid Service, Oregon*

Legal Issues

Legal Assistance Program grantees represent victims of sexual assault, domestic violence, and stalking in a variety of legal matters, including family law (divorce, child custody, and visitation), protection orders, immigration, and housing. More than one-quarter of victims/survivors receive help with more than one legal issue. A recent study indicates 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, Bybee, and Sullivan, 2004).

- Total number of legal issues⁶⁷ addressed: 219,950.
- Total number of victims/survivors who received assistance with multiple legal issues: 40,692 (28 percent of those receiving services).

Figure 12. Issues addressed by Legal Assistance Program



Project staff were able to become involved in meetings related to housing issues faced in Wisconsin by domestic abuse victims. In particular, a LAV attorney was able to participate in a statewide summit with landlords and other advocates to discuss potential changes in eviction proceedings and lease termination provisions which would benefit domestic abuse, sexual assault and stalking victims. Drafts of legislative changes have been discussed, and it is anticipated that this issue will continue to be addressed in the future due to the major positive impact it would have on providing safety for victims.

—*Legal Action of Wisconsin, Inc., Wisconsin*

Legal Outcomes

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

- Number of issues disposed of: 172,560.

⁶⁷ Legal issues represent the total number of new and pending matters for which victims receive assistance. Victims are counted only once for each legal issue addressed during each 6-month reporting period.

Table 17. Outcome of legal matters disposed by Legal Assistance Program

Legal matter	Dispositions (N = 172,560)		Information/ referrals/ advice (%)	Court decision (%)	Brief services (%)	Negotiated resolution/ filed action (%)
	Number	Percent				
Protection order	37,091	22	33	35	13	11
Divorce	32,686	19	45	25	14	6
Child custody/ visitation	26,138	15	41	28	14	11
Child/spousal support	17,784	10	41	26	17	10
Immigration	6,869	4	52	26	13	2

NOTES: Disposition data are for issues disposed and do not reflect the number of clients. Percentages for outcomes are based on the number of issues disposed of in each category and do not include all outcomes.

Pro Bono Attorneys and Law Students

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

From July 2003 to June 2005, 3,663 grantees recruited pro bono attorneys and trained 4,268 individuals representing clients in matters concerning violence against women. These attorneys accepted 6,720 cases and completed 4,445 cases. During the same period, Legal Assistance Program grantees recruited 4,481 law students, of whom 4,636 were trained. The law students worked on an average of 3,248 cases across all reporting periods (2,722 in July–December 2003, 3,803 in January–June 2004; 3,805 in July–December 2004; and 2,662 in January–June 2005).

In order to maximize the number of cases which could be represented, the Women's Law Project approached several attorneys with experience in the Family Court and asked if they would take domestic violence victims for a reduced per case fee and would participate in training in the dynamics of domestic violence. Several agreed and this has allowed the WLP to expand our capabilities to include a Latino attorney with both prosecutorial and legal services experience in domestic violence, and an

attorney with a practice next to the courthouse in Burlington who is respected by the legal liaisons and recommended as a good litigator.

—*The Womens Law Project of the NCPP, Inc., New Jersey*

A clinical project was developed at Marquette University Law School which involved LAV-funded staff at LAW. The clinical project was a collaboration between the WI Coalition Against Domestic Violence, the Task Force on Family Violence, Legal Action, and the Volunteer Lawyer's Project at LAW. Students accepted into the 1-year clinical program were required to take a class regarding domestic violence taught by a staff attorney from the WI Coalition Against Domestic Violence. Students then were assigned to work with advocates from the Task Force on Family Violence at the courthouse restraining order clinic. After students had the opportunity to learn domestic abuse injunction law and observe injunction hearings, they were assigned clients to represent with the supervision of a volunteer attorney. Students, under the student practice rule, were able to represent clients at their domestic abuse injunction hearings. In the second semester, students were teamed with LAV attorney staff and were assigned divorce cases where they were allowed to represent clients from the initial divorce interview through the final hearing.

—*Legal Action of Wisconsin, Inc., Wisconsin*

The LAV funding allowed Legal Aid of Western Missouri to reinstitute and revitalize the ailing Domestic Violence/Family Law Internship program with the University of Missouri at Kansas City School of Law. This program will ultimately result in many more victims of domestic violence having a voice in the court system. It was anticipated that exposing participating students to the practice of assisting domestic violence victims would foster a long-term commitment to serving victims of domestic violence once they graduate and enter private practice. We are very pleased to report that the two student interns who participated in the program during this reporting period have both indicated that the domestic violence area is where they intend to practice.

—*Legal Aid of Western Missouri, Missouri*

Remaining Areas of Need

Even with LAV funding, there is still a chronic unmet need for attorneys and other personnel to assist and represent victims of domestic violence who cannot pay for legal fees, either because of their poverty or because their access to financial resources is controlled by the batterer. Over one-third of grantees expressed the need for extended and more affordable legal services for victims/survivors. Understaffing of legal departments was overwhelmingly apparent.

In addition, more than one-third of grantees stated that legal aid needs to be more comprehensive and holistic to cover the wide range of issues that a victim/survivor faces as she and her children attempt to live free from violence. Grantees spoke of the need for more timeliness of legal services because delays in receiving help with legal matters added to the trauma of victims/survivors.

In addition, grantees identified legal help related to housing matters, immigration issues, access to legal services in rural communities, and better coordination of community support services, legal services, and police departments as remaining areas of need.

With LAV funding, the YWCA of San Diego County (YWCA) and ACCESS Inc. (ACCESS) operate Mobile Domestic Violence Legal Clinics (mobile clinics) throughout the County of San Diego, which is over 4,000 square miles. A domestic violence legal advocate and an immigration and job training specialist travel to outlying community medical clinics, social service agencies, and a local university to provide victims with comprehensive domestic violence services, including legal assistance, immigration assistance, counseling, job training and placement, immediate shelter referrals, and safety plans. Legal services include assistance with domestic violence restraining orders, divorces, child custody, visitation, and support; a 40 percent time family law attorney represents victims in these hearings where appropriate. Immigration assistance includes assistance with self-petitioning under VAWA; a 40 percent time immigration attorney represents all clients eligible for self-petitioning throughout the entire process. The following outcomes have been achieved for victims: provided services to the target population of isolated victims, provided additional referrals and answered additional questions during followups/evaluation, and provided resources for victims at a community agency where they are already receiving services (confirmed by continued positive feedback from onsite staff). The number of victims seeking domestic violence legal and immigration services from the YWCA and ACCESS has increased dramatically since the creation of the mobile clinics. By providing mobile clinics in the communities where victims are located, we are reaching many victims of domestic violence who might not otherwise receive assistance because of lack of transportation, isolation by the batterer, language or cultural differences, and lack of awareness of domestic violence.

—YWCA of San Diego County, California

Grants to Reduce Violent Crimes Against Women on Campus Program

Violence against women—including dating violence, domestic violence, sexual assault, and stalking—is a serious problem on campuses, as it is across the nation. However, unique issues arise on campuses. Unlike their counterparts in the larger community, students victimized by other students often face additional challenges in a “closed” campus environment.

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

Survivors of dating violence, domestic violence, sexual assault, and stalking from diverse communities frequently confront additional challenges when seeking assistance. Victims with disabilities may struggle with obstacles, such as shelters that do not have adequate physical accommodations. International students, or the spouses or partners of international students, may face linguistic or cultural barriers to obtaining services. Likewise, victims from racial, ethnic, or religious minority groups may fear discrimination when they attempt to obtain services.

To address these circumstances, Congress created the Grants to Reduce Violent Crimes Against Women on Campus Program (Campus Program). The Campus Program implements certain provisions of the Higher Education Amendments of 1998, as reauthorized by Congress in the Violence Against Women Act of 2000 (VAWA 2000).

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

Many campuses are beginning to address violent crimes against women by developing campus-based coordinated responses that include campus victim services, campus law enforcement, health providers, housing officials, administrators, student leaders, faith-based organizations, student organizations, and disciplinary boards. To be effective, these responses must be linked to local criminal justice agencies and service providers, including local law enforcement agencies, prosecutors' offices, the courts, and nonprofit, nongovernmental victim advocacy and victim services agencies. This CCR is intended to enhance victim safety and assistance as well as hold offenders accountable.

Edgewood College is both profoundly thankful and very proud of our efforts to end violence against women on campus. Because of the support that the grant has given to us, and because of the unprecedented amount of collaboration both within and outside of Edgewood, the college is a profoundly different place: discussions about violence against women are commonplace, more survivors have come forward seeking support and services, perpetrators have been punished, and Edgewood College, because of its model prevention programs, is seen as the "go to" school among colleges and universities in the region.

—Edgewood College, Wisconsin

The scope of the Campus Program includes the following:

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

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 on the campus, and an invaluable “framework” for creating genuine partnerships with community agencies. In addition, and as importantly, the grant provided the framework for the coordination of all current institutional efforts, thus eliminating program duplication. A strong internal coordinated response has permitted us to maximize the effectiveness of each of our efforts.

—Purchase College, State University of New York, New York

General Grant Information

- Information for this report was submitted by 91 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁶⁸ Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 62.
 - January–June 2004: 63.
 - July–December 2004: 74.
 - January–June 2005: 46.
- Four grantees reported using Campus Program funds to specifically address tribal populations. These grantees identified 10 tribes for which they provided services.

Staff

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

The number of grantees using Campus Program funds for staff increased from 89 percent in the first reporting period to 98 percent in the last reporting period. Grantees most often used federal funds to staff program coordinators.

⁶⁸ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each period and is not unduplicated.

Table 18. Full-time equivalent staff funded by Campus Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	55	62	65	45
Total FTE staff funded	124	130	118	79
Program coordinators	37	35	32	20
Victim advocates	16	17	15	15
Administrators	16	19	16	13
Support staff	14	16	14	8
Trainers/educators	13	20	20	14
Campus police/security	6	10	8	1

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

We have hired two 3/4 time peer professional education specialists to collaborate with existing staff and ATVP (local nonprofit victim services) in the creation of small group peer education based programming. The programs target male and female student athletic teams (14 total), Greek organizations (28 total), and two faith-based student organizations.

—University of Idaho, Idaho

Since the last reporting period, the Salem State College Police Department has been able to promote an officer to the title of Domestic Violence Officer. The sole function of this officer, who is overseen by the department Project Director, is to respond, investigate, and educate faculty, staff, and most importantly students on issues of violence against women on campus. This in itself would never have been possible due to state budget constraints. Along with this, our Domestic Violence Officer has been able to look at our past policies and procedures in dealing with sexual assault, domestic violence, and stalking. As a result of this review, the Domestic Violence Officer has revised all department operating policies and procedures concerning the above issues, bringing them up to current standards.

—Salem State College, Massachusetts

We have provided advocacy services to numerous victims of these crimes as well as support and referrals to their friends, family members, and professional staff. We have worked with victims who were either dropping out or failing out of college following a sexual assault. We were able to support them and to work with other staff on campus on their behalf. All of these women have stayed on and are in the process of completing school.

—University of Rhode Island, Rhode Island

The Campus Program funding has allowed Cal Poly Pomona's Stop Violence office (SVO) to provide comprehensive victim/survivor advocacy, resources, and support services for victims/survivors and their friends/significant others. These services include crisis intervention, court, police, hospital, and judicial affairs accompaniment and help with preparing temporary restraining order documents.

—California State Polytechnic University, California

Training

As campuses respond to sexual assault, stalking, and domestic violence, quality training is necessary for the development of an effective coordinated community response. Campus Program grantees provide training for 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. Almost every Campus Program grantee provides training to professional members of the campus community on how to improve their response to violence against women on campus.

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

- Number of individual grantees using funds for training: 73 (80 percent of all grantees).⁶⁹
- Total number of training events: 2,378.
- Total number of people trained: 33,420.

**Table 19. People trained with Campus Program funds:
Selected categories**

Category	People trained (N = 33,420)	
	Number	Percent
Student affairs staff	13,332	40
Faculty/staff	5,471	16
Peer educator	3,765	11
Victim advocate	2,678	8
Volunteer	1,443	4
Law enforcement	1,432	4

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

⁶⁹ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Campus Program funding has allowed us to develop and implement a comprehensive Judicial Affairs curriculum for the entire Penn State system. This means that all disciplinary board members have received training about victim-sensitive responses to sexual assault, relationship violence, and stalking. Hearing officers are not permitted to participate in cases involving these issues if they have not yet participated in this training. Additionally, this funding has permitted us to develop a train-the-trainer model to insure the institutionalization of this effort.

—*Pennsylvania State University, Pennsylvania*

Fifty law enforcement officers, as well as campus administrators and county prosecutors, received 16 hours of training through SATI. Campus Program funds allowed us to provide this training, which focused on the investigation of acquaintance rape and sexual assault on campus. Prior to Campus Program funds, law enforcement and administrators received no training specific to acquaintance rape (90 percent of sexual assaults at MSU are acquaintance assaults) and there was no forum in which the multiple law enforcement jurisdictions and administrators were trained together. As a result of Campus Program funds, MSU Campus Police have received annual training on sexual and domestic violence. Prior to Campus Program funds, this training occurred intermittently.

—*Montana State University, Montana*

Minimum Requirements

Each campus receiving funds must create a CCR to violence against women on campus. This multidisciplinary response involves the entire campus as well as the larger community, and includes mandatory prevention and education programs about violence against women for all incoming students; training campus police to respond effectively to cases of sexual assault, domestic violence, dating violence, and stalking; and programs to train members of campus disciplinary boards to respond effectively to charges of violence against women.

Prevention education for incoming students:

- 355,278 incoming students received prevention education.
- 250,577 incoming students received prevention education with Campus Program funds (48 percent of all incoming students).

Students have the opportunity to participate in programs designed specifically to convey a prevention message with regards to violence against women. "In Our Own Voices" is a theatrical and multi-media production that personalizes the issue of violence against women... by providing stories of pain, hope, and empowerment. "In Our Own Voices" will be presented during Kentucky Welcome Week to parents and students. We will also be presenting prevention programming in every section of UK 101, a total of 72 course sections that introduce incoming students to University of Kentucky culture, in the Fall of 2005.

—*University of Kentucky Research Foundation, Kentucky*

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

- 2,198 campus police/security officers received training with Campus Program funds.
- 1,365 judicial/disciplinary board members received training with Campus Program funds.

We have also been able to increase our collaboration with our Office of Student Conduct and Conflict Resolution by offering expanded training to the judicial board officers. A training curriculum has been developed as a result of the Campus Program funds, and the Victim Advocacy Center's component of the required judicial board training has been increased from 1.5 hours to 5 hours. A training module was added that covers understanding victimization for LGBT populations. With this funding we have been able to provide a full day of training for our 46 university police officers. This training was hosted by the Victim Advocacy Center and was conducted by Lt. Rod Reder and Sgt. William Rousseau. Sgt. Rousseau is a nationally recognized expert in the investigation of relationship violence, stalking, and sexual assault. The training was designed to enhance the officers' understanding about how to identify and investigate crimes of relationship violence, stalking, and sexual assault.

—*Florida International University, Florida*

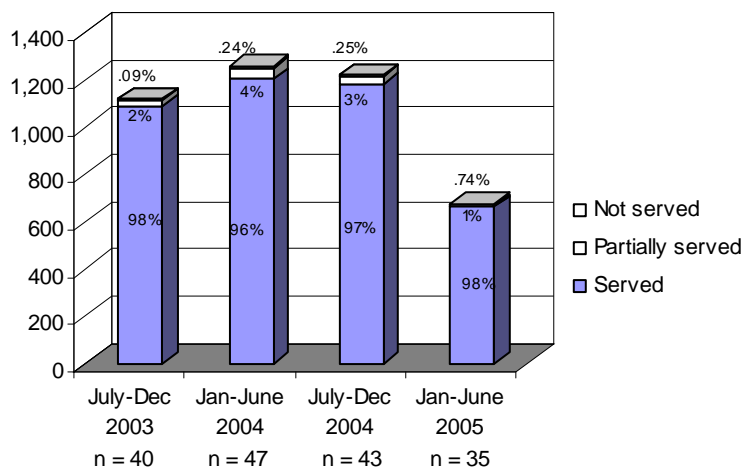
Victim Services

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, and stalking, including victim advocacy (actions designed to help victims/survivors obtain needed resources or services), crisis intervention, and legal advocacy (assistance navigating the criminal and/or legal system).

During each 6-month report period, Campus Program grantees provided services to more than 675 victims of sexual assault, domestic violence, and/or stalking to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 61 (67 percent of all grantees).⁷⁰

⁷⁰ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Figure 13. Provision of victim services by Campus Program

NOTE: "Partially served" represents victims/survivors who received some service(s), but not all of the services they needed, 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 needed, if those services were funded under the Campus Program grant.

Not only can we provide an advocate initially, we can provide "vertical advocacy"—connecting with survivors immediately and continuing to work with them depending on need.

—Ohio State University Research Foundation, Ohio

Victims Seeking Services

July–December 2003 reporting period:

- 1,117 victims/survivors sought services from Campus Program grantees.
- Of these, 1,116 (98 percent) victims/survivors received services and 1 (<1 percent) was not served.

January–June 2004 reporting period:

- 1,255 victims/survivors sought services from Campus Program grantees.
- Of these, 1,252 (96 percent) victims/survivors received services and 3 (<1 percent) were not served.

July–December 2004 reporting period:

- 1,220 victims/survivors sought services from Campus Program grantees.
- Of these, 1,217 (97 percent) victims/survivors received services and 3 (<1 percent) were not served.

January–June 2005 reporting period:

- 675 victims/survivors sought services from Campus Program grantees.
- Of these, 670 (98 percent) victims/survivors received services and 5 (1 percent) were not served.

In working toward the program goals on the grant, we have been able to enhance and expand our advocacy and outreach services to women on campus through the Campus Violence Project. For example, we now provide services to approximately 180 clients annually. This is an increase of more than 85 percent (89.5) from the number of clients served (95) in 1999 prior to receiving these grant funds. Outreach and services to underserved populations, including African-American students and international students, has increased. Under the grant, we have developed and widely distributed materials, including "Its the Law" on judicial and criminal options, "Your Right to Know, Your Right to Speak" for international students, the Women's Resource Guide, and the brochure "Stalking: A Guide for Students."

—University of Alabama, Alabama

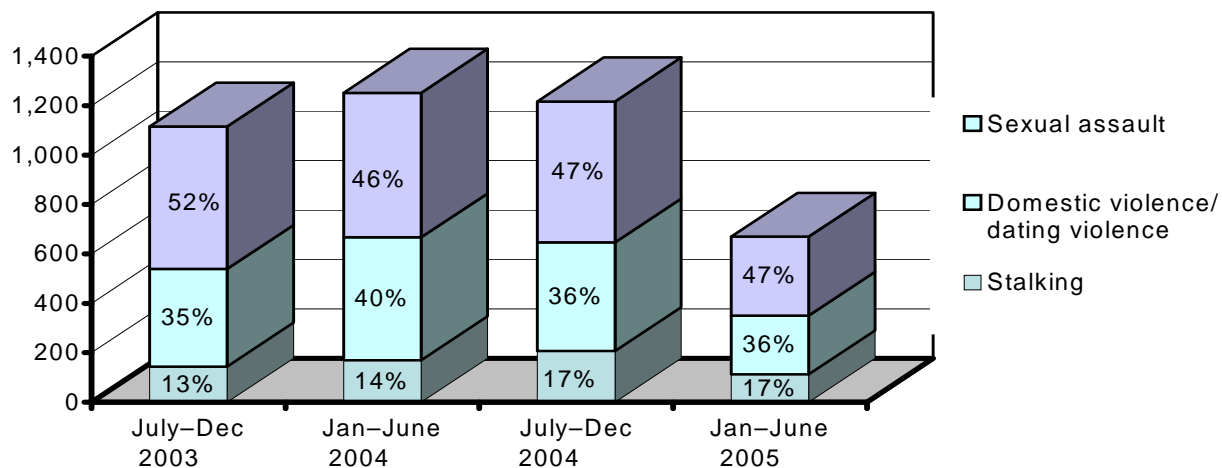
Information is also being disseminated to campus populations who have traditionally not been addressed adequately by existing services. For instance, we have done a great deal of outreach and education this reporting period with students of color and international students, and are working to make services and information more available for students with disabilities.

—Regents of the University of Colorado, Colorado

Reasons Victims Were Not Served or Were Partially Served

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

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

Figure 14. 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). Victims may have been abused by more than one offender, so the numbers reported in the following table may be higher than the total number of victims served. All reported relationships are not represented in the table. The majority of domestic violence victims/survivors were victimized by a current or former spouse or intimate partner (62 percent) and the majority of stalking victims were victimized by an acquaintance (44 percent).

Table 20. Relationship to offender of victims/survivors served by Campus Program: July 2003–June 2005

Relationship to offender	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Current/former spouse/intimate partner	381	388	411	237	34–38
Other family/household member	87	81	90	36	6–8
Acquaintance	364	426	387	262	35–42
Dating relationship	203	221	185	50	8–19
Stranger	95	89	95	51	8–9

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

Demographics of Victims Served and Partially Served

Campus Program grantees served more than 675 victims/survivors during each 6-month report period. In each reporting period, grantees served or partially served victim/survivors who were white (66–73 percent),⁷¹ female (90–93 percent), and ages 18–24 (73–77 percent).⁷²

Table 21. Demographic characteristics of victims/survivors served by Campus Program: July 2003–June 2005

Characteristic	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity					
Black/African American	117	128	113	51	9–12
American Indian	24	22	49	32	2–5
Asian	64	85	69	37	6–8
Native Hawaiian/Pacific Islander	0	15	4	8	0–1
Hispanic/Latino	67	93	93	36	6–9
White	698	697	686	428	66–73
Unknown	133	201	238	80	na
Gender					
Female	1,013	1,092	1,113	625	90–93
Male	94	124	81	44	7–10
Unknown	9	36	23	1	na
Age					
0–17	24	29	31	16	3
18–24	683	837	866	461	73–77
25–59	217	254	223	128	19–23
60+	11	3	5	3	<1–1
Unknown	181	129	92	62	na
Other					
People with disabilities	48	49	44	26	4
People with limited English proficiency	28	41	38	9	1–3
People who are immigrants, refugees, or asylum seekers	18	32	43	6	1–4
People who live in rural areas	89	141	138	93	8–14

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 served. Percentiles based only on victims for whom the information was known and only on information from project reports submitted by grantees.

⁷¹ Some victims identify with more than one race/ethnicity, so the numbers reported here may be higher than the total number of victims served.

⁷² Percentages are based only on victims for whom the information was known and only on information from project reports submitted by grantees.

Campus Program grantees provide direct services to students who are victims/survivors of sexual assault, domestic 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 report that the following services are provided the most (not a complete list):

- Victim advocacy: 3,499.
- Crisis intervention: 2,289.
- Hotline calls: 1,858.
- Support group and counseling services: 1,817.
- Legal advocacy: 771.

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 and community measures:

- 853 crimes were reported on campus—762 of these crimes were reported to campus police/security and 91 of these crimes were reported to community law enforcement.
- 814 crimes were reported off campus—674 of these crimes were reported to community law enforcement and 140 of these crimes were reported to campus police/security.
- 547 offenses resulted in criminal charges being filed in the local jurisdiction.
- 516 offenses resulted in campus/disciplinary board actions.
- 298 temporary protection orders were requested and 274 were granted (92 percent).
- 234 final protection orders were requested and 217 were granted (93 percent).

Campus Program funding has allowed UW-Stout's campus to strengthen connections and communication with community-based victim service providers, local law enforcement, and the county criminal justice system, and has provided opportunities for cross-training between campus and community law enforcement, SANE nursing staff, and campus judicial affairs staff.

—University of Wisconsin, Wisconsin

We now are part of a larger network/coalition of individuals working in our area to address sexual violence. We've developed our own coalition, formed campus coalitions, and joined our local SART team. We've been meeting regularly with individuals from our local SANE program, the New Orleans Police Department, the New Orleans District Attorneys' Office, the YWCA Rape Crisis Network, the Office of Disabilities, etc. This has increased our awareness of pertinent issues and increased our network from which we gather resources, support, and ideas.

—Loyola University, Louisiana

Remaining Areas of Need

Campuses will continue to be challenged by both ongoing and emerging issues, such as working with athletes to end violence against women, providing support to stalking victims, and working with faith-based groups. The success of the Campus Program will rest on each grantee's ability to address the issues that are of greatest concern on their own campus.

Campus Program grantees will also be challenged to continue to address issues of violence against women even after their grant has ended. Grant-funded training for campus law enforcement and judicial board members will affect campus activities in the years to come as campus policies and protocols are revised, reviewed, or adopted as a direct result of this training.

The Campus Program is enabling campus communities to treat violent crimes against women as serious offenses and to develop programs that make victim safety, offender accountability, and the prevention of domestic violence, dating violence, sexual assault, and stalking a high priority.

Based on the success of the first four years of funding for the Safe Campus Project, the University of Maine took on the previously grant-funded campus-based victim advocate, who is now a permanent, full-time university employee. Grant funding is enabling us to develop a systematic prevention education strategy that is designed to be culturally competent and accessible for all campus constituencies. Grant funding has been crucial in getting training on domestic violence, sexual assault, and stalking built in to new employee orientation; in launching the development of a policy regarding domestic violence in the workplace; and in preparing training for supervisors. In this way, grant funding is contributing to positive institutional change.

—*Safe Campus Project, University of Maine, Maine*

STOP Violence Against Indian Women Discretionary Grant Program

The STOP (Services • Training • Officers • Prosecutors) Violence Against Indian Women Discretionary Grant Program (STOP VAIW Program) provides federal funds to 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 domestic violence, sexual assault, and stalking. The STOP VAIW Program encourages tribal governments to develop and implement effective strategies tailored to their unique circumstances. American Indian and Alaska Native populations have historically been underserved with respect to victim services, legal protection, and offender accountability in the areas of sexual assault, domestic violence, 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 supports tribal governments' efforts to implement a coordinated and integrated approach to reducing violent crimes against Indian women and enhancing their safety. Most programs that address violence against Indian women are in the early stages of development. Because of vast cultural difference among tribes, a one-model application across the various tribal nations is rarely successful. Many of the new initiatives supported by STOP VAIW Program grantees are groundbreaking in their approach. As each tribe develops codes and adapts policies to effectively reduce violence against Indian women, it is formulating a model of best practices that is uniquely effective within its specific culture. A STOP VAIW Program grantee from Wolf Point, Montana, reported:

Fort Peck Tribes Crisis Center, serving the 6,000 Assiniboine and Sioux tribal members living in the isolated northeast corner of the state, uses VAWA funds to strengthen their infrastructure. The first and only shelter on their reservation was built in 1999. In the past, women had to be transported 200 miles off the reservation to find shelter. The full-time Domestic Violence Coordinator provides outreach and advocacy to victims, recruits a strong volunteer base, and developed a database to track services provided. Tribal codes are being revised to include stalking for the first time.

General Grant Information

- Information for this report was submitted by 63 individual grantees for the January 1, 2004 to June 30, 2005 progress report period.⁷³ Unless otherwise noted, data were included for all three 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - January–June 2004: 28.
 - July–December 2004: 57.
 - January–June 2005: 49.

Staff

STOP VAIW Program staff provide training to victim services providers, law enforcement officers, prosecutors, judges and court personnel, probation officers, and batterers' intervention services to ensure a coordinated response to violence against Indian women. In addition to training, program staff advocate for victims in shelters, police stations, prosecutors' offices, and courts. They also answer hotline calls, provide counseling, provide transportation, and participate in CCR efforts.

The number of grantees using STOP VAIW funds for staff increased from 93 percent in the first reporting period to 94 percent in the last reporting period. Grantees most often used federal funds to staff 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 from many Indian tribes.

Table 22. Full-time equivalent staff funded by STOP VAIW Program: January 2004–June 2005

Staff funded	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	26	49	46
Total FTE staff funded	50	84	75
Victim advocates	17	23	22
Program coordinators	7	11	11
Administrators	6	12	10
Law enforcement officers	3	8	7
Outreach workers	4	3	3

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

⁷³ Grantees may have received funds in more than one 6-month period. This number reflects an unduplicated number of individual grantees reporting overall, whereas the bar graph represents the number reporting in each period and is not unduplicated.

Funding allowed the tribe to hire a victim advocate who speaks the tribal language to effectively intervene during a crisis situation. Also the victim advocate who is also a member of the community was able to provide these critically needed services and be available 24 hours/7 days a week.

—*Pueblo of San Felipe, New Mexico*

Training

Grantees train professionals to improve the response to American Indian and/or Alaska Native victims/survivors of sexual assault, domestic violence, and stalking and to increase offender accountability. STOP VAIW Program grantees provide training on domestic violence, sexual assault, 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 on the behaviors of victims and abusers 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: 46 (74 percent of grantees).⁷⁴
- Total number of training events: 330.
- Total number of people trained: 5,615.

Table 23. People trained with STOP VAIW Program funds: Selected categories

Category	People trained (N = 5,615)	
	Number	Percent
Multidisciplinary group—tribal	512	9
Tribal volunteer	355	6
Tribal government agency staff	268	5
Victim advocate—tribal	221	4
Tribal elder	196	3
Tribal law enforcement	184	3

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

⁷⁴ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Many of the employees within the court, police, and prosecutor's office do not understand the dynamics of domestic violence and therefore contribute to the misconceptions of victims of domestic violence. This results in reluctance of victims to seek help from these agencies. With training many of the key employees are becoming more aware and educated on domestic violence and the effects on victims.

—*The Rosebud Sioux Tribe, South Dakota*

Victim Services

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

Research indicates that American Indians and Alaska Natives are at a significantly greater risk of becoming victims of violent crime than other Americans (Greenfield and Smith, 1999). American Indian and Alaska Native women report significantly higher rates of intimate partner violence than women of other racial backgrounds (Tjaden and Thoennes, 2000). The goal of the STOP VAIW Program is to encourage tribal governments to develop and strengthen the tribal justice system's response to violence against Indian women and to improve the services available to victims of domestic violence, sexual assault, and stalking in Indian country.

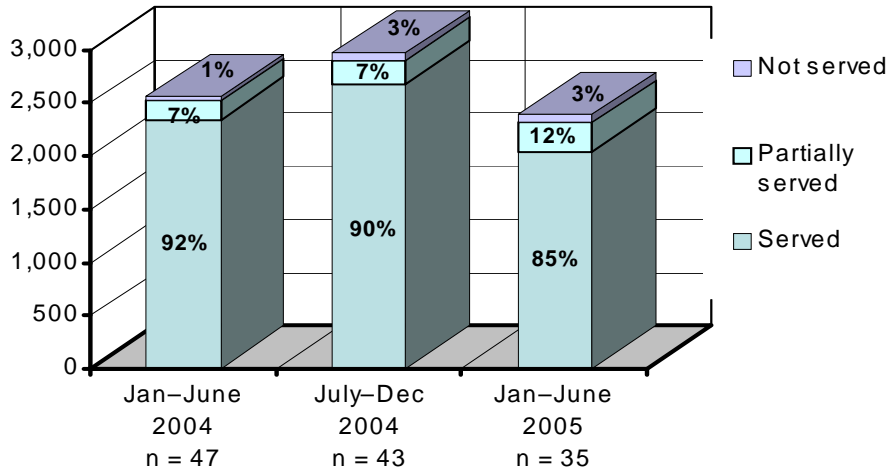
It is important for services to be provided in a manner that addresses the cultural needs of American Indian and Alaska Native women. The lack of culturally sensitive and appropriate services for these victims can pose additional barriers. For example, women may choose not to engage in services or terminate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

During each 6-month report period, STOP VAIW Program grantees provided services to more than 2,300 victims/survivors of sexual assault, domestic violence, and/or stalking to help them become and remain safe from violence.

- Number of individual grantees using funds for victim services: 48 (76 percent of grantees).⁷⁵

⁷⁵ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Figure 15. Provision of victim services by STOP VAIW Program



n = number of grantees reporting

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

Victims Seeking Services

January–June 2004 reporting period:

- 2,556 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 2,518 (99 percent) victims/survivors received services and 38 (1 percent) were not served.

July–December 2004 reporting period:

- 2,966 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 2,905 victims/survivors received services and 61 (1 percent) were not served.

January–June 2005 reporting period:

- 2,385 victims/survivors sought services from STOP VAIW Program grantees.
- Of these, 2,312 victims/survivors received services and 73 (3 percent) were not served.

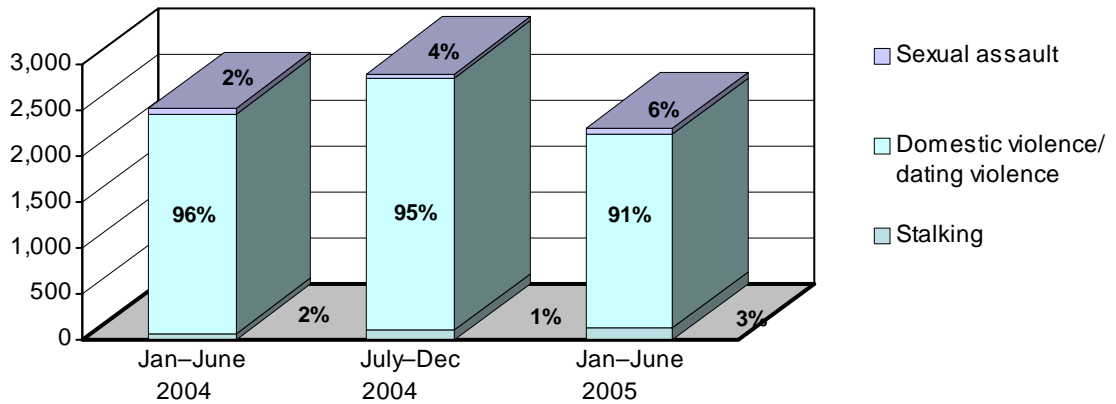
Reasons Victims were Not Served or Were Partially Served

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

- Transportation.
- Program reached capacity.
- Victim/survivor’s geographic or other type of isolation.

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

Figure 16. Provision of victim services by STOP VAIW Program, by type of victimization



The majority of victims/survivors served or partially served (45–74 percent) were victimized by a current or former spouse or intimate partner.

Table 24. Relationship to offender of victims/survivors served by STOP VAIW Program: January 2004–June 2005

Relationship to offender	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Current/former intimate partner	1,141	1,938	1,717	45–74
Dating relationship	142	169	183	6–8
Other family member	319	621	432	13–21

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

Demographics of Victims Served and Partially Served

STOP VAIW Program grantees served more than 2,300 victims/survivors in each of the 6-month reporting periods. In each reporting period, grantees served or partially served victims/survivors who were American Indian and/or Alaska Native (95–101 percent), female (86–97 percent), and between the ages of 25 and 59 (58–65 percent).⁷⁶

Table 25. Demographic characteristics of victims/survivors served by STOP VAIW Program: January 2004–June 2005

Characteristic	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity				
Black/African American	2	5	3	<1
American Indian	1,795	2,916	2,282	95–101
Asian	0	0	20	1–2
Native Hawaiian/Pacific Islander	3	8	6	<1–4
Hispanic/Latino	10	10	16	<1–1
White	90	125	90	4–5
Unknown	622	17	31	na
Gender				
Female	2,431	2,541	2,074	86–97
Male	68	360	207	3–14
Unknown	19	4	31	na
Age				
0–17	154	522	325	10–21
18–24	332	472	480	19–22
25–59	967	1,424	1,287	58–65
60+	32	37	51	2–3
Unknown	1,033	450	169	na
Other				
People with disabilities	48	48	44	2
People with limited English proficiency	2	5	1	1–5
People who are immigrants, refugees, or asylum seekers	3	1	0	1–3
People who live in rural areas	1,332	1,806	1,323	53–62

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 served.

⁷⁶ Some victims identify with more than one race/ethnicity, so the numbers reported here may be higher than the total number of victims served.

Types of Victim Services

STOP VAIW Program grantees provide an array of services to victims of sexual assault, domestic violence, and stalking, including 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 may need counseling to help her cope emotionally, and at the same time need access to a shelter to keep herself and her children safe. Most victims have not been exposed to the justice system and need an advocate to help them navigate through the hearings and orders.

All victims receive safety planning, referrals, and information as needed. It is important to note that the numbers below reflect the number of victims who received each service during each 6-month reporting period. Each victim may have received the service multiple times, and for many services (e.g., victim advocacy), the service commonly is provided continuously throughout a reporting period.

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

- Victim advocacy: 5,957.
- Crisis intervention: 3,839.
- Hotline calls: 5,126.
- Transportation: 2,641.
- Support group and counseling services: 2,610.

A few women have been interested in giving back, the empowerment model at its best, moving from hurting, to healing to helping those who are still hurting. These women are the new group participants' inspiration.

—Central Council Tlingit and Haida, Alaska

Criminal Justice

Law Enforcement

The STOP VAIW Program supports tribal law enforcement activities to end sexual assault, domestic violence, and stalking against Indian women. Law enforcement officers respond to emergency calls for assistance, investigate offenses, arrest predominant offenders, and refer cases to prosecution (both tribal and nontribal). The role of law enforcement is crucial in responding to violence against Indian women. The response and attitude of tribal law enforcement officers may influence whether victims will report sexual assault, domestic violence, or stalking offenses, and whether appropriate evidence will be collected to allow prosecutors to successfully bring cases against offenders. In response to arrest deterrence studies, changes in legislation, training, and federal funding, law enforcement offices across the country began to adopt “pro-arrest,” “mandatory arrest,” and “primary aggressor” policies beginning in the 1980s. A meaningful and serious response by law enforcement agencies that includes arrest accompanied by a thorough investigation and meaningful sanctions, demonstrates to offenders that they have committed a serious crime and supports the efforts of victims of domestic violence to live a life free from offenders' abuse. Some jurisdictions have reported that increased arrest rates have resulted not only in lower recidivism, but also higher rates of prosecution followed by a reduction in homicide rates. A leading criminal justice researcher has noted that “good police

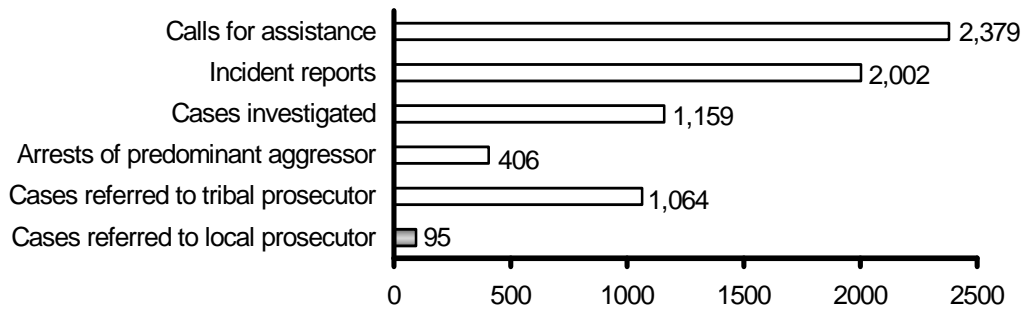
work, starting with arrest, may be the first step in preventing domestic violence and reducing overall abuse. It may be that every domestic violence arrest, starting with the simple misdemeanor, is a homicide prevention measure” (Klein, 2004, p. 113).

In many areas of Indian country, there is an overlap of jurisdiction between tribal justice systems and local and state law enforcement. This is particularly true in states affected by Public Law 280, which transferred jurisdiction from the federal government to the states in selected states. In fact, there are some states where Public Law 280 is in effect for parts of the state, and not in others. The resulting confusion affects victims from the moment they make the emergency call; 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 FBI has jurisdiction in all cases. However, tribal justice systems, where they exist, have concurrent jurisdiction over certain cases. The maximum sentence a tribal government can impose is 1 year in jail and a fine of not more than \$2,000.

- Number of individual grantees using funds for law enforcement: 15 (24 percent of grantees).⁷⁷

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

Figure 17. Law enforcement activities in STOP VAW domestic violence and stalking cases



Local law enforcement has seen an increase in persons being charged and adjudicated in part to the specialized investigator position funded under this grant.

—Turtle Mountain Band of Chippewa, North Dakota

⁷⁷ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

During this reporting period, we were finally able to have officers dedicated to the follow up investigation of domestic violence incidents. Without this funding, that would never have happened.

—*Sault Ste. Marie Tribe of Chippewa Indians, Michigan*

Prosecution

Prosecution of offenders varies by state and tribe. There are many different jurisdictional scenarios, depending on whether the state is affected by Public Law 280, 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-Indian cannot be prosecuted in a tribal court, because the tribe has no jurisdiction over non-Indians. A crime of sexual assault, domestic violence, or stalking committed against an Indian woman by a non-Indian might be prosecuted by the county, state, or federal government. In a Public Law 280 state, the state has jurisdiction in many, but not all, cases. In a state not affected by Public Law 280, the federal government has jurisdiction, so the FBI is responsible for responding. Grantees whose tribal communities have a criminal justice system are considering or undergoing changes in the tribal codes pertaining to domestic violence, sexual assault, and stalking. Some are adapting state laws to be more culturally relevant, while others are formulating entirely new codes based on ancestral laws that had been historically successful before recent influences.

Regardless of where it takes place and who is doing it, the prosecution that includes “early and repeated contacts with victims, providing them access to supportive, protective, legal and other resources, inform and reassure victims regularly throughout the course of a prosecution, and increase the likelihood of conviction and reduce recidivism” (Klein, 2004, p. 143). Close cooperation between law enforcement, victim advocates, and prosecution, along with specialized training for prosecutors, are all contributing factors to successful prosecution and conviction rates. Research has demonstrated that the “determining factor in whether domestic violence cases are successfully prosecuted or dropped rests with the prosecutor. Successful rates of prosecution have little to do with victim cooperation, overall office resources, demographics and other external factors. . . . Prosecutors who take domestic violence seriously find the resources to prosecute it seriously” (Bass, Nealon, and Armstrong, 1994; Klein, 2004, p. 138).

- Number of individual grantees using funds for prosecution: 11 (18 percent of grantees).⁷⁸

Prosecutors received 3,494 sexual assault, domestic violence, and/or stalking case referrals, and filed charges in 3,116 (89 percent) of the cases.

⁷⁸ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Table 26. Prosecution of sexual assault, domestic violence, and stalking charges by prosecutors funded by the STOP VAIW Program

Charge	New charges filed		Charges disposed	Dispositions resulting in convictions	
	Number	Percent		Number	Percent
All charges	1,140	100	1,107	757	68
Domestic violence	856	75	890	578	65
Violation of probation	45	4			
Stalking	23	2			
Violation of protection order			72	63	88

NOTES: Percentage of dispositions resulting in convictions is not a conviction rate; it reflects the percentage of charges—not offenders—disposed by a conviction. Charges disposed include deferred adjudication. Number of charges disposed for domestic violence is higher than number of new charges filed because some of the cases disposed were pending at the beginning of the year. Cells left blank where data not applicable.

Due to the STOP VAIW, the Prosecutor's Office had the opportunity to assist in the development and implementation of sexual assault, domestic violence, and/or stalking protocols, policies, and procedures. The Prosecutor's Office is implementing sentencing guidelines for sexual assault, domestic violence, and/or stalking offenses and took the lead in revising the Puyallup Tribes' Criminal Code to include specific sexual assault, domestic violence, and/or stalking crimes and sentencing enhancements.

—Puyallup Tribe of Indians, Washington

Before VAWA, domestic violence cases that were prosecuted were few and far between. There were lots of calls for help but no advocate to respond. The alleged batterer wasn't even arrested. The Resource Center hadn't been that focused on domestic violence, but now we're making changes. We've helped bring about revisions in tribal codes.

—Fort Peck Assiniboine and Sioux Tribes, Montana

Tribal Courts

Ten selected probationers received enhanced services, including attendance at Ki Wicasa (Return to Manhood) camp. The probationers camped for 11 days and slept in tipis, the traditional home of the Lakota. Lakota culture and language immersion activities provided the foundation for the camp. Other activities included men's health and selfness, alcoholism, and parenting. A family night was held midway through the camp. Advocates worked to assist families of the probationers throughout the time the individual was not in the home to maximize the offender's opportunity to participate. No one who attended the camp has reoffended, which attests to the success of this activity.

—Oglala Sioux Tribe, South Dakota

There is widespread variety in the types of tribal courts, and the laws applied in each are unique to each tribe. Some tribal courts resemble Western-style judiciaries, where written laws and rules of court procedure are applied. An increasing number of tribes are returning to traditional means of resolving disputes, including the use of peace-making, elders' councils, and sentencing circles. Many tribes establishing new tribal courts, or enhancing established ones, are developing hybrid or blended systems that will incorporate traditional dispute resolution elements that have proven effective within their culture and community, while also ensuring that due process is provided.

- Number of individual grantees using funds for tribal courts: 6 (10 percent of grantees).⁷⁹

Courts monitor offenders to review progress and compliance with court orders. The data reported in the following table reflect the consequences imposed for violations of court orders.

Table 27. Disposition of violations of probation and other court orders by courts funded by the STOP VAIW 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 = 25)			4	16	12	48	9	36				
New criminal behavior (n = 98)			18	18	36	38	21	21			23	23
Failure to attend mandated batterer program (n = 8)	5	63			3	37						
Other condition of probation or parole (n = 167)	55	33	49	29	16	10	36	22			11	6

NOTES: Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins. Cells left blank where data not applicable.

Remaining Areas of Need

The issue of spirituality for the victims needs to be addressed. One of the consequences from the relationship of domestic violence is the death of one's spirituality.

—*Lac Vieux Desert Tribal Band, Michigan*

⁷⁹ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Two of the areas of remaining need most cited by STOP VAIW grantees are culturally appropriate victim services and offender accountability. The consequences of culturally inappropriate services are that Indian women fail to report abuse and stay in unsafe environments rather than endure the isolation and racism that they encounter outside their tribal communities. This fear of reporting perpetuates a lack of offender accountability. Many American Indian and Alaska Native communities in rural areas have no access to victim services for domestic violence, sexual assault, or stalking. Part of the difficulty is the lack of transportation, the distance to the nearest agency providing services, and a lack of financial resources to travel to safety. Law enforcement response time is an issue that needs to be addressed. There are several reasons for unacceptable response times to emergency situations of abuse. Many tribal law enforcement agencies are underfunded, leaving too few respondents to handle the safety needs of tribal populations.

The victim is the one that is having to be held accountable, and the perpetrator isn't. Many times, mothers who are the victims of domestic violence have been threatened with the removal of their children for exposing them to domestic violence. These cases are known as "Failure to Protect" cases. When cases like this are processed, mothers have been identified as child abusers and have been forced to register on the state child abuse registry.

—*Santee Sioux Tribe of Nebraska, Nebraska*

There are many jurisdictional disputes and barriers to prosecution in Indian country. Although these issues vary by tribe because of differences in criminal justice systems, the foremost consequence of these disputes is a lack of offender accountability and continued victimization of Indian women. Full faith and credit for protection orders is merely one issue affected by this law. Especially problematic are the cases in which the tribal court has no jurisdiction, as in cases involving a non-Indian perpetrator.

Many times our court systems are unable to regulate a perpetrator's use of violence. With all of the power of arrest, probation, detention, fines and fees, restitution that the Court has at its disposal, they have failed at stopping a man's use of violence. Yet the child protection system expects mothers to be able to stop this same behavior without any of those tools and powers that the criminal court has.

—*Sault Ste. Marie Tribe of Chippewa Indians, Michigan*

There is a need for increased cross-jurisdictional coordinated community response. Offenders slip through the cracks of the judicial system by taking advantage of the unique jurisdictional situation in Akwesasne.

—*St. Regis Mohawk Tribe, New York*

Education and Technical Assistance Grants to End Violence Against Women with Disabilities

The Education and Technical Assistance Grants to End Violence Against and Abuse of Women with Disabilities (Disabilities Grant Program) supports efforts to improve services to individuals with disabilities who are victims of domestic violence, sexual assault, and stalking. Grantees provide training, consultation, and information to service providers, including independent living centers, disability-related service organizations, and domestic violence programs providing shelter and other forms of assistance to victims with disabilities. Grantees include states, units of local government, Indian tribal governments, and nongovernmental private entities.

Approximately 54 million Americans live with a wide array of disabilities. Research suggests that people with disabilities face a 4- to 10-times higher risk of being physically or sexually assaulted.⁸⁰ Ensuring that individuals with disabilities who are victims of domestic violence, stalking, or sexual assault can access the complete array of services and protections they need to become safe requires a proactive and comprehensive approach.

The scope of the Disabilities Grant Program, defined by statute, address the nature, definition, and characteristics of domestic violence, sexual assault, and stalking experienced by women with disabilities, outreach activities to ensure that women with disabilities who are victims of domestic violence, sexual assault, and stalking receive appropriate assistance, Federal antidiscrimination laws, including the ADA and Section 504 of the Rehabilitation Act of 1973, and cost-effective ways that shelters and victim services organizations may accommodate the needs of individuals with disabilities in accordance with ADA.

Grantees form multidisciplinary teams comprised of, at a minimum, at least one non-profit, nongovernmental domestic violence victim services program and/or nonprofit, nongovernmental sexual assault victim services program, and at least one disability program. Teams also include faith- and community-based organizations.

Disabilities Grant Program funds support activities that are designed to increase efficient and appropriate services to women with disabilities who are victims of violence; build the capacity of the organizations providing these services; ensure that

⁸⁰ OVW recognizes that there are individuals who do not consider themselves to be “individuals with disabilities” and who do not identify with this designation. However, for the purposes of the Disabilities Grant Program, “individuals with disabilities” refers to all individuals covered under the definition contained in ADA (42 U. S. C. § 12102 (2)).

policies and practices about accessibility are in place; and encourage collaboration across disciplines.

VAWA funding is used to support a collaborative, peer-based training and technical assistance project in partnership with five domestic violence shelters, including three in rural areas. Cross training is provided for domestic and sexual violence service providers and organizations serving people with disabilities. The project coordinates training and community education, creates public service announcements, and operates an Internet-based resource clearinghouse. The effort has resulted in formal coordinated community response in four local communities and a commitment on the part of one domestic violence shelter to undertake a capital campaign and become physically and attitudinally accessible to all victims of domestic violence, including the translation of all educational materials into Braille.

*—The Center for Self-Determination at Oregon
Health and Science University, Oregon*

General Grant Information

- Information for this report was submitted by 35 individual grantees for the January 1, 2004 to June 30, 2005 progress report period.⁸¹ Unless otherwise noted, data was included for all three 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - January–June 2004: 17.
 - July–December 2004: 32.
 - January–June 2005: 27.

Staff

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

With the exception of one reporting period, all Disabilities Grant Programs reported using funds for staff. Grantees most often used federal funds to staff program coordinators.

⁸¹ Grantees may have received funds in more than one 6-month period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each 6-month reporting period and is not unduplicated.

Table 28. Full-time equivalent staff funded by Disabilities Grant Program: January 2004–June 2005

Staff funded	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	17	28	27
Total FTE staff funded	36	48	42
Program coordinators	17	22	16
Advocates	1	3	2
Administrators	4	6	4
Support staff	3	8	5
Trainers/educators	4	6	8

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

Training

As communities have developed strategies to improve services to individuals with disabilities who are victims of sexual assault, domestic violence, and stalking, the need for quality training has become evident. Quality training builds a safer community for all. Grantees train professionals in the service delivery system to respond more effectively to victims/survivors with disabilities by providing information on the unique needs of these individuals and the special challenges they face when they become victims of violence.

The most common topics of training events were barriers to accessibility, ADA, deafness or hearing loss, safety planning for victims/survivors with disabilities, and interpreter services.

- Number of individual grantees using funds for training: 27 (74 percent of all grantees).⁸²
- Total number of training events: 990.
- Total number of people trained: 24,575.

⁸² This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

**Table 29. People trained with Disabilities Grant Program funds:
Selected professional positions**

Position	People trained (N = 24,575)	
	Number	Percent
Multidisciplinary group	2,993	12
Health/mental professional	2,806	11
Domestic violence program staff	2,658	11
Disability organization staff	1,918	8
Law enforcement officer	1,572	6
Residential/institutional/independent living center staff	1,145	5

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

The bottom line is that a woman can be supported. It is no longer a turf issue. It's about true collaboration and appropriate, respectful services.

—Laurie Powers, Co-Director, Center for Self-Determination,
Oregon Health and Science University, Oregon

This grant has built trust by bringing disabilities service providers and domestic violence service providers together in the same room at the same time. They never had these conversations about women with disabilities who experience domestic violence. Domestic violence centers are now asking for information on the Americans with Disabilities Act and the Crisis Center has put in a TTY [teletypewriter] line.

—Roberta Sick, Executive Director, University of Arkansas for
Medical Science/Partners for Inclusive Communities, Arkansas

Community Education

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

The most common topics of community education events were domestic violence overview, community resources for victims/survivors with disabilities, recognizing and responding to violence against women with disabilities, appropriate response to victims/survivors with disabilities who are deaf or hard of hearing, and sexual assault overview, dynamics, and services.

- Number of individual grantees using funds for community education: 25 (71 percent of grantees).⁸³
- Total number of education events: 437.
- Total number of people educated: 12,662.

⁸³ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

Table 30. People educated with Disabilities Grant Program funds: Selected categories

Group	People trained (N = 12,662)	
	Number	Percent
School/university	3,105	25
Community group	2,699	21
Individual with disabilities	2,418	19
Parent/guardian of individual with disabilities	1,567	12
Faith-based group	490	4
Community business	158	<1

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

Technical Assistance

Grantees provide technical assistance to service providers to improve services to individuals with disabilities who are victims of sexual assault, domestic violence, or stalking. Technical assistance is provided through site visits and/or other types of consultations. Topics of technical assistance included: assistive listening device and relay service, accessible materials, assistive technology and devices, requirements of ADA and other antidiscrimination law, working with interpreters, cost-effective compliance with ADA, domestic violence experienced by women with disabilities, responding to violence against women who are deaf or hard of hearing or who have developmental disabilities, accessibility assessment, and personal safety planning for victims/survivors with disabilities.

- Number of individual grantees using funds for technical assistance: 26 (74 percent of grantees).⁸⁴
- Total number of technical assistance activities provided: 10,164.

Remaining Areas of Need

Grantees identified the following remaining areas of need: training for crisis center staff, law enforcement, and judicial personnel; training in the needs of survivors with mental illness and those who are deaf or hard of hearing, of color with disabilities, or homosexual or bisexual with disabilities; and the development of effective collaborations between crisis and disability professionals.

Without exception, every training event or educational event has resulted in someone telling me that they had no idea about the cultural aspects of the deaf community, and in particular they had always assumed that someone who used American sign language was also fluent in English. Almost half of the programs that participated in the training started to modify their policies or procedures.

—*Deaf Women of Iowa Against Abuse, Iowa*

⁸⁴ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities

Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities (Training Grants Program) was created in VAWA 2000 to address the obstacles encountered by victims of crimes who are older or who have disabilities.

Administered by OVW, this grant program provides a unique opportunity for targeted training for law enforcement officers, prosecutors, and court officers to enhance their ability to identify, investigate, and prosecute instances of abuse, neglect, exploitation, and violence (including sexual assault and domestic violence) against elderly individuals or individuals with disabilities.

Elder abuse is the sexual, physical, emotional, or financial abuse or neglect or abandonment of an older person by a family member, fiduciary, or caregiver.⁸⁵ Elder abuse victims face unique obstacles in seeking assistance because they often are dependent on their abusers and have great difficulty leaving or otherwise ending abusive relationships. Older individuals who are victims of sexual assault and/or domestic violence also face challenges in receiving services they need to enhance their safety. Appropriate interventions may be compromised by misconceptions that older people are not sexually assaulted or battered, that older people are incapable of inflicting serious harm on their intimate partner, or that the abuse is an expression of

⁸⁵ The statute refers to section 102 of the Older Americans Act of 1965 (42 U.S.C. § 3002) for the definitions of “elder abuse, neglect and exploitation” and for “older individual” and to section 3(2) of ADA (42 U.S.C. § 12102(2)) for the definition of individuals with disabilities. The Older Americans Act states that the term “elder abuse” means abuse of an older individual; the term “exploitation” means the illegal or improper act or process of an individual, including a caregiver, using the resources of an older individual for monetary or personal benefit, profit, or gain; the term “abuse” means the willful infliction of injury, unreasonable confinement, intimidation, or cruel punishment with resulting physical harm, pain, or mental anguish, or deprivation by a person, including a caregiver, of goods or services that are necessary to avoid physical harm, mental anguish, or mental illness; the term “neglect” means the failure to provide for oneself the goods or services that are necessary to avoid physical harm, mental anguish, or mental illness, or the failure of a caregiver to provide the goods or services; and the term “older individual” means an individual who is 60 years of age or older.

ADA defines “disability,” with respect to an individual, as a physical or mental impairment that substantially limits one or more of the major life activities of such individual, a record of such an impairment, or being regarded as having such an impairment.

stress associated with caring for an aging partner. Age or disability may increase the isolation of victims of sexual assault and domestic violence or their dependence on abusers for care or housing. Also, these cases may go unnoticed because criminal justice system personnel may perceive victims' injuries as arising from aging, frailty, illness, or disability instead of recognizing that the injuries may be attributed to violence.

Crimes of sexual assault and domestic violence committed against persons with disabilities are just as likely to go unreported, and these victims also face multiple barriers to accessing needed services and participating fully in the criminal justice system. Often, individuals with disabilities face physical and social isolation, especially in cases of prolonged institutional care. Consequently, many lack information about the services and interventions available to stop abuse in their lives, or find assistance physically inaccessible. Physical barriers posed by buildings and transportation systems that have not adapted to the needs of individuals with disabilities and a lack of interpretation services can prevent crime victims from utilizing services and agencies that are critical to their safety.

As part of the criminal justice system, law enforcement officers, prosecutors, and court officers are in a position to help victims cope with the immediate trauma of crime, ensure that offenders are held accountable, and help restore victims' sense of security and control over their lives. Those working in the criminal justice system must be trained to understand that (as with all victims) victims who are elderly or who have disabilities require compassionate and comprehensive services, and these victims may face unique challenges as well. This grant program supports training for criminal justice system personnel that will address barriers faced by older victims and victims with disabilities and improve systemic responses to these populations.

Projects funded through the Training Grants Program work toward creating a multi-disciplinary approach in the criminal justice system and communities to addressing elder abuse and violence against individuals with disabilities. OVW works 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.

Vera House trains law enforcement agencies and district attorneys on abuse and sexual assault of older people. Content themes include dynamics of elder abuse, barriers faced by older victims, financial exploitation, and safety planning. Grant partners meet monthly with other local elder service providers as part of the Elder Abuse Committee. "When we started training police about elder abuse, they told us if they had known this information before, it might have changed how they responded to certain calls. They just weren't identifying cases of elder abuse. They needed to hear what the indicators were and to understand the emotional barriers victims were experiencing.

—Educator, Vera House, New York

General Grant Information

- Information for this report was submitted by 46 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁸⁶ Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 30.
 - January–June 2004: 28.
 - July–December 2004: 33.
 - January–June 2005: 32.

Staff

Training 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.

The number of grantees using Training Grants Program funds for staff increased from 77 percent in the first reporting period to 97 percent in the last reporting period. Grantees most often used federal funds to staff program coordinators.

Table 31. Full-time equivalent staff funded by Training Grants Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	23	26	29	31
Total FTE staff funded	43	44	43	44
Program coordinators	15	16	18	17
Trainers	10	12	12	10
Administrators	8	6	6	9
Support staff	5	5	5	6

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

Training

Grantees train professionals to more effectively respond to older or disabled victims of sexual assault, domestic violence, and abuse and to increase offender accountability.

⁸⁶ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each 6-month reporting period and is not unduplicated.

The most common topics of training events were issues specific to victims/survivors who are isolated or institutionalized, impact of aging and/or disabilities, effective communication with individuals who are older or individuals with disabilities, law enforcement response to domestic violence, and law enforcement response to elder abuse and exploitation.

- Number of individual grantees using funds for training: 33 (72 percent of all grantees).⁸⁷
- Total number of training events: 349.
- Total number of people trained: 12,991.

**Table 32. People trained with Training Grants Program funds:
Selected professional positions**

Position	People trained (N = 12,991)	
	Number	Percent
Law enforcement officer	7,021	54
Prosecutor	1,035	8
Victim witness specialist	668	5
Court personnel	480	4
Corrections staff	185	1
Law enforcement—tribal	19	<1

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

Training Grants funding has allowed elder abuse training to reach into the rural and smaller areas with training that is usually utilized by larger and more urban police departments. Although it is a continuing challenge, without these funds, this area of need would go totally unmet. The use of Training Grant funds has allowed the use of more dynamic and participatory training. . . . The training used by this grant allowed "Theatre for Change" to utilize interactive live theater. This format encouraged more audience participation and involvement. . . . It not only stimulated audience participation, but it was a vehicle to address reoccurring needs of police.

—Erie County, New York

The funding from the Training Grants Program has allowed the Attorney General's Office to develop and produce a police roll call video that highlights the issues of elder domestic violence and sexual assault in the community. This effort is the result of our work with a regional collaborative of elder and domestic violence [service] providers, who provided support and assistance in the development of the script and onscreen interviews. The three part video . . . can be used as three separate training segments or viewed in its entirety. In addition, the video jacket contains

⁸⁷ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

a summary of the key information which can be reproduced and used by the officers as a palm card.

—Massachusetts Office of the Attorney General, Massachusetts

This Training Grants Program has given us access to educating professionals in the criminal justice system and the probate court (civil justice system). The ability to reach prosecutors and ancillary professionals (paralegals, case managers, court liaisons, and officers of the court) with this important training is critical here in Miami-Dade County, which has a large population of elders, including guardianship wards. Furthermore, the ability to work with probate court judges, probate attorneys, examining professionals, and probate staff opened up a new target group of justice professionals who were interested and eager to receive this training. The relationships established as a result of this Training Grant will have lasting impact and continue into the future. Such collaboration is an unanticipated, positive result of this grant program.

—University of Miami, Florida

In a nutshell, the Training Grant has given us the opportunity to raise awareness about elder abuse, about resources available to address the problem, and to foster better communication between law enforcement and others in the elder services community.

—Colorado Attorney General's Office, Colorado

Remaining Areas of Need

The needs most often cited included training for caregivers, family members, friends, paid service providers, law enforcement, legal guardians, judges, and prosecutors; alternative housing to meet the needs of older victims; skilled investigators and prosecutors; information on abuse of individuals with Alzheimer's disease and on working with the deaf community; more effective systems for transportation of the elderly and disabled; interpreters for the deaf and hard of hearing; a mandatory reporting statute for crimes against the elderly; and legislation focused on elder abuse and financial exploitation.

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 Bureau of Justice Statistics reports the following between 1992 and 2001:

- Indians experienced a per capita rate of violence twice that of the U.S. resident population.
- Indians were more likely to be victims of assault and rape/sexual assault committed by a stranger or acquaintance than by an intimate partner or family member.
- Nearly 80 percent of Indian victims of rape/sexual assault described the offender as white.

A coalition is a group of individuals, victim services providers, and/or organizations working together for a common purpose—to make more effective and efficient use of resources. Tribal domestic violence and sexual assault coalitions support efforts to develop tribal leadership to effect social change and systemic reform to end violence against Indian women, ensure the safety of Indian victims of domestic violence and/or sexual assault, and promote the accountability of offenders. The leadership and expertise of Indian survivors who have been battered and/or sexually assaulted, or persons who have experience working with such victims, are critical to the successful development and operation of tribal domestic violence and sexual assault coalitions.

Currently, reservations are "playgrounds" for offenders due to tribes' lack of jurisdiction over non-Indian offenders, leading to an increase in violence against Indian women. Also, off the reservation, much work needs to be done to address racism and its effects on violence against Indian women, including institutionalized racism at many different levels.

—*Minnesota Chippewa Tribe, Minnesota*

(We need) long-term support services that will help women become financially stable. We need to look beyond the acute crisis phase to the longer term issues which will allow women to live safely and have the strength and courage to promote accountability for the man who has offended against them. Nothing victimizes like poverty and hopelessness.

—*Hoop Valley Tribe, California*

General Grant Information

- Information for this report was submitted by 18 individual Tribal Coalitions Program grantees for the July 1, 2003 to June 30, 2005 progress report period.⁸⁸ Unless otherwise noted, data were included for all three 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - January–June 2004: 3.
 - July–December 2004: 16.
 - January–June 2005: 10.
- 50 percent of the grantees were dual sexual assault/domestic violence coalitions, 33 percent were tribal governments, 11 percent domestic violence coalitions, and 6 percent sexual assault coalitions.

Funding has brought the priceless gift of hope to our people, that violence against our women will end with the help, support, and teamwork of all who live on the White Earth Ojibwe Reservation.

—*Community Resource Alliance, Minnesota*

This funding has allowed us the opportunity to start up and build this coalition with the guidance of our Elders and community members to end domestic violence and sexual assault against Indian women.

—*Community Resource Alliance, Minnesota*

Staff

Tribal Coalitions Program staff provide training, education, and technical assistance to help end violence against Indian women and hold offenders accountable.

With the exception of the July to December 2004 reporting period, 100 percent of grantees used Tribal Coalitions Program funds for staff. Grantees most often used federal funds to staff administrators. Administrators hire staff and collaborate with agencies in the tribal communities. They also provide training for law enforcement, prosecution, and court staff.

⁸⁸ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each 6-month period and is not unduplicated.

Table 33. Full-time equivalent staff funded by Tribal Coalitions Program: January 2004–June 2005

Staff funded	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	3.0	12.0	10.0
Total FTE staff funded	7.0	23.5	21.0
Administrators	3.0	8.0	9.0
Program coordinators	1.0	6.0	6.0
Support staff	2.0	4.0	3.0

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

AIAA [American Indians Against Abuse] has been able to open and maintain a main office with three full-time staff and one part-time staff. AIAA is able to coordinate the 11 Wisconsin intertribal organizational meetings to collaborate effectively to improve services and identify the existing gaps in services in the 11 tribal areas.

—*American Indians Against Abuse Inc., Wisconsin*

Training

- Grantees train professionals to improve their response to American Indian and/or Alaska Native victims of sexual assault, domestic violence, and stalking. 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. These professionals are taught about current research and best practices. Number of individual grantees using funds for training: 11 (61 percent of all grantees).⁸⁹
- Total number of training events: 65.
- Total number of people trained with Tribal Coalitions Program funds: 1,773.

⁸⁹ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

Table 34. People trained with Tribal Coalitions Program funds: Selected categories

Category	People trained (N = 1,773)	
	Number	Percent
Tribal community group member	269	15
Tribal domestic violence program staff	239	13
Nontribal domestic violence program staff	136	8
Tribal elder	121	7
Attorney/law student	68	4
Tribal court personnel	68	4

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

Tribal Coalition[s] [Program] funding has made it possible for tribal communities to take a more realistic and culturally relevant approach to enhancing safety for women and holding batterers accountable. Coalition trainings validate the utilization of the culture to address inappropriate behavior and to exemplify how the culture can be incorporated into the approaches. ANWC [Alaska Native Women's Coalition] worked with approximately 150 tribal participants on developing local community responses to address the high rate of violence perpetrated against women residing in isolated remote areas of the state.

—Alaska Native Women's Coalition, Alaska

Community Education

Community education is designed to increase awareness of violence against American Indian and Alaska Native women, inform community members about what they can do to respond to the problem, and offer guidance on how they may help a family member or friend who has been victimized. Outreach activities may include distributing information at community gatherings such as powwows, basket weaving and beading circles, bake sales, and parades.

- Number of individual grantees using funds for community education: 8 (50 percent of grantees).⁹⁰
- Total number of education events: 71.
- Total number of people educated with Tribal Coalitions Program funds: 2,396 tribal and 1,586 nontribal.

⁹⁰ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

Table 35. People educated with Tribal Coalitions Program funds: Selected categories

Category	People trained (N = 3,982)	
	Number	Percent
Nontribal student	1,220	31
Tribal student	929	23
Tribal community member	437	11
Tribal government staff	312	8
Tribal elder	145	4
Nontribal community group	103	3

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

With this funding, we broke the silence of domestic violence and sexual assault on the White Earth Ojibwe Reservation. With [this] funding, we have been able to provide "free of charge" educational workshops/presentations crucial to rais[ing]. . . the awareness of violence against women but more importantly, [this] allows our community members to express . . . issues that are geographically and culturally specific to them.

—Community Resource Alliance (White Earth Ojibwe Reservation),
Minnesota

Tribal Coalition[s] [Program] funding has allowed us to raise the issue of domestic violence, sexual assault, and stalking in an ongoing dialogue within our communities. This was the first time ever that money for this purpose or any related purpose has come to this reservation. . . .

—Hoopa Valley Tribe, California

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 of sexual assault, domestic 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 inperson, telephonic, electronic, or other types of contact with member programs.

The most frequent areas of technical assistance were developing or enhancing culturally appropriate services for underserved populations, law enforcement response to domestic violence, and curricula and training issues.

- Number of individual grantees using Tribal Coalitions Program funds for technical assistance: 11 (61 percent of grantees).⁹¹

⁹¹ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

- Total number of technical assistance site visits: 93.
- Total number of other technical assistance consultations provided: 1,797.
- Total assistance (site visits and consultations) provided: 1,890.

Tribal villages are in a very dire situation currently that requires tribal residents to initiate innovative and creative approaches that can be implemented with limited funding, limited resources, and limited training. The traditional values and beliefs that exist within the native culture of the people prohibit violence and disrespect in any way or form. It is through this lens that ANWC is hoping to decrease the rate of violence against women and children in our communities.

—*Alaska Native Women's Coalition, Alaska*

Policies

Tribal Coalitions Program grantees develop, revise, and implement policies to provide standardized guidance to organizations and professionals on sexual assault, domestic violence, and stalking against American Indian and Alaska Native women.

Policy topics 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.

- Number of individual grantees using Tribal Coalitions Program funds for developing, revising, and/or implementing policies: 10 (56 percent of grantees).⁹²

Products

Tribal Coalitions Program grantees develop and revise a variety of products addressing violence against women issues. These products may include brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of distributing these materials is to provide information to other professionals and organizations on sexual assault, domestic violence, and stalking against American Indian and Alaska Native women.

- Number of grantees using funds for products: 13 (72 percent of grantees).⁹³
- Total number of products developed or revised: 99.
- Total number of products distributed: 47,322.

Remaining Areas of Need

Most grantees have identified a need for cultural sensitivity training for nontribal agencies that provide services to Indian victims of violence. The consequences of culturally inappropriate services are serious: Indian women may fail to report abuse and decide to stay in unsafe environments rather than endure the isolation and racism

⁹² This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

⁹³ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

that they encounter outside their tribal communities. In addition, tribal coalitions cite a need for culturally relevant training materials.

Tribal Coalitions Program grantees continue to have jurisdictional issues. Although these issues vary by tribe because of differences in criminal justice systems, the foremost consequence resulting from these disputes is the lack of offender accountability and continued victimization of Indian women. This is particularly problematic when non-Indian perpetrators are involved, because the tribal justice systems do not have any jurisdiction at all over non-Indians.

Tribal Coalitions Program grantees report that American Indian and Alaska Native communities in many rural areas have no access to services for victims of domestic violence, sexual assault, or stalking. Usually the nearest agency providing services is a considerable distance away. In addition, there is a lack of transportation, financial resources to travel to safety, and economic resources to support the infrastructure needed to effectively combat violence against Indian women. Grantees also cite the fact that funds are needed to support tribal law enforcement, tribal prosecution, and tribal court systems.

Grants to State Sexual Assault and Domestic Violence Coalitions Program

The Grants to the State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program) funds state-level coalitions to collaborate with federal, state, and local organizations. Statewide domestic violence coalitions support member domestic violence service providers through training, technical assistance, public awareness, and public policy advocacy. Statewide sexual assault coalitions provide comparable support to member rape crisis centers. In some states and territories, these support services are provided through a single domestic violence/sexual assault coalition. The State Coalitions Program funds the coordination of state victim services activities and enhances collaboration and coordination among federal, state, and local entities working to address domestic violence and sexual assault. Coalitions consist primarily of organizational members (e.g., sexual assault programs, domestic violence programs, tribal victim services agencies, and other victim services agencies) but may also include individual members.

This funding has allowed us to organize and convene legal caucuses in five regions across the state. The groups meet on a regular basis for technical assistance and to strategize on how to increase legal services within the State of Georgia.

—*Georgia Coalition Against Domestic Violence, Georgia*

This funding has enabled our coalition to have a well-coordinated, integrated approach to public policy work. Prior to this funding, we conducted all of our policy work on a responsive basis as time allowed. With dedicated staff, we are now able to conduct many activities that we were previously unable to do: strategic planning, membership training and engagement, technical assistance, ongoing monitoring, interpreting, [. . .] distribution of information, demystifying the policymaking process, consistent presence and leadership in committees and task forces, and increased influence in the analysis of public policies affecting battered women and their children. Public policy work is critically important to domestic violence victims and their advocates. State Coalitions Program funding has made it possible for the coalition to provide this essential service.

—*Washington State Coalition Against Domestic Violence, Washington*

General Grant Information

- Information for this report was submitted by 80 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁹⁴ Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 73.
 - January–June 2004: 62.
 - July–December 2004: 72.
 - January–June 2005: 60.
- 40 percent of the grantees were domestic violence coalitions, 37 percent were sexual assault coalitions, and 23 percent dual sexual assault/domestic violence coalitions.

Staff

State Coalitions Program-funded staff provide training, education, and technical assistance to help end violence against women and hold offenders accountable.

At least 95 percent of State Coalitions Programs reported using funds for staff in each reporting period. Grantees most often used federal funds to staff program coordinators.

Table 36. Full-time equivalent staff funded by State Coalitions Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	70	59	70	57
Total FTE staff funded	155	112	118	94
Program coordinators	51	42	41	38
Administrators	29	21	24	19
Support staff	19	11	12	9
System advocates	14	19	12	7
Technical assistance providers	11	8	8	7

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

⁹⁴ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated count, whereas the bar graph represents the number reporting in each 6-month period and is not unduplicated.

Training

As states and communities developed coordinated responses to reduce violence against women, the need for quality training was paramount to develop effective strategies. Grantees train coalition members and other professionals to improve their response to victims of sexual assault, domestic violence, and stalking and to increase offender accountability.

The most common topics of training events were advocate response to victims/survivors; coordinated community response; issues specific to victims/survivors who live in rural areas; safety planning for victim/survivors; and outreach to diverse/underserved populations.

- Number of individual grantees using funds for training: 76 (95 percent of all grantees).⁹⁵
- Total number of training events: 3,258.
- Total number of people trained with State Coalitions Program funds: 91,923.

Table 37. People trained with State Coalitions Program funds: Selected professional positions

Position	People trained (N = 91,923)	
	Number	Percent
Victim advocate	25,594	28
Law enforcement	7,182	8
Health professional	6,102	7
Faith-based organization staff	3,483	4
Attorney/law student	3,269	4
Court personnel	1,604	2

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

We offer twice-a-year, two-day trainings for newly hired staff at domestic violence programs who have less than two years' experience in advocacy. We also offer twice-a-year experiential training for member program staff, with a focus on quality of services, ethical and empowerment-based approaches to working with battered women and their children.

—*Missouri Coalition Against Domestic Violence, Missouri*

In collaboration with the New Jersey Department of Human Services Division of Deaf and Hard of Hearing, [. . .] NJCBW [the New Jersey Coalition for Battered Women] is conducting Deaf Sensitivity and TTY training at 16 of the member programs statewide. The first 4 of 16 trainings have been completed with highly positive response.

—*New Jersey Coalition for Battered Women, New Jersey*

⁹⁵ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

This [State Coalitions Program] . . . [Grant] has helped us to have a regional meeting for sexual assault nurse examiners (SANEs) and sexual assault response teams (SARTs). Thirty-three individuals were trained on the benefits of working with SANEs and the collaborative efforts of the SARTs.

—*Florida Council Against Sexual Assault, Florida*

Technical Assistance

State Coalitions Program grantees provide technical assistance to programs through site visits and/or other types of consultations. Consultations may include inperson, 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, and stalking by improving organizational infrastructure; developing, revising and implementing policies, protocols and procedures; and providing materials on relevant issues.

Topics of technical assistance included: Curricula and training issues, developing or enhancing culturally appropriate services for underserved populations, program development, standards of service, coordinated community response, and local policies and practices.

- Number of individual grantees using funds for technical assistance: 74 (93 percent of grantees).⁹⁶
- Total number of technical assistance site visits: 2,674.
- Total number of other technical assistance consultations provided: 76,709.
- Total technical assistance (site visits and consultations) provided: 79,653.

With the use of grant funds, we are able to provide technical assistance to programs around the state on a variety of issues, including domestic violence in the military and the work place; the effects of domestic violence on children; development of sexual assault presentations; information issues related to sexual assault, including sexual assault of the developmentally disabled; and recommendations on videos and books relating to domestic violence and sexual assault.

—*Oregon Coalition Against Domestic and Sexual Assault, Oregon*

We have developed a statistical database for member programs to utilize and therefore create a standardized data collection system across the local programs. Technical assistance is offered to member programs as problems arise with data entry or reporting issues.

—*Kentucky Domestic Violence Association, Kentucky*

Products

State Coalitions Program grantees develop and revise a variety of products for distribution, including brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of the materials is to provide standardized information to other professionals and organizations about sexual assault, domestic violence, and stalking. The targeted audience for the products includes member

⁹⁶ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

organizations and other local, statewide, and tribal agencies that address sexual assault, domestic violence, and stalking. The audience also includes the general public and information for victims/survivors.

- Number of individual grantees using funds for products: 51 (64 percent of grantees).⁹⁷
- Total number of products developed or revised: 475.
- Total number of products distributed: 198,659.

The State Coalitions Program funding provided critical funds for . . . the distribution of education materials: brochures, posters, purchase of books and videos for the Resource Lending Library, PowerPoint trainings on CD-ROM. . . . The State Coalitions Program funding [also] provided critical funds to effectively address the issue of sexual assault of women by County Jail staff by bringing together several agencies to discuss and implement strategies to prevent sexual misconduct. Strategies include: outreach materials (poster and brochure), training for County Jail staff, and a hotline reporting process. . . . The funding has allowed us to develop a booklet on stalking. More than 3,000 booklets were distributed.

—*Idaho Coalition Against Sexual and Domestic Violence, Idaho*

The State Coalitions Program funding has allowed MCBW [Minnesota Coalition for Battered Women] to provide a comprehensive and well-utilized Web site . . . and to develop training materials targeted toward advocates serving Hmong battered women and their children.

—*Minnesota Coalition for Battered Women, Minnesota*

Underserved Populations

Grantees use funds to develop or enhance standards of service for populations underserved because of geographic location (e.g., rural isolation), underserved racial and ethnic populations, 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 may develop materials for underserved populations, identify underserved populations, organize caucuses to increase participation by members of underserved populations, and other activities.

- Number of individual grantees using funds to address underserved populations: 60 (75 percent of grantees).⁹⁸

Grantees used the funds to identify gaps in services for victims of sexual assault and domestic violence who were members of underserved populations. Grantees also used the funds to support training and technical assistance on outreach, providing appropriate and accessible services for underserved victims and on the criminal justice system's response to the unique needs of these types of victims.

⁹⁷ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

⁹⁸ This number is an unduplicated count. Grantees are only counted once even if they receive funds in more than one 6-month reporting period.

We have developed and distributed a CD audio set for victims of domestic violence and sexual assault whose first language is Spanish, Tagalog, Russian, Korean, Vietnamese, or Yupik. The audio CDs were distributed along with a written script in English and CD players.

—*Alaska Network on Domestic Violence and Sexual Assault, Alaska*

The coalition's economic justice project is very successful in helping advocates and policymakers understand the connections between domestic violence, homelessness, and poverty. Our work with welfare caseworkers has improved their identification of and response to domestic violence victims.

—*Washington State Coalition Against Domestic Violence, Washington*

We were able to initiate the Kentucky Battered Immigrant and Refugee Women's Task Force. The focus of the task force is to strengthen and develop partnerships among service providers to better serve victims/survivors who are immigrants or refugees.

—*Kentucky Domestic Violence Association and Kentucky Association of Sexual Assault Programs, Kentucky*

Remaining Areas of Need

The most commonly noted remaining area of need reported by state coalitions was services to underserved populations, particularly Latina and Spanish-speaking victims/survivors. State coalitions reported that many states were reducing funds to sexual assault and domestic violence programs needed in rural areas where victims/survivors may have to drive for several hours to reach a rape crisis center or domestic violence shelter.

Many state coalitions described a need for increased prosecution of sexual assault offenses, enforcement of court orders (including protection orders and probation), increased penalties (beyond probation), and judicial training. Coalitions cited the need for more SANE programs, the need to address payment of and requests for forensic exams, and recurring problems with subjecting victims to polygraph exams. They also emphasized the importance of making available to victims a range of services that support victims' efforts to achieve economic independence.

Local budget cutbacks in rural areas have forced police stations to cut back hours of operation, which in turn have put families at risk. (One victim in a rural area was murdered this summer in front of a closed police station where she had driven for help.)

—*Florida Coalition Against Domestic Violence, Florida*

Safe Havens: Supervised Visitation Program

The Safe Havens: Supervised Visitation and Safe Exchange Grant Program (Supervised Visitation Program) provides an opportunity for communities to support the supervised visitation and safe exchanges of children—by and between parents—in situations involving sexual assault, domestic violence, child abuse, or stalking. The goal of the program is to ensure victim safety during supervised visits and exchanges and to curtail the detrimental affect of domestic violence on children. This program funds jurisdictions that have implemented, or plan to implement, innovative programs to increase supervised visitation and exchange options for families with a history of sexual assault, domestic violence, child abuse, or stalking.

The Supervised Visitation Program funds jurisdictions that establish or expand supervised visitation and exchange services and also supports projects that develop community-based advisory committees to plan or implement visitation and exchange services, enhance program services (such as therapeutic services), direct visitation services and parent education groups, and effectively train project staff and volunteers to address special needs of the target populations. In addition, grantees must develop and implement standards, policies, and procedures about security, intake, case referral, recordkeeping, and confidentiality. One Supervised Visitation Program grantee, the Ponca Tribe in Nebraska, reported:

The Supervised Visitation Program funding has allowed the Ponca Tribe of Nebraska to explore the possibility of further ensuring the safety of Native American victims of domestic violence, sexual assault, and stalking. Through this funding, the Tribe has been able to make several important contacts in various areas of Nebraska and Iowa, as well as contacts from existing programs from across the country. The local contacts have increased the ability of staff to serve clients throughout every program. The Family Violence Program especially has benefited from the information shared at trainings, as well as the networking that has occurred at the committee meetings. The addition of the Safe Havens Program to the Ponca Tribe of Nebraska Department of Social Services has helped to bring a better understanding of how children can be re-victimized and how the victim is re-victimized in ways that were not explored before. This knowledge alone helps the staff when working with children and families who are experiencing violence. Through this funding, the Tribe has also been able to explore one more way it can better serve its members, as well as the greater Urban Indian population. As the only Tribe with offices in the urban areas of Nebraska, services for this population are very much needed. The Safe Havens Planning Committee is currently exploring the best options for the center that would allow it to serve the greatest number of Native Americans, no matter what Tribe in which they are enrolled. Lastly, the Supervised Visitation

Program funding has allowed for the funding of an additional position. This position brings one more perspective to the table, as well as information on services available during this planning period.

General Grant Information

- Information for this report was submitted by 66 individual grantees for the July 1, 2003 to June 30, 2005 progress report period.⁹⁹ Unless otherwise noted, data were included for all four 6-month reporting periods. The number of grantees reporting in each 6-month period was as follows:
 - July–December 2003: 56.
 - January–June 2004: 55.
 - July–December 2004: 47.
 - January–June 2005: 48.
- Ten percent of the grantees reported using Supervised Visitation Program funds for projects that specifically address American Indian families. These grantees identified 42 tribal populations in which they specifically focused services.
- Most Supervised Visitation Programs are funded through a unit of local government, supervised visitation and exchange center, or state government.

Staff

Supervised Visitation Program staff provide supervised visitation and safe exchange for children, develop community advocacy committees, and establish statewide training and technical assistance projects to increase supervised visitation and safe exchange options.

The number of grantees using Supervised Visitation Program funds for staff increased from 84 percent in the first reporting period to 98 percent in the last reporting period. Grantees most often used federal funds to staff supervisory positions.

Table 38. Full-time equivalent staff funded by Supervised Visitation Program: July 2003–June 2005

Staff funded	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005
Grantees using funds for staff	47	54	45	47
Total FTE staff funded	126	158	145	158
Supervision staff	36	56	57	63
Program coordinators	45	41	43	45
Security	17	26	19	19
Administrators	17	17	16	17

FTE = full-time equivalent

NOTES: Staff categories do not add to total because not all categories are presented. Categories shown represent the greatest number of FTE staff.

⁹⁹ Grantees may have received funds in more than one 6-month reporting period. This number reflects an unduplicated number of individual grantees reporting overall, whereas the bar graph represents the number reporting in each period and is not unduplicated.

Training

Supervised Visitation Program grantees train law enforcement, court staff, legal staff, victim advocates, social service agency staff, and child welfare workers to help them improve the response to children and families with a history of sexual assault, domestic violence, child abuse, or stalking. The training is designed to help agencies and staff consider the safety and best interests of the children and their nonabusive parents. Visitation centers originally created by child welfare agencies train their staff to expand their missions to serve the children of victims of sexual assault, domestic violence, and stalking so that the children may safely maintain a relationship with the abusive parent.

The most common topics for training events were domestic violence overview, dynamics, and services; supervised visitation and exchange; safety planning; dynamics relating to nonoffending parents and offending parents; and confidentiality.

- Number of individual grantees using funds for training and/or staff development: 56 (85 percent of all grantees).¹⁰⁰
- Total number of training events: 1,050.
- Total number of people trained: 10,412.

Table 39. People trained with Supervised Visitation Program funds: Selected professional positions

Position	People trained (N = 100,412)	
	Number	Percent
Law enforcement officer	1,292	12
Attorney/law student	1,190	11
Victim advocate	869	8
Court personnel	866	8
Child welfare worker	747	7
Social service staff	733	7

NOTE: Data presented for the six most frequently selected categories only

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, child abuse, and stalking.

- Total number of staff attending staff development events: 1,121.
- Total number of staff development events: 1,322.

¹⁰⁰ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

CASA is primarily a child centered agency, but the domestic violence training we have received, along with the stronger partnership we have developed with TESSA (The Center for Prevention of Domestic Violence), has made not only our program more sensitive to the needs of the domestic violence families, but I believe it has affected our entire agency in a positive way. We have changed the way we conduct interviews, the way we store records, the way we make records, the way we view our clients, and the way the clients are treated. Our training has become a more thorough training relative to child abuse, domestic violence, cultural awareness, child development, and the dynamics of divorce.

—*El Paso County, Colorado*

The officers report learning from staff how to respond more like “advocates” while staff report learning about safety from officers. The officers also build positive, respectful relationships with clients as well, and are able to portray a different view of police officers than many clients, both adult and children, may have been exposed to. The [sic] benefit to this initiative is the creation of new relationships with key judges and family courts through the use of the technical assistance funds. The funds allow for visitation center staff to ask judges to accompany them to various OVW sponsored training. This strengthens the relationships and as a result opens more lines of communication between the visitation center and the courts.

—*Dallas County, Texas*

Policies

Supervised Visitation Program grantees develop and implement policies and procedures about security, intake, case referral, recordkeeping, and confidentiality.

- Number of individual grantees using Supervised Visitation Program funds to develop or implement policies: 58 (88 percent of grantees).¹⁰¹

The policies most commonly developed, revised, or implemented with Supervised Visitation Program funds included center operation procedures such as recordkeeping and report writing, confidentiality, and flexible hours of operation; service provision procedures such as supervised exchange and mandatory training protocols on domestic violence, sexual assault, child abuse, and stalking; and various safety and security measures.

This funding has opened the door for our SVSE staff and Domestic Violence staff through job shadowing and a presence in Court regularly. We [sic] have a solid protocol with Family Court that has been working well thus far. Our DV staff regularly sits in on the audioconference and is able to expand their information base as well as the SVSE staff. In summary, we are able to provide direct services to families of dv and their children and coordinate institutional advocacy activities that will benefit those who come after them.

—*Cayuga County, New York*

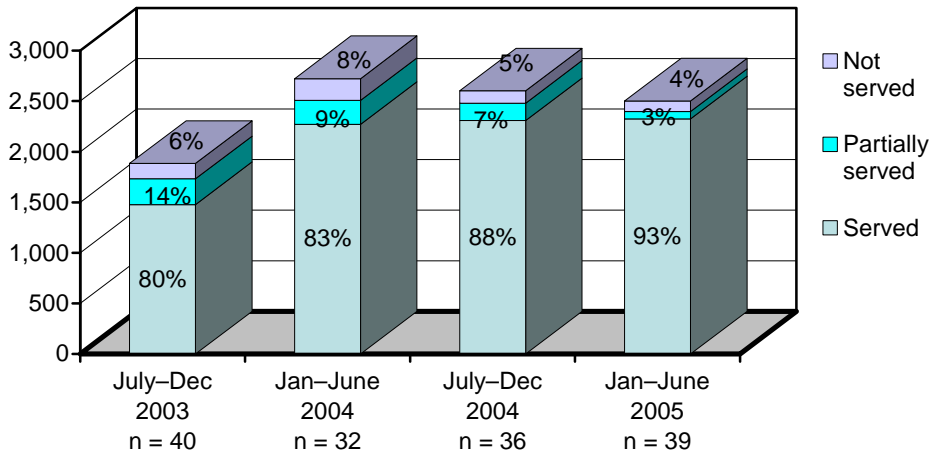
¹⁰¹ This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

Services

Supervised Visitation Program grantees provide an array of services to victims of domestic violence and their children. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, therapeutic supervision, and parent education.

- During each 6-month report period, Supervised Visitation Program grantees provided services to approximately 1,700 to 2,500 families.
- Number of individual grantees using funds to provide services to families: 64 (97 percent of grantees).¹⁰²

Figure 18. Provision of services to families by Supervised Visitation Program



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

Families Seeking Services

July–December 2003 reporting period:

- 1,884 (94 percent) families sought services from Supervised Visitation Program grantees.
- Of these, 152 (6 percent) families were not served.

¹⁰² This number is an unduplicated count. Grantees are only counted once even if they received funds in more than one 6-month reporting period.

January–June 2004 reporting period:

- 2,724 (92 percent) families sought services from Supervised Visitation Program grantees.
- Of these, 217 (8 percent) families were not served.

July–December 2004 reporting period:

- 2,602 (95 percent) families sought services from Supervised Visitation Program grantees.
- Of these, 122 (5 percent) families were not served.

January–June 2005 reporting period:

- 2,502 (96 percent) families sought services from Supervised Visitation Program grantees.
- Of these, 104 (4 percent) families were not served.

Reasons Families Were Not Served or Were Partially Served

During each report period, the following barriers were noted by the most grantees as reasons why families were not served or were only 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 program.¹⁰³

This group looks at issues of domestic violence and sexual assault with an emphasis on victim services. The advisory committee for this project is comprised of members of the larger group. The policies and procedures as well as safety protocols were designed with feedback and approval from the advisory committee. This grant strengthened the bonds between Community Works, the courts, and the county.

—*Jackson County, Oregon*

Demographics of Families Served and Partially Served

Supervised Visitation Program grantees served more than 1,600 families during each 6-month reporting period. In each report period, grantees served or partially served custodial parents who were white (72–78 percent), female (79–82 percent), between the ages of 25 and 59 (82–84 percent), with children between the ages of 0 and 6 (48–50 percent). Noncustodial parents were most likely to be white (67–74 percent), male (77–80 percent), and between the ages of 25 and 59 (84–87 percent).

¹⁰³ The most common reason why families were not accepted into the program was the client's refusal to agree to program rules.

Table 40. Demographic characteristics of victims/survivors served by Supervised Visitation Program: July 2003–June 2005

Characteristic	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Race/ethnicity					
Black/African American	544	729	702	672	8–10
American Indian	93	178	206	156	2–3
Asian	165	316	159	263	2–4
Native Hawaiian/Pacific Islander	90	184	43	125	1–2
Hispanic/Latino	594	1,087	898	908	11–14
White	4,112	5,497	5,923	5,914	69–76
Unknown	544	911	717	455	
Gender					
Custodial parents					
Female	1,331	1,978	1,887	1,933	79–82
Male	364	488	458	441	18–21
Unknown	5	50	132	27	
Noncustodial parents					
Female	394	506	490	487	20–23
Male	1,315	1,948	1,873	1,900	77–80
Unknown	6	56	113	13	
Children					
Female	1,373	1,889	1,761	1,815	50–51
Male	1,312	1,839	1,771	1,808	49–50
Unknown	8	70	13	12	
Age					
Custodial parents					
13–17	1	3	5	2	<1
18–24	271	337	359	355	14–17
25–59	1,326	1,994	1,889	1,936	82–84
60+	27	53	8	56	<1–2
Unknown	75	129	216	52	
Noncustodial parents					
13–17	0	1	2	2	<1
18–24	198	257	268	336	11–14
25–59	1,406	2,065	1,991	1,973	84–87
60+	26	49	16	48	<1–2
Unknown	85	138	199	41	

Table 40. Demographic characteristics of victims/survivors served by Supervised Visitation Program: July 2003–June 2005 (continued)

Characteristic	July–Dec 2003	Jan–June 2004	July–Dec 2004	Jan–June 2005	Percentile range
Children					
0–6	1,257	1,835	1,720	1,788	48–50
7–12	1,039	1,492	1,431	1,436	40–41
13–17	305	336	360	360	9–12
18–24	1	13	14	11	<1
Unknown	91	122	20	40	
Other					
People with disabilities	205	277	297	206	2–3
People with limited English proficiency	177	336	254	266	3–4
People who are immigrants, refugees, or asylum seekers	74	227	165	245	1–3
People who live in rural areas	1,870	2,051	2,437	2,551	23–30

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 served. Percentiles based only on victims for whom the information was known. Cells left blank where data not applicable.

Services

Supervised Visitation Program grantees provided an array of services to children and their families with a history of sexual assault, domestic violence, child abuse, or stalking. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, and supervised exchanges. Each family may have received multiple services and may have received those services multiple times.

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

- 44,045 one-to-one supervised visits were provided to 8,589 families.
- 42,626 supervised exchanges were provided to 2,539 families.
- 9,040 group supervised visits were conducted with 905 families.

With two large Navy bases in our community, the Naval Air Station in Jacksonville and the Naval Station in Mayport, we have received multiple requests over the past year to provide visitation on short notice when crew members with domestic violence injunctions return to shore for a short period of time. Program staff has responded quickly to these requests to ensure that families have access to our services and judges do not order unsupervised visitation because of any perceived inflexibility or unavailability of our program.

—City of Jacksonville, Florida

During each 6-month report period, approximately one-third of families receiving services completed services or were terminated from services. Forty-two percent of the families discontinued involvement because threats ceased, there was a change in court order, or treatment was completed; 22 percent were terminated because they habitually did not keep appointments or did not comply with program rules.

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.

- Criminal parental abductions:¹⁰⁴ 1,319.
- Civil parental abductions: 7,928.

Remaining Areas of Need

Grantees noted the following remaining areas of need:

- Improved security, including metal detectors.
- Interpreters and staff who are more representative of and sensitive to the multi-cultural client base that grantees serve.
- More training for court personnel and police officers about the needs of families and their children.
- Better collaboration of services and information, particularly in the areas of background checks of perpetrators and in some cases custodial parents, on the part of social service agencies, the legal system, and police departments.
- Transportation in mostly rural areas; many times families cannot access services because of the cost for or lack of public transportation.

¹⁰⁴ Although parental abduction is a crime in all 50 states and the District of Columbia, often parental abduction constitutes a crime only in cases in which a custody order has been violated. In other states, no custody order is required for parental abduction to be considered a criminal offense.

In civil cases, the court has the authority to address the welfare or the return of the child as well as to impose sanctions, such as fines or restraining orders, on parents who violate court orders. Civil remedies may also include compensation to the injured parent and/or child. Criminal courts, in contrast, focus on the offender and may issue a warrant for the arrest of the offending parent.

Conclusion

Since its passage in 1994 and its reauthorization in 2000 and 2005, VAWA has dramatically altered the landscape for women who suffer sexual, domestic, and other forms of violence. OVW has partnered with state, local, and tribal governments, as well as faith-based and community organizations, to pioneer, expand, and enhance new programs and institutions that protect and serve victims and hold offenders accountable. Building on a community sexual assault program and shelter movement and a nascent criminal justice and court response to sexual assault, domestic violence, and stalking, the VAWA grant programs have vastly expanded victim advocacy and services and helped focus the entire criminal justice response to address violence against women. Since its inception, OVW has fostered CCRs, bringing together for the first time the criminal justice system, social services, and private nonprofit organizations to respond to sexual assault, domestic violence, and stalking. The VAWA grant programs have also focused on serving and protecting particularly vulnerable underserved populations of victims.

The results are encouraging.

OVW-funded grantees experienced increased arrest and prosecution of perpetrators both through new programs and the extensive training of law enforcement personnel, prosecutors, judges, probation officers, magistrates, and related court personnel. Further, thousands of victims/survivors accessed services to heal from trauma, find support and advocacy, and take advantage of available civil and criminal protective services. Sexual assault and domestic violence victims/survivors now find a cadre of professionals—specially trained sexual assault nurse examiners, law enforcement officers, prosecutors, and judges—beyond the rape crisis or domestic violence advocate, who are ready to provide a sensitive and informed response. Finally, the VAWA grant programs, fulfilling congressional mandates, have supported innovations and advances in responding to violence for victims/survivors who are Indian, older, disabled, attending colleges and universities, living in rural communities, and/or children who have court-ordered visitation with abusers.

In the past 16 years, reporting of sexual assault and domestic violence increased dramatically among all women—in the early 1990s, less than one-third of rape victims (30.8 percent) reported their victimization to police; by 2002, reporting had increased to 53 percent (Rennison and Welchans, 2002). Similarly, in 1993, fewer than half of victims (48 percent) reported intimate partner violence; currently 59 percent report this crime (Rennison and Welchans, 2002). A new generation of criminal justice professionals understands the dynamics of sexual assault, domestic violence, and stalking and has united to support victims/survivors and hold offenders accountable. Victim-oriented support services spread from a few isolated rape crisis centers and battered women shelters to mainstream social services, including child services that traditionally and tragically ignored intimate partner violence in

responding to child maltreatment, resulting in harm to both the abused children and the nonabusive parent.

VAWA grant programs promote innovative, multidisciplinary CCRs to sexual assault and domestic violence that address the many needs and fill the vast gaps identified by experts. VAWA grant programs supported police, judges, advocates, and victim service providers; made targeted improvements to specific responses; and introduced new initiatives. For the first time, as a result of OVW's national efforts, many jurisdictions across the country adopted policies of zero tolerance of abuse—not just those urban pockets that have crusading advocates and pioneer programs (Tiefenthaler, Farmer, and Sambira, 2005).

VAWA reforms are working. Rape, injury, and intimate partner violent assaults generally are down across the nation. Sexual assault and intimate partner violence have evolved from personal, private matters to community concerns demanding the coordinated response of government and community organizations and leaders. However, although there has been a dramatic decline in the number of men who have been murdered by their intimate female partners—most believe because female victims who might kill now have alternatives to escape the violence—the same is not true for women killed by their intimate male partners. Indeed, the murder of female intimates by their male partners declined less than all homicides between 1976 and 2004 (Fox and Zawitz, 2006).

There are no magic cures when it comes to stopping violence against women. Nonetheless, VAWA-funded programs have provided a solid road map for successfully responding to violence against women. They have demonstrated to law enforcement, prosecutors, probation officers, courts, victim advocates, service providers, and community and faith-based organizations the specific practices, protocols, and tools they need. However, it takes time and effort for communities to establish the comprehensive coordinated community responses necessary for all of these agencies, officials, and practitioners to maximize their individual and collective efforts to reach the goal of ending violence against women. The VAWA grant programs are moving the country in that direction.

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