



United States Department of Justice

Office on Violence Against Women

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*Working Together to End the Violence*

2012 Biennial  
Report to Congress on the  
Effectiveness of Grant Programs  
Under the  
Violence Against Women Act



# Contents

Contents .....	i
List of Tables.....	v
List of Figures.....	ix
Introduction.....	1
VAWA Grant Programs.....	5
Grant Programs Included in This Report .....	9
VAWA Measuring Effectiveness Initiative .....	13
Effectiveness of VAWA Grant Programs .....	15
Coordinated Community Response.....	18
System Advocacy .....	23
Training.....	24
Technical Assistance.....	30
Community Education/Public Awareness .....	32
Services to Victims and Families .....	36
Crisis Intervention Services .....	38
Legal Advocacy and Legal Services.....	40
Shelter and Transitional Housing .....	51
Supervised Visitation and Safe Exchange Services.....	55
Criminal Justice Response .....	58
Law Enforcement.....	59
Prosecution.....	65
Courts .....	69
Probation.....	75
Historically Underserved and Other Vulnerable Populations .....	78
American Indians and Alaska Natives.....	79
Immigrants and Refugees.....	84
Women With Disabilities.....	91
Elder Abuse.....	96
Children and Youth.....	99
Victims and Families Living in Rural Areas .....	104
LGBT Adults and Sexual Assault, Domestic Violence, Dating Violence, and Stalking.....	106
Remaining Areas of Need .....	110
Capacity .....	111
Training and Education.....	113
Rural Victims/Survivors and Communities.....	115
Victim Services .....	117
Underserved Populations.....	120
Conclusion .....	125
The Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program .....	127

General Grant Information .....	130
Staff .....	130
Training .....	131
Victim Services .....	134
Remaining Areas of Need.....	139
Grants to Encourage Arrest Policies and Enforcement of Protection Orders	
Program.....	141
General Grant Information .....	143
Staff .....	144
Training .....	145
Victim Services .....	147
Criminal Justice .....	153
Law Enforcement .....	154
Prosecution .....	157
Courts.....	158
Judicial Monitoring.....	159
Probation .....	161
Community Measures .....	164
Remaining Areas of Need.....	165
Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and	
Stalking on Campus Program .....	167
General Grant Information .....	170
Staff .....	170
Minimum Requirements .....	171
Training .....	173
Victim Services .....	174
Victims/survivors Reporting Crimes.....	181
Campus and Community Measures .....	182
Remaining Areas of Need.....	182
Grants to Enhance Culturally and Linguistically Specific Services for Victims of	
Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program.....	187
General Grant Information .....	189
Staff .....	190
Training .....	191
Community Education.....	192
Victim Services .....	194
Remaining Areas of Need.....	201
Education, Training, and Enhanced Services to End Violence Against and Abuse	
of Women with Disabilities Grant Program .....	205
General Grant Information .....	207
Staff .....	207
Training .....	209
Community Education.....	210
Technical Assistance .....	211
Planning and Development.....	212
Remaining Areas of Need.....	213
Legal Assistance for Victims Grant Program .....	217
General Grant Information .....	220

Staff .....	220
Training and Technical Assistance .....	221
Victim Services .....	225
Legal Issues.....	230
Legal Outcomes.....	231
Pro Bono Attorneys and Law Students.....	232
Remaining Areas of Need .....	234
Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program .....	237
General Grant Information.....	239
Staff .....	239
Training.....	240
Community Education .....	242
Victim Services .....	244
Criminal Justice.....	252
Law Enforcement.....	252
Remaining Areas of Need .....	254
Sexual Assault Services Culturally Specific Grant Program .....	257
General Grant Information.....	259
Staff .....	260
Victim Services .....	261
Remaining Areas of Need .....	267
Safe Havens: Supervised Visitation and Safe Exchange Program .....	269
General Grant Information.....	270
Staff .....	271
Training.....	272
Staff Development.....	273
Policies.....	274
Services.....	275
Community Measures .....	282
Remaining Areas of Need .....	283
Transitional Housing Assistance Grants Program .....	287
General Grant Information.....	288
Provision of Housing.....	289
Staff .....	291
Services for Victims, Children and Other Dependents.....	293
Types of Victim Services .....	301
Types of Services for Children and Other Dependents .....	302
Follow-up Support Services.....	304
Remaining Areas of Need .....	305
Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions .....	307
General Grant Information.....	308
Staff .....	309
Training.....	309
Community Education .....	311
Technical Assistance.....	312
Policies.....	313
Products.....	313

Remaining Areas of Need.....	314
Grants to Indian Tribal Governments Program .....	317
General Grant Information .....	318
Staff .....	319
Training .....	320
Community Education.....	322
Victim Services .....	324
Shelter/Transitional Housing Assistance .....	330
Legal Services .....	331
Supervised Visitation .....	332
Criminal Justice .....	334
Law Enforcement .....	335
Prosecution .....	337
Courts.....	339
Tribal Probation/Offender Monitoring .....	340
Remaining Areas of Need.....	341
Tribal Sexual Assault Services Program .....	349
General Grant Information .....	350
Staff .....	350
Policies .....	351
Victim Services .....	352
Remaining Areas of Need.....	358
Services to Advocate for and Respond to Youth Program.....	361
General Grant Information .....	362
Staff .....	363
Victim Services .....	364
Remaining Areas of Need.....	369
Grants to State Sexual Assault and Domestic Violence Coalitions Program .....	371
General Grant Information .....	374
Staff .....	375
Training .....	376
Technical Assistance .....	378
Products .....	379
Underserved Populations .....	380
Remaining Areas of Need.....	381
Technical Assistance Program.....	385
General Grant Information .....	385
Staff .....	385
Training .....	386
Technical Assistance .....	387
Products .....	388
Underserved Populations .....	389
Remaining Areas of Need.....	390
References .....	393

# List of Tables

Table 1. Full-time equivalent staff funded positions by Abuse in Later Life Program grantees .....	131
Table 2. People trained with Abuse in Later Life Program funds for all four reporting periods: selected professional positions .....	132
Table 3. Relationship to offender of victims/survivors served by the Abuse in Later Life Program grantees .....	137
Table 4. Demographic characteristics of victims/survivors served by Abuse in Later Life Program .....	137
Table 5. Full-time equivalent staff funded positions by Arrest Program grantees ..	144
Table 6. People trained with Arrest Program funds for all four reporting periods: selected professional positions .....	146
Table 7. Relationship to offender of victims/survivors served by Arrest Program grantees .....	149
Table 8. Demographic characteristics of victims/survivors served by Arrest Program grantees .....	150
Table 9. Law enforcement activities in Arrest Program for sexual assault, domestic violence, dating violence and stalking cases for all four reporting periods, by type of victimization .....	155
Table 10. Cases received and accepted by prosecutors funded by the Arrest Program for all four reporting periods, by type of victimization .....	157
Table 11. Prosecution of cases by prosecutors funded by the Arrest Program for all four reporting periods, by type of victimization .....	158
Table 12. Disposition of violations of probation and other court orders by courts funded by the Arrest Program for all four reporting periods.....	160
Table 13. Actions taken in response to violations of probation for all four reporting periods by Arrest Program grantees .....	162
Table 14. Full-time equivalent staff positions funded by Campus Program grantees .....	170
Table 15. People trained with Campus Program funds for all four reporting periods: selected professional positions .....	174
Table 16. Relationship to offender of victims/survivors served by Campus Program grantees .....	178
Table 17. Demographic characteristics of victims/survivors served by Campus Program grantees .....	179
Table 18. Number of CLSSP grantees serving culturally and linguistically specific populations by type of population .....	189
Table 19. Full-time equivalent staff positions funded by CLSSP grantees .....	190
Table 20. People trained with CLSSP funds for all four reporting periods: selected professional positions .....	192
Table 21. People educated with CLSSP funds for all four reporting periods: selected groups .....	193
Table 22. Relationship to offender of victims/survivors served by the CLSSP grantees.....	197
Table 23. Demographic characteristics of victims/survivors served by CLSSP grantees .....	197

Table 24. Immigration matters addressed by CLSSP grantees ..... 200

Table 25. Full-time equivalent staff positions funded by Disability Program grantees..... 208

Table 26. People trained with Disability Program funds for all four reporting periods: selected professional positions..... 209

Table 27. People educated with Disability Program funds for all four reporting periods: selected categories ..... 211

Table 28. Full-time equivalent staff funded by Legal Assistance Program grantees 221

Table 29. People trained with Legal Assistance Program funds for all four reporting periods: selected professional positions..... 222

Table 30. Relationship to offender of victims/survivors served by Legal Assistance Program ..... 228

Table 31. Demographic characteristics of victims/survivors served by Legal Assistance Program grantees ..... 228

Table 32. Outcomes of legal matters addressed by Legal Assistance Program grantees for all four reporting periods ..... 232

Table 33. Full-time equivalent staff funded positions by Rural Program grantees . 239

Table 34. People trained with Rural Program funds for all four reporting periods: selected professional positions..... 241

Table 35. People educated with Rural Program funds for all four reporting periods: selected groups ..... 243

Table 36. Relationship to offender of victims/survivors served by Rural Program grantees..... 247

Table 37. Demographic characteristics of victims/survivors served by Rural Program grantees..... 247

Table 38. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Rural Program: July 2009-June 2011..... 250

Table 39. Number of SASP–CS grantees serving culturally and linguistically specific populations by type of population..... 259

Table 40. Full-time equivalent staff funded positions by SASP–CS Program grantees..... 260

Table 41. Relationship to offender of victims/survivors served by the SASP–CS Program..... 263

Table 42. Demographic characteristics of victims/survivors served by SASP–CS Program grantees..... 263

Table 43. Immigration matters addressed by the SASP–CS Program grantees..... 266

Table 44. Full-time equivalent staff funded positions by Supervised Visitation Program grantees..... 271

Table 45. People trained with Supervised Visitation Program funds for all four reporting periods: selected professional positions..... 273

Table 46. Families not accepted into Supervised Visitation Program by reason not accepted ..... 277

Table 47. Demographic characteristics of parents and children served by Supervised Visitation Program grantees..... 278

Table 48. Number of families using supervised visitation or safe exchange by primary victimization and referral source for all four reporting periods..... 280

Table 49. Percentage of grantees using Transitional Housing Program funds to support housing units ..... 289



Table 50. Number and type of housing units funded by Transitional Housing Program grantees .....	289
Table 51. Full-time equivalent staff funded positions by Transitional Housing Program grantees .....	292
Table 52. Number partially served or not served solely because of lack of available housing .....	295
Table 53. Relationship to offender of victims/survivors served by the Transitional Housing Program grantees .....	295
Table 54. Demographic characteristics of victims/survivors served by Transitional Housing Program grantees .....	298
Table 55. Demographic characteristics of children and other dependents served by Transitional Housing Program grantees .....	299
Table 56. Number of victims/ survivors in each destination category upon their exit .....	303
Table 57. Number of victims/ survivors who indicated each of the following perceptions about their risk of violence upon exit .....	303
Table 58. Full-time equivalent staff funded positions by Tribal Coalitions Program grantees .....	309
Table 59. People trained with Tribal Coalitions Program funds for the four reporting periods: selected professional positions .....	310
Table 60. People educated with Tribal Coalitions Program funds for the four reporting periods: selected categories .....	311
Table 61. Full-time equivalent staff funded positions by Tribal Governments Program grantees .....	319
Table 62. People trained with Tribal Governments Program funds for all four reporting periods: selected professional positions .....	321
Table 63. People educated with Tribal Governments Program funds for all four reporting periods: selected groups .....	322
Table 64. Relationship to offender of victims/survivors served by the Tribal Governments Program grantees .....	327
Table 65. Demographic characteristics of victims/survivors served by Tribal Governments Program grantees .....	328
Table 66. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Tribal Governments Program grantees: July 2009 – June 2011 .....	330
Table 67. Law enforcement activities in Tribal Governments Program sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods, by type of victimization .....	336
Table 68. Disposition of cases by prosecutors funded by the Tribal Governments Program for all four reporting periods .....	338
Table 69. Disposition of court cases funded by the Tribal Governments Program for all four reporting periods .....	340
Table 70. Probation activities funded by the Tribal Governments Program for all four reporting periods .....	341
Table 71. Full-time equivalent staff funded positions by T-SASP grantees .....	351
Table 72. Relationship to offender of victims/survivors served by the T-SASP grantees .....	354

Table 73. Demographic characteristics of victims/survivors served by T–SASP grantees.....	355
Table 74. Full-time equivalent staff positions funded by Youth Services Program grantees.....	363
Table 75. Relationship to offender of victims/survivors served by the Youth Services Program.....	366
Table 76. Demographic characteristics of victims/survivors served by Youth Services Program grantees.....	367
Table 77. Full-time equivalent staff funded positions by State Coalitions Program grantees.....	375
Table 78. People trained with State Coalitions Program funds: selected professional positions .....	377
Table 79. Full-time equivalent staff positions funded by Technical Assistance Program projects.....	386

## List of Figures

Figure 1. Provision of victim services by Abuse in Later Life Program grantees, by type of victimization .....	136
Figure 2. Provision of victim services by Arrest Program grantees, by type of victimization .....	149
Figure 3. Law enforcement activities in Arrest Program for sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods.....	155
Figure 4. Protection orders requested and granted under the Arrest Program for all four reporting periods .....	164
Figure 5. Provision of victim services by Campus Program grantees, by type of victimization .....	178
Figure 6. Provision of victim services by CLSSP grantees, by type of victimization	196
Figure 7. Provision of services to secondary victims by CLSSP grantees, by type of victimization .....	199
Figure 8. Provision of victim services by Legal Assistance Program grantees, by type of victimization .....	227
Figure 9. Legal issues addressed by Legal Assistance Program grantees for all four reporting periods .....	231
Figure 10. Provision of victim services by Rural Program grantees, by type of victimization .....	246
Figure 11. Provision of services to secondary victims by Rural Program grantees, by type of victimization .....	249
Figure 12. Law enforcement activities in Rural Program sexual assault, domestic violence, dating violence, stalking, and child sexual assault cases for all reporting periods.....	253
Figure 13. Number of victims/survivors provided with housing assistance by the Transitional Housing Program grantees for all four reporting periods .....	290
Figure 14. Provision of victim services by Tribal Governments Program grantees, by type of victimization .....	327
Figure 15. Number of victims/survivors provided with housing assistance for all four reporting periods by Tribal Governments Program grantees .....	331
Figure 16. Law enforcement activities in Tribal Governments Program sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods.....	336
Figure 17. Provision of victim services by Youth Services Program, by type of victimization .....	366



# Introduction

The Violence Against Women Act of 1994 (VAWA)<sup>1</sup> marked a 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 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 strong social barriers that had kept these crimes hidden, public support for specialized outreach, services, training, and enforcement was critically important to achieving the vision of a society that no longer tolerated violence against women. To this end, VAWA established within the U.S. Departments of Justice (DOJ) and Health and Human Services (HHS) both formula and discretionary grant programs to help communities respond to the needs of women who had been, or could be, victimized by violence.

The Violence Against Women Act of 2000 (VAWA 2000)<sup>2</sup> 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. It established programs to address elder abuse, violence against individuals with disabilities, safe visitation and exchange of children in cases of domestic violence, child abuse, sexual assault, and stalking; and legal assistance for victims. In total, VAWA 2000 authorized \$3.2 billion in spending over a 5-year period.

Most recently, the Violence Against Women Act of 2005 (VAWA 2005)<sup>3</sup> improved and expanded legal tools and grant programs addressing sexual assault, domestic violence, dating violence, and stalking. VAWA 2005 again reauthorized grant programs created by the original VAWA and subsequent legislation, and strengthened federal criminal and immigration laws. The act also authorized many new programs, with an increased emphasis on violence against Indian women, sexual assault, and youth victims.

Under the grant programs established by VAWA, VAWA 2000, VAWA 2005, and 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 between federal, state, local, and tribal governments, as well

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

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

<sup>3</sup> Titles I, Section 3, and IX of the Violence Against Women and Department of Justice Reauthorization Act of 2005, Public Law 109–162, as amended by Public Law 109–271.

as between the criminal justice system and victim advocates, while providing much-needed services to victims of sexual assault, domestic violence, dating violence, and stalking.

To better document the effect of VAWA funding, VAWA 2000 required the U.S. Attorney General to report biennially on the “effectiveness” of activities carried out with VAWA grant funds. Specifically, the statute (42 U.S.C. § 3789p) provides:

**Reports 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.

**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 Health and Social Policy (Muskie School) at the University of Southern Maine to develop and implement state-of-the-art reporting tools to capture data that demonstrate the effectiveness of VAWA grant funding.<sup>4</sup>

Previous Reports to Congress<sup>5</sup> have summarized not only data from OVW discretionary grants but also data submitted by grantees and subgrantees of the STOP (Services • Training • Officers • Prosecutors) Violence Against Women Formula Grant Program (STOP Program).

This 2012 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act covers the period from July 1, 2009, through June 30, 2011. It describes data submitted by grant recipients in 15 programs. It also

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<sup>4</sup> The VAWA Measuring Effectiveness Initiative is discussed in more detail beginning on page 13.

<sup>5</sup> 2002 Biennial Report to Congress on the Effectiveness of Grant Programs Under VAWA: Changing the Landscape: The Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ncjrs.gov/pdffiles1/ovw/214640.pdf>); 2004 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ncjrs.gov/pdffiles1/ovw/214641.pdf>); 2004 Annual Report for the STOP Formula Grant Program (<http://www.ncjrs.gov/pdffiles1/ovw/214639.pdf>); 2006 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ovw.usdoj.gov/docs/ovw-measuring-effectiveness-report.pdf>); 2008 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ovw.usdoj.gov/docs/2008-biennial-report-to-congress.pdf>); 2010 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act (<http://www.ovw.usdoj.gov/docs/2010-biennial-report-to-congress.pdf>).

includes data submitted by OVW's comprehensive technical assistance provider initiative (TA Program). Data for each grant program are provided in separate sections.<sup>6</sup>

OVW began implementing new programs created by VAWA 2005 on a staggered schedule starting in 2006. Grantees began reporting on those activities in 2010. Data collected for some of these programs are included for the first time in this 2012 Biennial Report.

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<sup>6</sup> This report does not include data from the STOP Program or from the Sexual Assault Services (SASP) Formula Grant Program grantees and subgrantees because these programs are addressed in a separate Report to Congress.





# VAWA Grant Programs

Over the past 35 years, violence against women<sup>7</sup> has become recognized as a major public policy issue in this country. The violence may be perpetrated by those closest to the victim/survivor or by a total stranger, and it encompasses a continuum of crimes and related behaviors that include sexual assault, domestic violence, dating violence, and stalking. It is not uncommon for victims/survivors to experience more than one type of victimization or to be victimized by multiple perpetrators over their lifetime. Violence against women rarely consists of one-time occurrences, but rather comprises clusters of behavior that are ongoing and repetitive. The violence is generally purposeful, designed to coerce, entrap, and subordinate victims and to engender fear in them. It harms the body and spirit, and may result in protracted recovery or permanent injuries. The economic costs are often far-reaching, and victims rarely receive even partial reparations. The adverse effects of this violence ripple well beyond the victim/survivor herself, expanding to her children and other family members, her workplace, and her community and impacting all sectors and institutions of society.

## **Domestic Violence and Dating Violence**

It is estimated that more than 42 million women in the United States will experience physical violence, rape, and/or stalking by an intimate partner during their lifetime. As many as 1 in 3 women experience physical violence, and 1 in 10 will be raped by their intimate partner (Black et al., 2011).

Although both men and women use violence in intimate partnerships, the most severe violence (i.e., involving broken bones, injury to bodily organs, sexual assault or coercion, and strangulation) is overwhelmingly inflicted by men against their women partners (Catalano, Smith, Snyder, & Rand, 2009). The Centers for Disease Control and Prevention (CDC) recently released the National Intimate Partner and Sexual Violence Survey (NISVS), a key study that estimates the prevalence of sexual assault, intimate partner violence, and stalking, based on 16,507 interviews with men and women in the United States. According to this study, approximately 1 in 4 women, compared with 1 in 7 men, have been victims of severe physical violence by an intimate partner (Black et al., 2011). In 2010, 1,095 women were killed by their male partners (i.e., current and former husbands and boyfriends) and 241 men were killed by their female partners (i.e., current and former wives and girlfriends) in the U.S. (Federal Bureau of Investigation, 2010).

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<sup>7</sup> Although the majority of victims/survivors served by VAWA-funded programs are female, these programs also serve male victims/survivors of sexual assault, domestic violence, dating violence, stalking, child sexual abuse, and elder abuse, neglect, and exploitation.

In addition to domestic violence, dating violence is also reported to occur frequently. As defined by VAWA 2005, dating violence includes violence committed by a person who is or has been in a social relationship of a romantic or intimate nature with the victim. An analysis of data from the Youth Risk Behavior Survey found that approximately 10 percent of high school students (10.3 percent of males and 9.3 percent of females) had been hit, slapped, or otherwise physically hurt by their dating partner in the year preceding the survey (Centers for Disease Control and Prevention, 2010). A study based on a nationally representative sample of 12- to 17-year-olds found that approximately 413,000 adolescents (335,000 females and 78,000 males) experience severe dating violence each year. Sexual assault and physical violence were the most common forms of violence reported (Hamby, Finkelhor, & Turner, 2012; Wolitzky-Taylor et al., 2008).

Intimate partner violence often begins at a young age. One in 5 women and 1 in 7 men who had experienced intimate partner violence were between 11 and 17 years old at the time of their first violent experience (Black et al., 2011). Women age 16 to 24 experience the highest per capita rates of intimate partner violence (Catalano et al., 2009). Studies of adult women suggest prevalence rates of dating violence victimization ranging from 20 to 37 percent (Bell & Naugle, 2007).

## **Sexual Assault**

Sexual assault is any type of sexual contact or behavior that occurs without the explicit consent of the recipient. Falling under the definition of sexual assault are sexual activities such as forced sexual intercourse, forcible sodomy, child molestation, incest, fondling, and attempted rape (U.S. Department of Justice, Office on Violence Against Women, 2012). Sexual assault is perpetrated in a range of relationships, from strangers, acquaintances, and dating partners to intimate or married partners of the victims/survivors (White, McMullin, Swartout, & Gollehon, 2008).

According to the NISVS study, approximately 18 percent of women in the United States have experienced rape, 44.6 percent have experienced some other form of sexual violence, and approximately 1 in 10 women has been raped by an intimate partner. Of all female victims who had experienced rape—whether completed, attempted, or alcohol- or drug-facilitated—51 percent were raped by a current or former intimate partner and 41 percent by an acquaintance (Black et al., 2011).

Women younger than 25 are at increased risk for sexual assault. More than 75 percent of women surveyed in the NISVS study who had been victims of a completed rape were first raped before their 25<sup>th</sup> birthday, with approximately 42 percent of these victims experiencing their first completed rape before the age of 18 (Black et al., 2011).

A large number of 18- to 25-year-old women reside on college campuses, and researchers have studied this population to determine the prevalence of violence and associated factors. A longitudinal study examining prevalence rates among high school and college women found that between adolescence and their fourth year of

college, 79 percent of respondents reported experiencing sexual victimization, which was defined as “unwanted contact,” “verbal coercion,” “attempted rape,” or “rape” (Smith, White, & Holland, 2003). A study of undergraduate students revealed that 22 percent had experienced a sexual assault following a stalking incident (Roberts, 2005). The Campus Sexual Assault (CSA) Study surveyed more than 6,800 undergraduate students in two large public universities and found that of the 5,466 women who completed the survey, 13.7 percent had been victims of at least one completed sexual assault since entering college (Krebs, Lindquist, Warner, Fisher, & Martin, 2007). Just under 5 percent of these young women were physically forced, and approximately 8 percent were incapacitated and unable to consent, having either voluntarily consumed alcohol or drugs or been involuntarily drugged. The Historically Black College and University Campus Sexual Assault (HBCU CSA) Study, which assessed multiple factors related to sexual assault on four Historically Black College and University (HBCU) campuses, found that approximately 10 percent of the 3,951 undergraduate women surveyed had experienced a completed sexual assault since entering college (Krebs et al., 2011).

Sexual assault impacts victims/survivors on many levels and in many ways. Physical injuries and emotional and psychological challenges such as shame, guilt, and fear are common. The National Violence Against Women Survey found that during their lifetime, nearly 18 million women and 3 million men had experienced a sexual assault, and almost a third of the women sustained physical injury as a result of the sexual assault (Tjaden & Thoennes, 2006). Studies of intimate partner sexual assault demonstrate significantly greater prevalence of post-traumatic stress disorder, stress, and dissociation in victims/survivors when compared with non-intimate-partner sexual assaults and nonsexual physical assault of women (McFarlane et al., 2005); (Temple, Weston, Rodriguez, & Marshall, 2007). A 4-year study of 352 women ages 14 to 65 who visited an emergency room after a sexual assault found that 76 percent of the women knew their offender, either as an intimate partner or as an acquaintance or a recently met acquaintance; 24 percent reported the perpetrator to be a stranger (Logan, Cole, & Capillo, 2007). The rates of any type of physical injury reported were higher among women assaulted by an intimate partner. Further, women in intimate relationships with their abusers are less likely to seek services and are at greater risk for further sexual abuse when they try to leave the relationship (Block & DeKeseredy, 2007; Cattaneo, DeLoveh, & Zweig, 2008).

The shame and fear experienced by survivors of sexual assault may prevent them from seeking assistance. In a study of 215 college students (55 percent of whom were female), the most crucial barriers reported were shame and guilt, issues of confidentiality, fear of retaliation, and worry about not being believed (Sable, Danis, Mauzy, & Gallagher, 2006). For these and other reasons, sexual assault survivors do not always seek assistance from the very systems set up to help them. A study of more than 3,000 women between the ages of 18 and 86 suggests a lifetime prevalence rate of sexual assault as high as 18 percent for the 112 million women living in the U.S., with only 1 in 5 women reporting their victimization to the police. Only 37 percent of cases were prosecuted after they were reported to law

enforcement (Kilpatrick, Resnick, Ruggiero, Conoscenti, & McCauley, 2007; Tjaden & Thoennes, 2006).

## **Stalking**

Findings from NISVS show that approximately 1 in 6 women (16.2 percent) and 1 in 19 men (5.2 percent) in the United States have experienced stalking (Black et al., 2011). Although the general public is most familiar with stalking by strangers, the majority of stalking is perpetrated by partners or former partners of the stalking victims, or other people known to the victims (Logan, 2010). Females are at greater risk of being stalked by an intimate partner than are men, with two-thirds (66.2 percent) of women reporting being victimized by a current or former partner, and 41.4 percent of men reporting the same. The rates of stalking victimization by a stranger are 13.2 percent for women and 19 percent for men (Black et al., 2011). Research suggests that those who stalk in the context of a romantic relationship are more violent and threatening to their victims both physically and emotionally than non-partner stalkers (Logan, 2010; Logan & Walker, 2009a). Although 80 to 90 percent of victims report that partner stalking begins during the relationship, about half of these victims are stalked by proxies for their intimate partners. Partner stalking is commonplace in protection order violations (Logan, 2010; Logan & Cole, 2011). Stalking is not a singular act. Among stalking victims, almost half (46 percent) report at least one unwanted contact per week and 11 percent report that they have been stalked for 5 years or more (Baum, Catalano, Rand, & Rose, 2009).

A variety of tactics are used against stalking victims, including unwanted phone calls, voice and text messages, and hang-ups. NISVS indicates that 78.8 percent of female victims have experienced such actions, and more than half (57.6 percent) reported being approached by their stalkers. Additionally, nearly 40 percent were watched, followed, or tracked by some form of technology (Black et al., 2011). Stalking has been associated with a range of serious consequences for victims, including increased risk of violence, injury, and homicide (Basile, Swahn, Chen, & Saltzman, 2006; Logan, Shannon, Cole, & Swanberg, 2007; Roberts, 2005). An analysis of 54 studies estimated that threats are used in 54 percent of stalking cases; another analysis of 82 studies indicated the use of physical violence in 32 percent and sexual violence in 12 percent of stalking cases (Spitzberg & Cupach, 2007).

Stalking traditionally takes the form of unwanted direct and/or indirect contact, but now 26 percent of stalking victims experience cyberstalking—unwanted contact or monitoring through electronic devices—according to respondents from the National Crime Victimization Survey (Baum et al., 2009). The accelerated development and availability of communication technology, combined with the under-reporting of stalking crimes in general, means that the actual number of cyberstalking victims is likely to be much higher. Studies of cyberstalking prevalence among college students reveal incidence rates between 3 and 41 percent for various forms of cyberstalking and suggest that college students are at greater risk of cyberstalking victimization than the general population (Alexy, Burgess, Baker, & Smoyak, 2005; Fisher, Cullen, & Turner, 2002; Kraft & Wang, 2010; Reyns, Henson, & Fisher, 2012). Cyberstalking shares the fundamentals of traditional stalking and leads to many of the same consequences for victims as discussed above (Sheridan & Grant, 2007).

VAWA funding has been critical in addressing the crimes of sexual assault, domestic violence, dating violence, and stalking. As of October 2012, VAWA funds 18 discretionary grant programs, the comprehensive technical assistance provider initiative (Technical Assistance Program), and 3 formula grant programs—the STOP Program, the Sexual Assault Services (SASP) Formula Grant Program, and the Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program). In addition, VAWA funds several special initiatives to enhance victim safety and autonomy, increase the availability of victim services, and enhance offender accountability.

Over the 2-year period covered in this report, grantees<sup>8</sup> in 13 of VAWA's discretionary grant programs provided services to an average of 6,748 victims/survivors of sexual assault, 115,733 victims/survivors of domestic violence/dating violence, and 2,567 victims/survivors of stalking.<sup>9</sup>

Discretionary grant funds are awarded to a variety of recipients. The federal statute explicitly defines the eligible recipients for each discretionary grant program, and they vary widely (e.g., states, tribal governments, city and county governments, universities, private nonprofit groups, and faith-based organizations serving victims/survivors). Grants are typically awarded for a period of 2 or 3 years depending on the specific program, although grantees in most programs may apply for continuation funding.

## Grant Programs Included in This Report

OVW administers 21 grant programs<sup>10</sup> authorized by the Violence Against Women Act of 1994 and subsequent legislation. These grant programs are designed to develop the nation's capacity to reduce sexual assault, domestic violence, dating violence, and stalking by strengthening services to victims/survivors and holding

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<sup>8</sup> Tribal Sexual Assault Services Program (T-SASP) and Youth Services Program grantees began reporting data only in the last two reporting periods covered by this grant: July–December, 2010, and January–June, 2011. Grantees in the Tribal Coalitions, State Coalitions, and Technical Assistance Programs do not provide direct services to victims/survivors. The Disabilities Program reported only one grantee providing services during the period covered by this report.

<sup>9</sup> Grantees may count victims/survivors only once in each reporting period that they receive services, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the numbers of victims/survivors served and partially served reported here.

<sup>10</sup> The 15 grant programs described in this chapter, as well as the Technical Assistance (TA) Provider Program, have contributed data to this report. As this report was being produced, four other discretionary grant programs were in varying stages of development and, therefore, did not contribute data to it. These programs are Court Training and Improvements Grant Program; Engaging Men and Youth in Preventing Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Program; Grants to Assist Children and Youth Exposed to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Programs; and Services, Training, Education and Policies to Reduce Sexual Assault, Domestic Violence, Dating Violence and Stalking in Secondary Schools Grant Program. Data from the STOP and SASP Formula Grant Programs are reported separately, in biennial STOP and SASP Reports to Congress.

offenders accountable. In Fiscal Year 2011, OVW made approximately 830 awards totaling more than \$450 million.

Data from OVW's comprehensive technical assistance provider initiative (described on page 30), 14 discretionary grant programs, and 1 formula grant program (both described below) are included in this 2012 Report to Congress.<sup>11</sup>

**Culturally and Linguistically Specific Services for Victims Program (Culturally and Linguistically Specific Services Program or CLSSP)**—this discretionary grant program funds projects that promote the maintenance and replication of existing successful sexual assault, domestic violence, dating violence, and stalking community-based programs providing culturally and linguistically specific services and other resources. The program also supports the development of innovative culturally and linguistically specific strategies and projects to enhance access to services and resources for victims of violence against women.

**Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disability Program)**—this discretionary grant program provides training, consultation, and information on sexual assault, domestic violence, dating violence, and stalking against individuals with disabilities and provides direct services to such individuals. Eligible applicants are states, units of local government, Indian tribal governments or tribal organizations, and nonprofit, nongovernmental victim services organizations.

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

**Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program)**—this discretionary grant program encourages state, local, territorial, and tribal governments and state, local, territorial, and tribal courts to treat sexual assault, domestic violence, dating violence, and stalking as serious violations of criminal law requiring the coordinated involvement of the entire

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<sup>11</sup> During this time period, data have also been collected from grantees in five VAWA grant programs and OVW's technical assistance provider initiative (TA Program) that received additional funding from the American Recovery and Reinvestment Act (ARRA). ARRA invests in the President and Attorney General's priority initiative to protect the most vulnerable and victimized by providing additional funds to five of VAWA's grant programs: STOP Formula Grant Program, Grants to State Coalitions, Transitional Housing Program, Grants to Indian Tribal Governments, and Grants to Tribal Coalitions. This report does not include data from grantees funded under ARRA. This data will be addressed at the completion of these awards.

criminal justice system. This program challenges the entire community to listen, communicate, identify problems, and share ideas that will result in new responses to ensure victim safety and offender accountability. Eligible applicants include states, units of local government, Indian tribal governments, and state, tribal, territorial, and local courts (including juvenile courts).

**Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program (Campus Program)**—this discretionary grant program strengthens the higher-education community’s response to sexual assault, domestic violence, dating violence, and stalking crimes on campuses and to enhance collaboration between campuses, local law enforcement, and victim advocacy organizations. Eligible applicants are institutions of higher education.

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

**Rural Domestic Violence, Dating Violence, Sexual Assault, and Stalking Assistance Program (Rural Program)**—this discretionary grant program enhances services available for child, youth, and adult victims in rural communities by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, sexual assault, and stalking. Eligible applicants are states and territories, Indian tribes, local governments, and nonprofit, public or private entities, including tribal nonprofit organizations, proposing to serve rural areas or rural communities. Not less than 75 percent of the total funding available for the program is for eligible entities located in designated “rural states.” Depending on the size of appropriations, 25 to 40 percent is set aside for services that meaningfully address sexual assault.

**Sexual Assault Service Program—Culturally Specific (SASP–CS Program)**—this discretionary grant program supports victims of sexual assault in culturally and linguistically specific communities. Eligible applicants for SASP–CS are nonprofit organizations.

**Services to Advocate for and Respond to Youth Grant Program (Youth Services Program)**—this discretionary grant program funds projects that design (or replicate) and implement programs and services (using established sexual assault, domestic violence, dating violence, and stalking intervention models) to respond to the needs of youth who are victims of sexual assault, domestic violence, dating violence, or stalking.

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

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

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

**Tribal Domestic Violence and Sexual Assault Coalitions Grant Program (Tribal Coalitions Program)**—this discretionary grant program increases awareness of domestic violence and sexual assault against American Indian and Alaska Native (AI/AN) women, enhancing the response to such violence at the tribal, federal, and state levels; and providing technical assistance to coalition membership and tribal communities. Eligible applicants are established nonprofit, nongovernmental tribal coalitions addressing domestic violence and sexual assault against AI/AN women, and individuals or organizations that propose to incorporate as nonprofit, nongovernmental tribal coalitions.

**Tribal Sexual Assault Services Program (T-SASP Program)**—this discretionary grant program supports victims of sexual assault in tribal communities. Eligible applicants for T-SASP grants are tribal governments.

**One of VAWA’s three formula grant programs—State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program)**—is also included in this report.<sup>12</sup> It provides grants to each state domestic violence coalition (as determined by HHS) and sexual assault coalition (as determined by the CDC) for the purposes of coordinating state victim services activities and collaborating and coordinating with federal, state, and local entities engaged in violence against women activities. State Coalitions Program grantees and subgrantees report on their VAWA-funded activities twice each year, as do grantees in VAWA’s discretionary grant programs.

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<sup>12</sup> Data from the STOP and SASP Formula Grant Programs are reported separately, in biennial STOP and SASP Reports to Congress.



## VAWA Measuring Effectiveness Initiative

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

Muskie School staff developed databases to assist grantees in the collection of data and they continue to provide extensive on-going training and technical assistance to grantees on how to complete the reporting forms. During 2007 and 2008, Muskie School staff worked with OVW, grantees, and technical assistance (TA) providers to revise and improve the reporting forms and instructions for all programs<sup>13</sup> and developed forms and instructions for new programs.<sup>14</sup> Muskie School staff continue to work with OVW, TA providers, and grantees to develop semi-annual progress reporting forms for new grant programs.

This 2012 Biennial Report is based on data—both quantitative and qualitative—that reflect grantee activities from July 1, 2009, through June 30, 2011 (4 semi-annual reporting periods), for 14 discretionary grant programs and 1 formula grant program, as well as the comprehensive technical assistance initiative (TA Program) funded by VAWA.<sup>15</sup>

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<sup>13</sup>Grantees began using the revised reporting forms on a staggered schedule in July 2008.

<sup>14</sup>OVW began implementing new programs created by VAWA 2005 on a staggered schedule in October 2007.

<sup>15</sup> See footnote 10.



## Effectiveness of VAWA Grant Programs

Demonstrating the effectiveness of services provided to victims<sup>16</sup> and families and the effectiveness of the criminal and civil justice response to violence against women by agencies funded under VAWA presents a challenge for those charged with meeting the reporting mandate of VAWA 2000. It is, however, possible to present related research, prevalence data and other statistical information, and anecdotal data that either demonstrate or strongly suggest that certain practices are effective in furthering the goals of VAWA-funded programs. As discussed earlier in this report, developing effectiveness measures for the reporting forms involved researchers, practitioners, grantees, technical assistance providers, and other content experts. Practice in victim services and criminal justice response continues to evolve, informed by experience and by research, and undergoes continuous examination and evaluation. This chapter takes the same approach: To the extent that related research on effectiveness of specified grant-funded activities is available, it has been included; when such research is not available, information on best practices in the field is presented.

The first section of the reporting mandate in VAWA 2000 asks for the “number of persons served . . . [and the] numbers of persons seeking services who could not be served.” The sheer number of victims reached by the 13 grant programs that provided direct services to victims during the relevant reporting periods is impressive: VAWA grantees reported serving an average of **125,726** victims/survivors<sup>17</sup> during each 6-month reporting period between July 1, 2009 and

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<sup>16</sup> In most instances, this report’s use of the term “victim” is also intended to include “survivor,” as in “victim/survivor.” Exceptions include certain statutory wording and other terms of art that refer only to “victim”; in those instances the original wording has not been changed. The word “victim” may also sometimes appear without “survivor” to avoid awkward wording or to simplify displays of data.

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

June 30, 2011;<sup>18</sup> this represents more than **97** percent of all victims/survivors who requested services.<sup>19</sup>

Between July 1, 2009 and June 30, 2011, the Supervised Visitation Program provided supervised visitation and exchange-related services to an average of **2,524** families, including **3,736** children and youth (infancy–24 years of age).<sup>20</sup> The Tribal Governments Program provided supervised visitation services to an average of **90** children (infancy–18 years of age), and the Transitional Housing Program provided housing to **4,647** children. The Rural, T–SASP, and SASP–CS Programs provided services to an average of **1,629** children (infancy–12 years of age) in each reporting period. Services were also provided to an average of **3,878** youth (13–17 years of age) by these 3 programs as well as the Arrest, Campus, CLSSP, Disabilities, LAV, Tribal Governments, Transitional Housing, and Youth Services grant programs. Taken together, the average number of children, youth, and dependents served by these programs per reporting period was **18,970**. Adding the number of children and youth to the victims/survivors served brings the average number of all persons served during each 6-month reporting period by all grant programs whose activities are addressed in this report to **134,262**.<sup>21</sup>

Victims/survivors served were most likely to be female (91 percent), white (48 percent), age 25 to 59 (71 percent), and victimized by a current or former spouse or intimate partner (72 percent).<sup>22</sup> Categories of services most frequently provided to victims/survivors,<sup>23</sup> including children and youth who were identified as primary victim/survivors, were as follows (average number of victims/survivors receiving that category of service at least once during each 6-month reporting period):<sup>24</sup>

- ▶ victim advocacy: **51,904**
- ▶ crisis intervention: **37,792**

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<sup>18</sup> Grantees are required to provide an unduplicated count of victims/survivors served and victims/survivors receiving specific services during each reporting period; however, because of confidentiality and other recordkeeping considerations, there is no way to determine if an individual has received services from more than one grant program, or has been served in more than one 6-month reporting period. To avoid duplication and over-reporting of victims/survivors and services, in most instances averages per reporting period are used. Actual numbers of victims/survivors served and victims/survivors receiving services from specific grant programs during each of the reporting periods covered by this report can be found in the program chapters.

<sup>19</sup> The reasons most frequently cited by grantees that victims/survivors did not receive services were that statutory requirements were not met, the program reached capacity, or there was a conflict of interest.

<sup>20</sup> Supervised visitation and exchange services may be provided for families with children up to age 24 as deemed appropriate by the referring agency and/or the grantee.

<sup>21</sup> This does not include the 6-month average of 5,150 custodial and non-custodial parents served by the Supervised Visitation and Tribal Governments grant program.

<sup>22</sup> Percentages are based on victims/survivors for whom this information was known.

<sup>23</sup> Victims/survivors were reported once for each category of service received in each reporting period, regardless of how many times they may have received that service. However, victims/survivors who received service(s) in multiple reporting periods were counted in each and every reporting period in which they received services.

<sup>24</sup> In addition to the listed services, OVW grantees also responded to a total of 291,180 hotline calls from victims/survivors during the two years covered by this report.

- ▶ criminal justice advocacy/court accompaniment: **30,709**
- ▶ civil legal advocacy: **23,766**
- ▶ transportation: **6,982**

Other indications of the vast reach of these VAWA-funded programs are the number of professionals trained with grant funds during the 2-year reporting period (July 1, 2009—June 30, 2011)—**661,263** professionals, who received training on a wide range of issues dealing with sexual assault, domestic violence, dating violence, stalking, child sexual abuse, and elder abuse, neglect, and exploitation<sup>25</sup>—and the number of protection orders obtained with the assistance of grant-funded staff—**228,693**. Arrest Program grantees,<sup>26</sup> who engage in criminal justice activities to a greater degree than any other grantees using funds for such activities, reported making **124,968** arrests during the 2-year reporting period, referring **92,718** cases to prosecution, and disposing of **162,584** criminal cases related to sexual assault, domestic violence, dating violence, and stalking.

These VAWA-funded activities have an effect that goes well beyond the number of victims/survivors served or professionals trained or the number of arrests and prosecutions. By requiring and supporting grantees' participation in a coordinated community response to violence against women, OVW ensures that its funded programs can serve as models for other agencies and programs addressing violence against women in their jurisdiction, thus improving the quality of victim services and the criminal and civil justice response, and potentially changing the attitudes of their partners and their communities as a whole. The following types of agencies or organizations participated in weekly, monthly, or quarterly meetings with grantees during the January–June 2011 reporting period to address systems-level issues relating to violence against women:<sup>27</sup>

- ▶ law enforcement: **861**
- ▶ domestic violence program: **732**
- ▶ prosecutor's office: **707**
- ▶ court: **673**
- ▶ social service organization: **602**
- ▶ health/mental health organization: **581**
- ▶ legal services organization: **474**

The overwhelming majority of grantee agencies and organizations used VAWA funds for staff positions, most often professional positions providing victim services and legal services to victims. From July 1, 2009 to June 30, 2011, OVW grantees reported

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<sup>25</sup> Among the grant programs included in this report, only Rural, SASP–CS, and Tribal SASP Program grantees address child sexual abuse, and only Abuse in Later Life Program grantees address elder abuse, neglect, and exploitation.

<sup>26</sup> Arrest Program grantees report agency-wide data reflecting criminal justice (i.e., law enforcement, prosecution, courts, and probation) activities of the funded agency or jurisdiction, not just the activities directly supported with Arrest Program funding. The other grant programs that engage in criminal justice activities are Rural and Tribal Governments.

<sup>27</sup> Only the seven most frequently reported types of agencies/organizations are reported here.

funding on average **2,931** full-time equivalent<sup>28</sup> (FTE) staff during each reporting period, including the following categories of staff who play key roles in the activities funded under VAWA:

- ▶ victim advocates: **736** FTEs<sup>29</sup>
- ▶ attorneys: **294** FTEs
- ▶ law enforcement officers: **95** FTEs
- ▶ trainers: **129** FTEs

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

## Coordinated Community Response

Over the course of the past 40 years, as communities across the country identified domestic and sexual violence as significant social and legal problems, women's centers and criminal justice agencies have collaborated to devise strategies to stop the violence and protect victims/survivors.

One strategy soon became known as coordinated community response (CCR). CCRs initially focused on reform of the criminal legal system. The various sectors of the legal system and victim advocacy/service agencies began concerted examinations of the policies, procedures, and rules that guided the practice of law enforcement officers, prosecutors, judges, and court personnel. In many locales, representatives of women's centers met individually with professionals in the legal system to discuss potential reforms in the operating protocols to enhance safety for victims and accountability for perpetrators. Policies and practice guides were modified in many

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<sup>28</sup> Full-time equivalents may represent one full-time staff person, or the equivalent of 40 hours divided among more than one staff person performing the same function (e.g., 4 law enforcement officers working 10 hours of overtime per week).

<sup>29</sup> This number includes FTEs for staff reported as victim advocates, legal advocates, victim witness specialists, and victim assistants. Other categories of advocates reported by grantees in various grant programs that are not included in this number are child, disability, housing, transitional services, and system advocates.

sectors, and job descriptions were changed accordingly. Practitioners in each sector and in women's centers received training on the revisions in practice embodied in the new protocols. Systems were established to evaluate each sector's adherence to the reforms.

CCR members soon learned, however, that parallel reform did not foster meaningful collaboration throughout the legal system and could, in fact, exacerbate fragmentation between the sectors, especially in the absence of a shared vision and mechanisms for problem-solving. They concluded that a process was needed to create a unified vision about the goals of reform, the fundamental principles of intervention, the roles of each sector, the merit of collaboration, and the necessity for public accountability. CCRs moved to cross-disciplinary collaborations that addressed the short-comings of prior reform efforts.

One example of such cross-disciplinary collaboration is the "Safety Audit" process<sup>30</sup> that develops policies and implementing protocols, practice guidelines, and forms. The focal point of investigation in a safety audit is the gap between institutional practice/deliverables and the needs/experiences of both victims/survivors and perpetrators. The process engages all sectors of the criminal legal system and victim advocacy/service agencies in local, cross-disciplinary teams in the examination of current policies, protocols, guidelines, forms, and work routines, evaluating whether they strengthen or impede safety for victims of battering. Audits then produce recommendations for systemic change (Praxis International, 2010).<sup>31</sup>

Research shows that efforts to address violence against women are most effective when they are combined and integrated into a coordinated community response (DePrince, Belknap, Labus, Buckingham, & Gover, 2012; Shepard, 1999; Shepard & Pence, 1999).

A study in Georgia examined the impact of a CCR on the behavior of systems and on attitudes of communities. The study evaluated criminal justice system response in two counties to determine whether the changes in practice of participants in the CCR grew out of their collaboration. It also documented the effect of CCR intervention on legal sanctions administered to batterers. CCR activities included the following: participation on a community task force on family violence, education of task force members on elements of the CCR, implementation of a batterer intervention program (BIP), extensive training of law enforcement agencies in each county, and a public awareness campaign. Researchers found statistically significant changes in systemic responses post-CCR, e.g., increases in the number of arrests in both counties and a higher prosecution rate in one county. In the county that increased its rate of prosecution of domestic violence offenders, researchers observed that more offenders were sentenced to probation and BIPs and fewer

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<sup>30</sup> Renamed "Best Practice Assessment of Community Response to Domestic Violence," tools for Audits/Assessments in criminal justice and other government systems can be found at [http://www.praxisinternational.org/praxis\\_safety\\_audits\\_resources.aspx](http://www.praxisinternational.org/praxis_safety_audits_resources.aspx).

<sup>31</sup> In St. Paul, MN, a Safety Audit was the starting place for the development of the "Blueprint for Safety: An Interagency Response to Domestic Violence Crimes" (2010). See Criminal Justice Response, herein at page 58.

received fines. However, the numbers of convicted offenders sentenced to jail or in the amount of jail time they served stayed the same. The amount of fines did increase (Salazar, et al., 2007).

A study of participants in 51 domestic violence (DV) collaboratives in the Midwest framed the success of CCRs in terms of capacity of the legal system and victim services and the benefits not just for victims but also for CCR participants. The study found that organizations participating in DV collaboratives experienced three types of mutually reinforcing outcomes: increased knowledge and awareness of who does what in the community system, expanded social capital that results in increased referrals and services for victims, and increased influence in important decision-making within legal system sectors (Nowell & Foster-Fishman, 2011).

An evaluation of Illinois’s statewide network of family violence coordinating councils, one of the major mechanisms for coordinating interagency intervention to address domestic violence, found that councils helped build stronger relationships and enhanced knowledge among stakeholders. This evaluation also found a positive relationship between the councils’ formation and development and the rate at which emergency protection orders that became final orders (Allen et al., 2009).

Although the term “CCR” has traditionally referred to the criminal justice system and organizations serving victims/survivors, the concept of “community” has been broadened to include additional formal groups such as employers and churches and could further be expanded to include informal groups such as community groups, family systems, social groups, and neighbors. In particular, including employers in the coordinated response could impact a victim/survivor’s financial security and, because employers are in a position to affect domestic violence-related policies and procedures in the workplace, could contribute to changing social attitudes about intimate partner violence (Pennington-Zoellner, 2009).

CCRs foster communication, improve understanding, and create changes in practice and policy that may bring immediate benefits to victims/survivors—whether they are immigrants, older persons, or residents of rural areas, or have experienced domestic violence, sexual assault, or elder abuse or exploitation—as illustrated by the following grantees:

**GRANTEE PERSPECTIVE**

Immigrant clients often hesitate to utilize the criminal justice system, fearing that their immigration status may prevent them from getting the help that they need. However, positive relationships with community agencies that work with immigrant populations have made the criminal justice system less threatening to clients, thus increasing the number of immigrant clients that the program has supported.

*—Borough of Brooklyn, New York*



**GRANTEE PERSPECTIVE**

The coordinated community response activities have increased the coordination between governmental and nongovernmental advocates in order to better serve elderly victims. There has been an increase in case referrals to victim service organizations by law enforcement and Adult Protective Services due to successful coordinated community response. Cross-training increased participants' knowledge of elderly victim service agencies regarding community resources and provided concise information pertaining to individual organizations.

*—YWCA of Nashville and Middle Tennessee*

**GRANTEE PERSPECTIVE**

Outreach staff spent many months building relationships with service providers in the rural counties that we serve. As a result, we have been better able to serve victims. For example, we were able to contact the local community mental health center on a victim's behalf, and they agreed to waive the co-pay for counseling so that the family could continue to receive services. Another positive outcome is that organizations in each county have graciously provided office space to our outreach advocates. Fixed office space supports staff and makes services more accessible to victims.

*—Crisis Intervention Center, Arizona*

**GRANTEE PERSPECTIVE**

The LAV Program funding has allowed the Victims Rights Law Center [VRLC] over the past six months to develop and strengthen our partnerships in the medical community in order to increase referrals to the VRLC from doctors, nurses, health centers, and hospitals—places where sexual assault victims may feel safe to confide about their assault. Although the VRLC receives referrals from law enforcement and prosecutors, the reality is that victims of sexual assault are more likely to discuss their assault with a medical care provider as opposed to reporting the assault to the police and pursuing prosecution.

*—Victim Rights Law Center, Inc., Massachusetts*

**GRANTEE PERSPECTIVE**

These meetings and others enhance the relationships with the various law enforcement agencies. We see improvements in faster response to requests for needed documentation for U-visa petitions. Significant progress is made in assisting victims with multiple issues and in gaining support through these collaborative efforts. Another direct benefit for victims is the timely release of police reports to victims of these crimes. Previously, those who requested copies of these reports were charged a fee and/or felt intimidated to ask for a copy. Today, victims can receive the requested reports at no cost. This is significant, especially since other rape crisis centers throughout California report challenges in obtaining the reports. The practice of some law enforcement agencies is not to release the report until prosecution of the case is completed. We are happy to report that this [has] not been the case in Fresno County.

*—Central California Legal Services*

The Denver Domestic Violence Triage Review Team, an Arrest Program grantee, is an example of a CCR in which representatives from the criminal justice system and community-based agencies are collaborating in assessment and outreach with domestic violence victims in the early stages of the criminal justice process. The Triage partners also engaged in on-the-job learning about the experience of first responders:

**GRANTEE PERSPECTIVE**

During this report period, a ride-along was organized, and eight of our community partners and interns spent a shift with officers responding to a variety of calls. Participants felt it was a very useful experience, gaining a better perspective of what officers experience in the field and investigating domestic violence calls. They were also able to provide feedback to the domestic violence sergeants on possible areas for additional training or information for officers in responding to the calls.

*—City and County of Denver, Colorado*

In recognition of the importance of interagency coordination and collaboration, OVW requires most discretionary grantees to develop and/or participate in a CCR to address violence against women in their communities. When required, grantees must provide information on the number of formal partnerships (the number of organizations with which the grantees have executed a memorandum of understanding [MOU], for purposes of the VAWA grant) and on the frequency of interactions with their MOU partners and with a broad range of other organizations. These grantees report on the frequency of victim referrals and victim or case-level consultations, and of systems-level interactions, such as task force, work group, or coordinating council meetings.<sup>32</sup>

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<sup>32</sup> Because the majority of VAWA-funded grantees are required to have a CCR, and each involves a large number of variables for partner organizations and frequency of interactions, analyzing and reporting comprehensively on the CCR data for all programs is not practical. Some data reflecting CCR activities with criminal justice agencies do appear in this section of the report.

## System Advocacy

A natural outgrowth of VAWA grantees' CCR partnerships is systemic reform. Like CCR work, system advocacy is a complex process that requires critical thinking, problem-identification, solution formulation, review, modification, consensus-building, reform adoption, evaluation, and revision. It is time-consuming and labor-intensive, and requires taking the long view.

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

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

A statewide Abuse in Later Life grantee observed that uniform training and CCR activities under its grant have contributed to its expertise and to systemic changes in its state:

#### GRANTEE PERSPECTIVE

The [Abuse in Later Life] Program has promoted systemic change throughout the state by creating opportunities for training, policy improvements, and collaboration. It has provided Ohio with a comprehensive curriculum to train law enforcement at the state peace officers training academy, along with material and technical support. It is the impetus for the State Attorney General's lead role in reviewing policy and procedures statewide that affect elder abuse victims. Absent this support, elder abuse training for law enforcement, prosecutors, and judges would be minimal in Ohio with no uniformity or connectivity.

—Ohio Attorney General

## Training

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

VAWA-funded programs develop and implement training events<sup>33</sup> on sexual assault, domestic violence, dating violence, and stalking. These programs address policy, protocol, and "best practices" that enable professionals to improve their response to victims/survivors; the roles and responsibilities of particular professionals and agencies; and the corresponding mandates of other institutions in the legal and community systems. Training expands substantive and procedural knowledge and offers skill-building exercises.

In recognition of the important role that training plays in combating violence against women, the majority of <sup>34</sup>VAWA discretionary and formula grant programs support training of a wide range of professionals who are likely to come in contact with victims/survivors to improve their response to sexual assault, domestic violence, dating violence, and/or stalking.<sup>35</sup> Understanding these issues is critical to a establishing an effective response to violence against women and preventing further harm and unintended negative consequences. For example, as the first responder, the police officer is often the person who can direct the victim/survivor to appropriate services and send a clear message to the perpetrator that the

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<sup>33</sup> For the purposes of the VAWA-funded programs reporting on activities reflected in this report, training is "providing information on sexual assault, domestic violence, dating violence, and stalking that enables professionals to improve their response to victims/survivors as it relates to their role in the system." The purpose of training is to increase the understanding and ability of professionals to respond effectively and is generally delivered to groups of related professionals or to multidisciplinary groups.

<sup>34</sup> Transitional Housing, Youth Services, and SASP-CS Programs do not provide training to other professionals.

<sup>35</sup> Additional victimizations include child sexual abuse for the Rural Program and elder abuse and exploitation for the Abuse in Later Life Grant Program.

community views domestic violence as a serious criminal matter; therefore, training of law enforcement personnel is critical. Methods and practices of police training have historically been shown to be instrumental in implementing change or, conversely, in thwarting implementation of progressive policies (Buzawa & Buzawa, 2003).

One unintended, adverse consequence of arrest policy and practice, particularly in jurisdictions with mandatory arrest policies, is dual arrests—i.e., arrests of both batterers and victims/survivors—which have resulted in an increase in the number of arrests of women who are victims/survivors. One study looked at unintended consequences of a mandatory arrest statute and found that “further training and better supervision is required for responding officers to better implement the requirement of the [mandatory arrest] law” (Frye, Haviland, & Rajah, 2007). To avoid inappropriate arrests of victims/survivors who have inflicted wounds on their violent partners in an attempt to avoid further harm to themselves, a former police officer, now a leading trainer on law enforcement response to domestic violence, recommends that police officers receive training regarding defensive wounds. O’Dell states that training to identify these types of wounds (e.g., bite wounds to the chest or arms) may decrease the number of victims/survivors who are arrested (O’Dell, 2008).

Training health-care providers in screening for and identifying domestic violence among their patients is also a critical step for improving safety for victims/survivors. A study measuring the attitudes and values of 752 health care providers before and after a 3-hour domestic violence training program found that directly following the training (and 6-months post-training), the providers reported feeling that they were better able to identify and assist victims, were more comfortable making referrals, and understood a greater role for themselves and the health-care system in stopping domestic violence (Hamberger et al., 2004). These results suggest that even a limited investment in training can yield significant improvements.

An attorney representing a victim/survivor in a divorce case who does not understand the indicators of domestic violence and does not know about safety planning may fail the client in numerous ways: first, by not recognizing that the client is in a relationship with a batterer and therefore, not understanding the tactics of intimidation and manipulation employed by batterers in life and litigation; and, second, by not recognizing the danger the batterer poses to the client. Thus, training attorneys on risk assessment and safety planning is especially important in domestic violence and intimate partner sexual assault cases because victims may be in greatest danger when they attempt to leave or when they are newly separated from abusive partners (Fleury, Sullivan, & Bybee, 2000).

Although domestic violence occurs at all socio-economic levels, some research suggests that the prevalence rates are higher among those who live in poverty (Tolman & Raphael, 2000). Thus, many women seeking some form of public benefits may also be victims of domestic violence. Benefits workers, then, are especially well-positioned to identify domestic violence victims and to provide them with appropriate assistance and referrals to services. Although benefits workers are in a

position to respond to the needs of victims of domestic violence, few are trained to do so (Payne & Triplett, 2009).

Policies mandating training for benefits workers and screening of benefits clients would help ensure that victims are not overlooked by the social welfare system. Again, the connection between training and policy is important; research suggests that human services agencies with policies mandating training have a higher rate of participation in training compared with agencies with no such policy (Payne, Carmody, Plichta, & Vandecar-Burdin, 2007). As these researchers suggest, “Developing policies that encourage participation in domestic violence training programs sends a message that these cases are important to agencies as well as public officials.”

Given what is known about the co-occurrence of domestic violence and child abuse, it is also important that child protective services (CPS) workers be trained on domestic violence. In a study examining the domestic violence-related training needs of CPS workers and strategies for delivering the training, researchers identified the following specific areas of need: communicating warning signs of abuser lethality, intervening with offenders, the safety of CPS workers, dealing with critical mental health issues, and managing the frustrations that arise when working on cases involving domestic violence (Button & Payne, 2009). The study’s authors suggest that CPS agencies continue to broaden awareness of domestic violence and how to intervene in child abuse cases, increase familiarity with batterer intervention techniques, train on worker safety when child abuse exists, mandate policy and practice for CPS cases in which domestic violence is present, and use CPS workers to co-train other social service workers about domestic violence. Finally, given the reported limitations of time and staff, the authors recommend Web-based training to address the identified areas of need (Button & Payne, 2009).

The following example from an Arrest Program grantee demonstrates the effectiveness of VAWA-funded training in the context of a CCR. The project selected a pilot community and presented an in-depth training curriculum to members of its CCR team. The curriculum addressed the criminal justice system response from the time of the reported incident through probation or parole.

**GRANTEE PERSPECTIVE**

Domestic violence training by grant project staff has been very effective . . . [Since receiving training,] The City of Newton law enforcement response to domestic violence has begun showing signs of improvement . . . This improvement includes making appropriate arrests (the dual arrest rate in Newton has gone from 17 percent to only 5 percent since January 1, 2011), believing and affirming victims' reports and referring more victims to the victim services program. After receiving training, the Newton Municipal Court victim-witness coordinator and interim prosecutor are appropriately screening cases to ensure that the victim is not being inappropriately charged for domestic violence crimes. The domestic violence community-based service program is working on a confidentiality policy and has instituted screening processes with those seeking protection orders to ensure that they are assisting victims correctly. The Newton Coordinated Community Response team is reviewing policies and practices from partner agencies, and the number of referrals to the victim services program has increased. The developed Guidelines for Supervising Domestic Violence Abusers on Court Services, Community Corrections and Parole have been presented at three locations around Kansas during the reporting period with great success. Feedback from the trainings has been very positive, with 98 percent agreeing that the training was effective in providing relevant information. Due to the strong response, there have been seven requests for more training sessions in other communities and 23 individuals have been placed on a waiting list.

*—Office of the Governor of Kansas*

LAV Program grantees provide specialized legal training to other professionals in emerging and much-needed areas, such as employment rights and other legal rights of sexual assault survivors, as illustrated by these two grantee examples:

**GRANTEE PERSPECTIVE**

During the grant period, Project SURVIVE trained over 5,000 advocates and attorneys on the employment rights of survivors. The vast majority of people trained were completely unaware of the employment-related legal rights and protections afforded to survivors in California, and were extremely enthusiastic about SURVIVE trainings and eager to use Project SURVIVE as a resource. Following the trainings, advocates approached Project SURVIVE with requests for follow-up trainings.

*—Legal Aid Society Employment Law Center, California*

**GRANTEE PERSPECTIVE**

Prior to LAV funding, the legal training provided to sexual assault service providers was sporadic, often included as an occasional workshop at a conference. Moreover, the legal training that was available focused on criminal justice issues or the needs of domestic violence victims. Without doubt, sexual assault is often part of domestic violence, but sexual assault survivors in non-domestic cases also have legal needs and many of these needs are not addressed by criminal prosecution. LAV funding is helping to improve Maryland's capacity to respond to more types of sexual assault by giving professionals information and training about a wider group of survivors and their legal needs.

*—Maryland Coalition Against Sexual Assault*

The following Arrest grantee used grant funds to provide SANE/SART training:

**GRANTEE PERSPECTIVE**

Arrest Program funding has allowed us to develop and implement a statewide SANE/SART training project that there would otherwise have been no funding for. The entire project is significantly shifting the way state attorneys offices think about forensic evidence and its presentation during trial. And, in some communities where there were not enough SANEs because state attorneys offices would accept only evidence collected by advanced registered nurse practitioners and/or M.D.s, SANE-trained R.N.s are now utilized and on-call coverage for forensic examinations is sufficient.

*—Florida Department of Children and Families*

CLLSP grantees provide training on the needs and experiences of victims from specific cultural, ethnic, and religious backgrounds.

**GRANTEE PERSPECTIVE**

In coordinating the trainings, we learned that some sites were interested in having our training presented to their staff on multiple occasions to accommodate their staffing schedule. Thus, we have provided the training to the physician assistants at the ER department and will offer separate trainings to attendees and nursing staff in the following report period. . . . Immediately after the ER department training, New York Asian Women's Center received the first project-generated call from a Chinese-speaking DV [domestic violence] survivor referred by the ER department.

*—New York Asian Women's Center*



**GRANTEE PERSPECTIVE**

CLSSP staff provided training to 170 of 220 Knoxville Police Department [KPD] patrol officers across all units. Training resulted in increased referrals and use of YWCA CLSSP staff when officers respond to calls in which domestic violence is identified among Hispanics. . . . Additionally, training addressed the assessment of Hispanic victims in crisis, culturally appropriate responses, and the need for certified interpreters rather than children/family members, and established CLSSP staff's role as experts and a resource for ongoing support for Hispanic victims of domestic violence. Mass roll call trainings additionally resulted in KPD Family Crimes Unit investigators evaluating their use of certified interpreters versus laypersons, further establishing YWCA CLSSP staff as advocates rather than interpreters. Staff is making attempts to offer similar training to the Knox County Sheriff's Department.

—*Hispanic Chamber of Commerce of East Tennessee*

State/territorial coalitions use VAWA funds to develop training curricula and conduct numerous workshops, conferences, and ongoing certified training modules for member organizations, criminal justice system personnel, human services agencies, and other community partners and professionals collaborating in the work. The following is an example:

**GRANTEE PERSPECTIVE**

Our second training was a five-hour training on our recently developed cross-training toolkit for working with sexual violence victims with disabilities. State-level staff from Adult Protective Services [attended]. . . . By the end of the training, they requested as many toolkits as we can provide and have asked that we train all of their APS staff statewide. Four regional trainings are scheduled with APS staff for May. Other participants at the toolkit training have shared that the resource has been extremely helpful to them already in serving victims with disabilities.

—*West Virginia Foundation for Rape Information and Services*

During the two years covered by this report, **1,191** VAWA grantees<sup>36</sup> trained **661,263** professionals, including the following:

- ▶ law enforcement officers: **93,241**
- ▶ victim advocates: **86,211**<sup>37</sup>
- ▶ health professionals: **42,405**<sup>38</sup>
- ▶ attorneys and law students: **36,575**

<sup>36</sup> This number represents an unduplicated count of grantees providing training across all four 6-month progress reporting periods. The same grantees may have provided training in more than one of reporting periods, but they have been counted only once.

<sup>37</sup> This number includes both governmental victim assistants or victim witness specialists (2,302) and nongovernmental and tribal victim advocates (77,398).

<sup>38</sup> This number combines the categories "health care professional" (27,021) and "mental health professional" (15,384).

- ▶ court personnel: **17,770**
- ▶ government agency staff: **16,226**
- ▶ prosecutors: **17,519**
- ▶ faith-based organization staff: **9,551**

Grantees most often provided training<sup>39</sup> on the following topics: domestic violence overview, dynamics, and services; confidentiality; safety planning for victims/survivors; sexual assault overview, dynamics, and services; and coordinated community response.

## Technical Assistance

Technical assistance is any of a wide variety of activities designed to facilitate individual professional or agency change by providing expert problem-solving. Whereas many VAWA discretionary and formula grant programs support training activities, only four grant programs (LAV, State Coalitions, Tribal Coalitions, and Disabilities) support technical assistance activities. Professionals with specialized expertise offer technical assistance to other professionals who want help with specific questions and issues.

VAWA has also provided a Technical Assistance Program since 1995. Under contract with OVW, technical assistance providers give VAWA grantees training, expertise, and problem-solving strategies to enhance their ability to address sexual assault, domestic violence, dating violence, and stalking. The technical assistance providers do this by offering educational opportunities, e.g., conferences, peer-to-peer consultations, site visits, and tailored assistance to VAWA grantees, giving them opportunities to learn from experts and from one another about effectively responding to crimes of violence against women.

The primary purpose of OVW's Technical Assistance Program is to provide direct technical assistance to grantees and subgrantees<sup>40</sup> to enhance and support efforts to implement local projects funded by VAWA grants. In addition, technical assistance focuses on building the capacity of criminal justice and victim services organizations to respond effectively to sexual assault, domestic violence, dating violence, and stalking and to foster partnerships between organizations that have not traditionally worked together to address violence against women, such as faith- and community-based organizations.

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<sup>39</sup> Grantees report on training topics by checking a box if they offered training on that topic during the relevant 6-month reporting period; the actual number of training events offered on the selected topics is not reported.

<sup>40</sup> In addition to the discretionary grant programs included in this report, VAWA-funded technical assistance providers also offer technical assistance to subgrantees of the STOP and SASP Formula Grant Programs.

A major function of state domestic violence coalitions, sexual assault coalitions, dual coalitions<sup>41</sup>, and Tribal coalitions is providing technical assistance to their member programs, as the examples below describe:

#### GRANTEE PERSPECTIVE

This grant, while only 10 percent of our organizational budget, is absolutely critical and supports our work across systems and to provide the absolutely essential function of . . . critical technical assistance to our member programs. In this economic climate, our members are stretching staff and resources to new levels, leaving little time/resources for them to focus on issues like training and systemic reform. The coalition, with the funding and support of this grant, is able to step in and provide leadership and support for the programs, helping to ensure that the safety net for victims and survivors remains intact and whole. In that way, this funding extends well beyond the support it provides to the coalition and our staff—it impacts the full community and the victims they serve. Without the grant, the coalition would be nowhere near as effective. Moreover, our connection to DOJ as a result of the grant has been imperative [to our] receiving [its] technical assistance and guidance on many of the issues for which we are funded.

—*District of Columbia Coalition, Washington, D.C.*

#### GRANTEE PERSPECTIVE

A group of victims that is commonly underserved in Tennessee is victims living in rural areas. Rural victims face unique challenges such as isolation, lack of resources, transportation challenges, and tight-knit, often secretive communities. The coalition is committed to help improve services to rural victims by working with programs in rural areas to help expand their services, extend outreach, and develop creative solutions to challenges. Some of these efforts include assistance in establishing 24-hour hotlines, broadening access to therapists, training court advocates, and building public awareness.

—*Tennessee Coalition Against Domestic and Sexual Violence*

LAV grant-funded attorneys with special expertise are called upon by other attorneys and professionals to provide technical assistance in specific areas.

<sup>41</sup> Dual coalitions focus on both domestic violence and sexual assault.

#### GRANTEE PERSPECTIVE

The LAV Program funding allowed My Sisters' Place to provide increased technical assistance to other legal offices and service agencies through phone calls and emails. This has helped to increase awareness of the U-visa and its certification and application process, thus resulting in more immigrant victims of domestic violence utilizing this important immigration tool.

—*My Sisters' Place, Inc., New York*

During the two years covered by this report, **264** grantees<sup>42</sup> from the Tribal Coalitions, State Coalitions, Technical Assistance, and Disabilities Programs conducted **197,157** technical assistance activities, including **5,985** site visits, for a broad range of professionals. In addition, **112** LAV grantees provided technical assistance to legal professionals (including attorneys, judges, prosecutors, legal services staff, guardians ad litem, friends of the court, and court mediators) and victim advocates between July 1, 2009 and June 30, 2011.<sup>43</sup>

## Community Education/Public Awareness

Community education and public awareness activities are fundamental aspects of what is referred to as “primary prevention,” or systemic efforts designed to address the root causes of a problem, promote education and action, and change community norms (Bowen, Gwiasda, & Brown, 2004). Only through the collective efficacy<sup>44</sup> of community members can community violence be truly addressed. Building community capacity for violence prevention involves creating strong ties between individuals and organizations. Educating the community and raising public awareness are key to building these ties and creating a safe and peaceful environment (Bowen et al., 2004; Sabol, Coulton, & Korbin, 2004).

Participants in several community initiatives funded to address child maltreatment and youth, intimate partner, and community violence reported to evaluators that they could not effectively address community violence unless they also addressed violence in the home; they had discovered that young people who were engaging in violent behavior against other young people were often victims of child abuse or were exposed to domestic violence in their homes. This led to efforts to combine the two types of violence in their prevention work. Similarly, other communities that had tried to reduce in-home violence found that to be effective, they first had to address violence in their communities (Bowen et al., 2004).

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<sup>42</sup> This number represents an unduplicated count of grantees providing technical assistance across all four reporting periods. The same grantees may have provided technical assistance in more than one of the four reporting periods, but they have been counted only once.

<sup>43</sup> LAV Program grantees report only that they provided technical assistance to specific categories of legal or other professionals; they do not report the number of professionals receiving the technical assistance nor do they report the number of technical assistance activities they provide.

<sup>44</sup> Collective efficacy is defined as “social cohesion among neighbors combined with their willingness to intervene on behalf of the common good” (Sampson, Raudenbush, & Earls, 1997).

Raising public awareness of domestic and sexual violence and the impact on victims/survivors has been shown to be effective in prompting bystanders to intervene when they witness violence. Bystander education asks community members to take an active role in violence prevention by changing attitudes about victimization and building the skills needed to assess and intervene in violent situations (Banyard, Plante, & Moynihan, 2004). In a recent study of a campus-based sexual violence prevention program, students who were exposed to education on the dynamics of violence against women and active bystander roles reported engaging in significantly more bystander behavior than those students who were not exposed (Coker et al., 2011). An experimental study of a dating violence prevention program in New York City public middle schools found an increased willingness to intervene as a bystander to violence and a 50-percent reduction in physical and sexual dating violence perpetration and victimization for students up to 6 months post-intervention (Taylor, Stein, Woods, & Mumford, 2011).<sup>45</sup>

Grantees from the Rural, Campus, Disabilities, Tribal Governments, CLSSP, State Coalitions, and Tribal Coalitions Programs conduct educational and public awareness initiatives as part of their VAWA-funded activities. Campus Program grantees offer awareness and prevention programs for incoming students. Coalitions sponsor public awareness events (e.g., “awareness month” campaigns on sexual assault, domestic violence, and stalking; Clothesline Projects; and Silent Witness poster sessions)<sup>46</sup>. CLSSP, Rural, Tribal Governments, and Tribal Coalitions Program grantees produce educational activities for students and community members on topics such as sexual assault, domestic violence, child victimization, dating violence, and healthy relationships.

Campus Program grantees use funds to provide prevention education and bystander education to students and the campus community:

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<sup>45</sup> The school-based intervention included temporary school-based restraining orders, increased faculty and security presence in unsafe areas, and posters promoting awareness and reporting of dating violence and harassment incidents to school personnel.

<sup>46</sup> “The Clothesline Project is a visual display of shirts with graphic messages and illustrations that have been designed by women survivors of violence or by someone who loves a woman who has been killed. The purpose of the Project is to increase awareness of the impact of violence against women, to celebrate a woman’s strength to survive and to provide another avenue for her to courageously break the silence that often surrounds her experience,” retrieved from <http://www.clotheslineproject.org/index.htm>, July 31, 2012. “The Silent Witness Project is part of a national initiative to remember those murdered in acts of domestic violence... The Silent Witness Project is a traveling memorial honoring women who were murdered in acts of domestic violence. The exhibit is made of life-size wooden figures, each representing a woman who once lived, worked, had neighbors, friends, and family before her death. Each silhouette represents a person murdered by an intimate partner”, retrieved from <http://www.violenceresource.org/silentwit.htm>, July 31, 2012.

**GRANTEE PERSPECTIVE**

This grant has allowed us to continue to implement bystander intervention training to peer educators, Residential Life staff, and other student leaders. This training has also been requested by several academic departments. The training has improved student response to sexual assault and increased awareness of the protocol and the many ways to prevent sexual assault. With the addition of role-play scenarios, there is a greater awareness of the definition of consent and factors involved with relationship violence. This training has been instrumental in achieving our goals. We have begun to evaluate the effectiveness of our program. Preliminary results indicate that students would be more likely to STEP UP! and help if observing someone being taken advantage of sexually, or being mistreated/ hit, and verbally attacked by their girlfriend or boyfriend. Results also indicate that students are more aware of the frequency of both sexual assault and relationship violence on campus, after participating in STEP UP! UAlbany, Bystander Intervention Program.

**—State University of New York, Albany**

**GRANTEE PERSPECTIVE**

We were able to provide Green Dot training for our grant funded and non-grant funded staff to begin implementing a bystander intervention program with the campus community. This program has the potential to drastically change the culture of violence on our campus, and we are already starting to see the change take hold with our students. Without funding from the Campus Program, we would not have been able to have Green Dot training nor would we have the staff available to implement this type of program.

**—University of Mississippi**

The following state coalition used grant funds to provide education on sexual assault in the military:

**GRANTEE PERSPECTIVE**

The Indiana State Coalition Against Sexual Assault brought public awareness to the military: Public awareness materials were developed to promote the Department of Defense Task Force on Sexual Assault in the Military Services report. The report was the conclusion of 18 months of work across the world interviewing military personnel, including many survivors who were assaulted on active duty. The public awareness has resulted in more military victims coming forward to get help in Indiana at rape crisis centers and hospitals.

**—Indiana Coalition Against Sexual Assault**

This Rural Program recognized the value of volunteers working within immigrant communities to raise awareness of domestic violence:

**GRANTEE PERSPECTIVE**

The participation of outreach coordinators and the rural project coordinators in CCRs has increased the value of utilizing promotoras/volunteers (community members) to create awareness about ending violence. Specifically, the use of promotoras/volunteers in rural areas has begun to close the gap between service providers and the marginalized communities. Immigrant families are finding ways to obtain support and assistance. The promotoras/volunteers (most of them bilingual English-Spanish) have opened the door of hope for safety to families with limited English proficiency who now have someone they can trust and turn [to] for help.

*—New Mexico Coalition Against Domestic Violence*

Rural Program funding for outreach activities and education has made a significant difference in a county in Idaho:

**GRANTEE PERSPECTIVE**

When we started this program in 2005, we were providing basic victim services and very little outreach. Most in the community did not know who we were or what we did. Many questioned whether our information should be included in the schools. Folks were afraid of domestic and sexual violence. They were fearful to be affiliated with the work, to learn more about it, or to refer [to it]. Today, because of the Rural grant and the training and support we have received, our agency is stronger and our community has changed. The community outreach dollars spent in Teton County have changed public perception. Our grant funded outreach educator has an open door to the schools with full support of teachers and administrators.

*—Family Safety Network, Idaho*

CLSSP grantees provide community education, as illustrated by this grantee:

**GRANTEE PERSPECTIVE**

During the reporting period, [the] Mujeres Unidas y Activas [MUA] program coordinator . . . And MUA peer counselors conducted seven educational workshops for community members and parents at Oakland and Hayward Head Start, elementary, and middle schools that focused on the topics of building immigrant women's self-esteem, defining domestic violence, and identifying the impact of domestic violence on Latina immigrant community members. The workshops also provided participants with more information about MUA's programs and our collaboration with the Emergency Shelter Program [ESP] in Hayward. As a result of these community outreach presentations, the ESP shelter and MUA experienced an increase in calls from Spanish-speaking community members.

*—Mujeres Unidas y Activas, California*

Rural Program grantees conduct school-based education activities on dating violence and healthy relationships:

**GRANTEE PERSPECTIVE**

Grant funds have allowed us to take advantage of the passage of the Lindsay Ann Burke law in Nebraska requiring education about dating violence in schools. As a result, we have spoken to thousands of students about violence against women. Ultimately, the impact of this outreach may be the most significant accomplishment of this project. For instance, during this last period alone we spoke to 7,568 students. If even a percentage of these students are able to use this education and awareness to lead healthier, violence-free lives or be better prepared to respond to people experiencing violence, the impact can be great.

*—Crisis Center for Domestic Abuse and Sexual Assault, Nebraska*

**GRANTEE PERSPECTIVE**

There are 88 school districts in the Choctaw Nation service area. Project SAFE [Striving for an Abuse Free Environment] has contacted each of these schools in promoting the SAFE Dates curriculum. Project SAFE has measured their effectiveness by follow-up interest in the program. One good example: February is Teen Dating Awareness Month; many schools have held a prevention and awareness program during that month. Project SAFE has placed strong emphasis on working with the youth. In working with the Choctaw Nation Youth Empowerment and in schools with the FCCLA [Family, Career, and Community Leaders of America] students, Project SAFE has been very successful in educating the students about teen dating violence, sexual assault, and stalking. Before Project SAFE, there were no programs working with the youth to unite different organizations on working for one cause—that is to end violence.

*—Choctaw Nation of Oklahoma*

Grantees from the Rural, Campus, Disabilities, Tribal Governments, CLSSP, and Tribal Coalitions programs conducted **23,591**<sup>47</sup> educational and public awareness programs and events that reached a total of **716,546** students<sup>48</sup> and **587,815** other community members over the 2-year period covered by this report.

## Services to Victims and Families

The provision of services to victims/survivors and families is a major conduit for creating safety and security. Victims/survivors and families struggle with the

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<sup>47</sup> This does not include activities of the 55 (6-month average) State coalition grantees who provided activities such as: Take Back the Night, Clothesline Project, media campaigns, and video and theater productions. State Coalition grantees report the type of public awareness activities engaged in, but do not report the number.

<sup>48</sup> This number includes middle-school, high school, and university students.



physical, emotional, and financial implications of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse. An estimated 1,900 domestic violence programs are in the U.S. alone (Lyon, Bradshaw, & Menard, 2011). Beyond providing services for victims/survivors and families, organizations across the country offer a wide variety of educational and preventive services.

Studies indicate that victims of intimate partner violence who seek services do so as part of an on-going process rather than as a one-time occurrence; seeking services may be related to how long the abuse has been occurring and the severity of the violence (Goodman, Dutton, Weinfurt, & Cook, 2003). Research found that more than a third (38 percent) of women sought assistance from community-based domestic violence and sexual assault agencies within one month of a partner assault (Macy, Nurius, Kernic, & Holt, 2005). A recent study on nonresidential services found that of 1,401 respondents, more than half (56.4 percent) had engaged with the domestic violence program more than 4 times in the past year, and nearly 30 percent had engaged more than 20 times (Lyon et al., 2011).

Comprehensive advocacy is essential to meet the needs of victims/survivors. Services may include a combination of housing, legal assistance (including immigration and child custody), child care, counseling, transportation, financial, social, and/or educational programs (Allen, Bybee, & Sullivan, 2004; Lyon et al., 2011; Macy, Giattina, Montijo, & Ermentrout, 2010). Victims/survivors often require assistance in locating and securing the tangible services needed to support survival and facilitate the termination of abuse (Postmus, Severson, Berry, & Yoo, 2009). It is recently reported that most victims/survivors engage initially with support groups, support services, counseling, legal advocacy, and shelter (Lyon et al., 2011). However, after these emergency services, the types of services sought may evolve over time as the needs of the victim change (Coker, Derrick, Lumpkin, Aldrich, & Oldendick, 2000). For example, services to assist victims with financial challenges are a critical component of the panoply of assistance and advocacy important for victims/survivors. Access to money (e.g., income, spousal support, Temporary Assistance to Needy Families [TANF], and other government benefits) and economic self-sufficiency are critical to victim/survivor independence from perpetrators (Allstate Foundation, 2006).

The literature also reveals that women victims/survivors who receive comprehensive advocacy and services are more effective in meeting their needs and achieving goals of safety, autonomy, healing, and economic security than women victims/survivors who don't receive such support and services (Allen et al., 2004). As a result of the services they received, more than 90 percent of the victims/survivors participating in another survey reported feeling "more hopeful about the future" (95.4 percent), "know more ways to plan for safety" (95 percent), and "know more about rights and options" (93.4 percent) (Lyon et al., 2011).

To address the complex needs of victims/survivors and families, advocates and communities have worked diligently to create responsive programs and services. During the two years that this report covers, 13 of the VAWA discretionary grant programs (Abuse in Later Life, Arrest, Campus, CLSSP, Disabilities, LAV, Rural, SASP–

CS, Supervised Visitation, Transitional Housing, Tribal Governments, T-SASP, and Youth Services) funded an array of direct services to victims/survivors. These services included crisis intervention, emergency assistance (e.g., clothing, food, medical care, and housing), victim/survivor advocacy, criminal justice advocacy, civil legal advocacy, counseling and support, victim-witness notification, medical response, interpreters/language lines, hotline services, transportation, and referrals to community resources and agencies. LAV grantees provided direct legal services to victims/survivors as well as training to legal system professionals who work with victims/survivors. In addition, the Supervised Visitation Program provided visitation and exchange services to families and children affected by domestic violence. The number of victims/survivors, children, youth, and other dependents served by all **13** grant programs averaged **134,262** in each 6-month reporting period.<sup>49</sup>

## Crisis Intervention Services

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

Crisis intervention may include services provided through hotlines,<sup>50</sup> advocacy, short-term shelter, and referrals to multiple community services. Hotlines, which have existed in most major cities since the mid-1970s, offer telephone consultations to victims of sexual assault, domestic violence, dating violence, and stalking. Hotline services are typically available 24 hours a day, 7 days a week. Hotlines are available nationally, statewide, and locally for victims/survivors and their family members and friends to receive support, information, and referrals. Hotlines provide single-point access to the array of services available. Social service providers and members of the public may also call the hotlines for information.

Victims/survivors interviewed in a Chicago-based study indicated that the local hotline, the Help Line, increased knowledge and assisted callers in accessing other resources available to address the crisis situation. A more recent study of domestic violence and sexual assault agency directors likewise indicated that crisis intervention was a significant part of their core services. Specifically, because hotline services could be offered at any time, they represented a "gateway" for

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<sup>49</sup> Because of the process of developing the reporting forms, T-SASP and Youth Services grant programs began reporting data only in the last two reporting periods (July–December 2010 and January–June 2011).

<sup>50</sup> Not all calls to a hotline involve crisis intervention; many involve information exchange and referrals. A hotline service, alone, therefore, is not considered crisis intervention.

obtaining other critical services, and even the briefest of interactions could make a significant difference to a victim/survivor (Macy, Giattina, Parish, & Crosby, 2010). For some, this awareness led to new actions such as obtaining a protection order or engaging in counseling services (Fugate, George, Haber, & Stawiski, 2006).

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

Two Campus Program grantees, Lock Haven University and California State University, Chico, reported using VAWA funding to operate a hotline and provide crisis intervention services to victims/survivors:

#### GRANTEE PERSPECTIVE

Grant funding allowed CVPP [Campus Violence Protection Program] to share half the cost of The Clinton County Women's Center crisis hotline. This hotline is staffed 24/7 and helps meet the needs of students, staff, and faculty who find themselves in crisis outside of normal business hours at the university. CVPP feels the hotline was a valuable investment of our funds. The CVPP also has a Sexual Assault Support Group available to students. Although attendance was low in the beginning, it is growing. Students have benefited from being able to discuss openly their experiences, supported by their peers. Having reliable services like the hotline and the support group shows students that they have a resource at all times, creating a sense of security.

—*Lock Haven University, Pennsylvania*

#### GRANTEE PERSPECTIVE

We have witnessed an increase in the number of victims/survivors who are seeking additional counseling and therapeutic services as a result of our crisis intervention services. We're also happy to report an increase in the number of students who were able to remain in school as a result of academic and housing advocacy. More students feel equipped to communicate with faculty about learning challenges [that] result [from] their victimization. We've also seen an increase in the number of students willing to report to Student Judicial Affairs either formally or informally as a result of academic advocacy and reporting support. We have also seen more students seeking services who were referred by a former client of Safe Place.

—*Cal State Chico, California*

An Arrest Program grantee reports using VAWA funds to staff a hotline to meet the needs of Spanish-speaking victims/survivors in its jurisdiction:

#### GRANTEE PERSPECTIVE

[OVW] funding has allowed the courts to fund and the shelter to hire two Spanish-speaking bilingual staff. This has helped reduce barriers that Spanish-speaking victims face in the justice system. Prior to the grant, the hotline was not consistently staffed with Spanish-speaking advocates. Now crisis calls are not interrupted or delayed in order to locate a Spanish-speaking advocate during second or third shift.

—Clark County 8<sup>th</sup> Judicial Court, Nevada

Over the two years that this report covers, Arrest, Campus, CLSSP, Disabilities, Abuse in Later Life, Rural, SASP–CS, T–SASP, Youth Services, and Tribal Governments grantees responded to **626,876** hotline calls.<sup>51</sup>

## Legal Advocacy and Legal Services

Providing legal advocacy and legal representation for victims/survivors of sexual assault, domestic violence, dating violence, and stalking is an essential component of the efforts to end violence against women and to improve the safety of victims. The criminal and civil justice systems are often mazes of complex laws, rules, and practices that can lead to an experience of confusion, frustration, and intimidation on the part of the victim/survivor (Belknap, Fleury, Melton, Sullivan, & Leisenring, 2001; Bennett, Goodman, & Dutton, 1999). Knowledgeable VAWA-funded advocates (attorney and non-attorney) provide victims/survivors with information, support, and representation in civil and criminal matters (e.g., obtaining an order of protection or offering meaningful input in a criminal case). Advocates enable victims/survivors to better understand the legal system and the range of legal remedies available to them.

Attorneys who provide direct representation for victims/survivors engage in a broad range of activities, including the following: identifying legal relief that may be most helpful, preparing pleadings, managing the multiple legal issues facing the victim, preparing for court appearances, intervening for the victim if the legal system is compromising the victim's interests, assisting the victim in implementing court orders related to victim safety and restoration, and facilitating enforcement of criminal and civil orders when the offender fails to comply with court directives. Victim advocates and victim assistants<sup>52</sup> provide court accompaniment, assistance with paperwork and documentation, risk assessment tools, safety planning consultation, and referral to community resources. Experts report that assistance

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<sup>51</sup> Because of the process of developing the progress reporting forms, data on hotline calls were reported for only the last two of the four reporting periods for the T–SASP and Youth Services Programs.

<sup>52</sup> For purposes of grantee reporting on activities and this Biennial Report, victim advocates are nongovernmental while victim assistants are governmental advocates. Some of their functions may be similar, but because they work in different settings with varying priorities, they may provide different services.

from attorneys and advocates can greatly enhance the quality of the victim/survivor experience in the legal process and improve outcomes (National Advisory Council on Violence Against Women, 2001).

Victims/survivors with pending criminal cases who were also receiving services from civil attorneys and community-based advocates reported feeling that they had a voice<sup>53</sup> in cases in which they also had direct contact with the prosecutor (Cattaneo, Goodman, Epstein, Kohn, & Zanville, 2009). Researchers in the same study suggest that the participation of attorneys and advocates may also bring relevant history and context to the criminal process, resulting in more cases being designated as felonies. Furthermore, those victims/survivors who had empowering experiences<sup>54</sup> in criminal court reported a greater improvement in quality of life (measured 6 months after the criminal process) and were more likely to say they intended to use the legal system if violence recurred (Cattaneo & Goodman, 2010).

An evaluation of a law school-based advocacy program that provided legal representation and support throughout the court process (i.e., for up to 6 weeks) to victims/survivors who were seeking civil protection orders found that after 6 weeks, women who received intensive advocacy from trained law students reported significantly lower levels of psychological and physical reabuse than victims/survivors who received regular court services (Bell & Goodman, 2001).

The availability of civil legal services for victims/survivors of intimate partner abuse was 1 of 3 protective factors identified as contributing to a decline in the incidence of domestic violence in the 1990s (Farmer & Tiefenthaler, 2003).<sup>55</sup> Other researchers found a direct relationship between the increased availability of legal advocacy services and the decrease in intimate partner homicides over a 20-year period, from 1976 to 1996 (Dugan et al., 2003).

## **Legal Assistance**

The Legal Assistance for Victims (LAV) Grant Program is the primary VAWA-funded vehicle for delivering legal assistance to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. The LAV Program also provides training for professionals in the legal system. LAV-funded lawyers and non-lawyer staff also engage in risk assessment, safety planning, support services, and general advocacy with the victims/survivors they represent.

One of the primary purposes of the LAV Program is to ensure that victims/survivors receive legal services that are comprehensive and address the many legal issues that victims/survivors face. LAV-funded attorneys represent victims/survivors in protection order hearings and in family law matters—e.g., divorce, parental rights

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<sup>53</sup> “Victim voice” was defined as the extent to which victims/survivors felt they had been able to express their opinions and that those opinions had been valued and heard during the court process.

<sup>54</sup> “Empowering experience” was described as the feeling of the victim/survivor that she had been able to express what she wanted and saw her wishes reflected in decisions or responses in the court process.

<sup>55</sup> The other factors cited were improvements in women’s economic status and the aging of the population.

and responsibilities, custody/visitation, and child and spousal support. This representation is critically important to victims/survivors of domestic violence, because offenders may continue to exert control over victims by using the legal system to force contact, restrict victims/survivors' access to protection, and create ongoing challenges through litigation. Through "paper abuse,"<sup>56</sup> offenders can exert coercive control long after victims/survivors terminate the abusive relationships. Victims/survivors with children are particularly vulnerable to this type of abuse because offenders routinely use the courts to challenge custody, child support, and visitation arrangements (Miller & Smolter, 2011).

Non-intimate-partner sexual assault victims/survivors may also require civil protection orders against assailants, but infrequently need family law representation. Other legal issues related to neighborhood safety, retention of employment, repair of consumer credit rating, recovery of lost wages, and/or release from a rental agreement may arise from sexual victimization. Attorneys or advocates may negotiate with the victim/survivor's employer or landlord or with school officials to work out special accommodations to ensure safety or to protect the victim/survivor's status.

LAV attorneys or advocates may assist victims/survivors in criminal cases,<sup>57</sup> e.g., by seeking emergency economic resources, advising on comprehensive restitution, and expediting payment thereof. Further, attorneys and advocates may support victims/survivors in the pre-trial and trial phases so that the "voices" of victims/survivors inform the process and outcomes (Mindlin & Vickers, 2008).

Advocacy may include accompanying the victim/survivor to meetings with the prosecutor to help the victim/survivor with clarifying evidentiary matters, in requesting bail modifications, and in discussing plea negotiations or the rationale for particular sentencing sanctions to enhance the victim/survivors' safety. It is important for victims/survivors to have skilled representation because offenders can be highly manipulative and effective in complex and high-stakes legal processes. For example, studies of custody disputes indicate that batterers are two times more likely to request exclusive custody of their children than are nonviolent fathers (American Psychological Association Presidential Task Force on Violence and the Family, 1996).

Because of the protracted nature of divorce litigation in which batterers seek sole or joint custody, LAV funding of attorneys who can represent victims/survivors and advocate for safety and security for the victim/survivor and her children is critical:

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<sup>56</sup> The authors define "paper abuse" as "a range of behaviors such as filing frivolous lawsuits, making false reports of child abuse, and taking other legal actions as a means of exerting power, forcing contact, and financially burdening their ex-partners."

<sup>57</sup> However, LAV-funded attorneys are not allowed to act as defense counsel for victims/survivors who have been charged with crimes.

**GRANTEE PERSPECTIVE**

Although there is not a legal presumption in our state for joint physical custody, we do have judges and custody masters who seem to give preference to it. Having LAV funds enable us to zealously represent the victim/survivor on both fronts, custody and support. Our clients rely on us to obtain a custody order that is in the best interests for themselves and their children and to obtain a fair support order that enables them to provide for themselves and their children. This often means that our cases do not settle at the master's Level, and we have to proceed to a hearing before the judge. We have the resources to prepare good, solid cases and achieve the legal results that best serve our clients.

—*A Woman's Place, Doylestown, Pennsylvania*

It is not uncommon for representation by LAV attorneys on behalf of one victim/survivor to lead to changes that benefit other victims, as in the following example:

**GRANTEE PERSPECTIVE**

A LAV-funded attorney assisted Legal Aid's housing team in a lawsuit that was filed in federal court on behalf of a victim of DV [domestic violence] who was denied a transfer request for her safety. There was no precedent for this suit in our jurisdiction. The case resulted in a settlement in which the public housing authority adopted a transfer policy (in consultation with our MOU [memorandum of understanding] partners) that specifically allows for transfer in the case of DV or sexual assault, and sets much more reasonable requirements to qualify for such a transfer.

—*Legal Aid Society of Cincinnati, Ohio*

LAV Program grantees funded an average of **244** full-time equivalent attorneys, **51** paralegals, and **41** legal advocates, and provided services to an average of **35,617** victims/survivors, during each 6-month reporting period. LAV-funded staff addressed an average of **51,196** legal issues on behalf of those victims/survivors during each 6-month reporting period. An average of **7,758** (22 percent) victims/survivors received help with more than one type of legal issue in each 6-month reporting period.

The most common legal issues addressed by LAV-funded staff were as follows: divorce (**11,217** victims/survivors received assistance with this issue, on average, during each 6-month reporting period), followed by protection orders (**10,299**), child custody and visitation (**10,281**), and child support (**6,816**).<sup>58</sup> These are critical areas to ensure the safety of victims/survivors and their children and to help victims/survivors achieve personal and financial independence.

### **Volunteer Attorneys and Law Students**

In addition to providing direct legal services, and because of their training and experience, LAV attorneys and advocates serve as mentors and role models for other attorneys and lay legal advocates and offer learning opportunities to judges, court staff, law enforcement, counselors, and others involved in these cases.

Because LAV Program grantees are not able to meet the legal needs of a significant percentage of victims/survivors who seek their services,<sup>59</sup> the recruiting, training, and mentoring of both pro bono attorneys and law students take on particular importance. LAV Program funds are used to support training and mentoring of law students and pro bono attorneys who provide free or reduced-fee legal services.

Two LAV Program grantees report on training, pro bono attorney recruitment, and the expansion of legal representation of victims through their VAWA grants:

#### **GRANTEE PERSPECTIVE**

LAV Program funding has allowed us to significantly increase our services to victims of sexual assault and has provided us the opportunity to gain an expertise in this area. During this reporting period, we have been able to provide two trainings specific to legal issues and remedies for sexual assault victims. These trainings would not have been possible to provide without LAV Program funding. The interest in assisting victims of sexual assault that arose from the trainings has resulted in a cadre of pro bono attorneys who are willing to take cases for victims of sexual assault, thereby expanding the services provided by the pro bono panel managed by our project partner, the Volunteer Lawyers Project (VLP).

*—Pine Tree Legal Assistance, Inc., Maine*

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<sup>58</sup> Arrest, Campus, Rural, Tribal Governments, Youth Services, CLSSP, and Transitional Housing Program grantees also provided civil legal assistance (civil legal services provided by an attorney and/or paralegal) to an average of 3,772 victims/survivors during each reporting period; these services were generally limited to assistance with protection orders. These grantees funded an average of 49 attorneys and 20 paralegals in each reporting period.

<sup>59</sup> The LAV Program reports the highest percentages of partially served (10 to 13 percent) and not served (5 to 7 percent) victims/survivors of all grant programs represented in this report. These percentages reflect the critical nature of the work done by LAV grantees and the importance of funding to address the unmet legal needs of victims/survivors. Reasons most commonly cited by LAV Program grantees for not serving or for partially serving victims/survivors included program unable to provide service because of limited resources/priority-setting, victim/survivor did not meet eligibility or statutory requirements, conflict of interest, program reached capacity, and services not appropriate for the victim/survivor.



**GRANTEE PERSPECTIVE**

We have found the distribution of the DV [Domestic Violence] Training Manual (including the scripts of our mock client interview and mock hearing) and our live training DVD to be a very effective means of recruiting and training new attorney volunteers for our pro bono restraining order representation project. Now that our project has been operational for several years, we are also finding that we have created a knowledge base within the firms who lend us attorney volunteers such that many of our volunteer attorneys are able to contact prior volunteers for case consultation and mentoring in addition to talking to our mentors. We are also seeing improvement in the attorneys' ability and willingness to handle multiple issues—for example, obtaining child support as well as custody and restraining orders and helping clients renew their restraining orders. During this six-month grant period, we had 64 pro bono attorneys, six law students, and six mentor attorneys working on active cases; the pro bono volunteer attorneys reported donating 2,090 hours to the project over the past six months and mentor attorneys devoted 84 hours to assisting them.

—*Legal Aid Society of San Mateo County, California*

A LAV grantee discusses the achievements of law students who represented victims/survivors seeking protection orders:

**GRANTEE PERSPECTIVE**

In addition to one-year domestic violence protective orders which prohibited defendants from having contact with or being within 500 feet of our clients, law students routinely secured for our clients possession of a shared residence, possession of automobiles, possession of personal property, possession of pets, financial support in the form of temporary spousal or child support, as well as payment of cell phone plans, health insurance, and household bills.

—*Legal Aid of North Carolina*

LAV Program grantees trained **2,989** student volunteers and interns and **3,250** pro bono attorneys during the two years covered by this report. Law students worked on **12,007** cases and pro bono attorneys accepted **5,092** cases on behalf of victims/survivors during the 2-year reporting period. LAV and other VAWA-funded grantees provided core and advanced training to **86,211** victim advocates, **36,575** lawyers and law students, and **17,770** court personnel in their communities. Such training activities not only improve the understanding of these professionals and the quality of their response to violence against women, but also strengthen the coordinated community response.

**Civil Legal Advocacy/Criminal Justice Advocacy**

Whereas the LAV Program focuses primarily on meeting the comprehensive legal needs of victims through legal representation and services provided primarily by attorneys and paralegals, other VAWA-funded programs (Arrest, Rural, Tribal

Governments, CLSSP, SASP–CS, Youth Services, and Campus) also address victims/survivors’ diverse needs in the criminal and civil legal systems. These programs fund governmental victim assistants<sup>60</sup> and nongovernmental advocates to meet these needs.

Victim assistants (also known as victim-witness specialists or advocates) working in law enforcement and prosecution offices support victims/survivors by explaining the criminal justice system and what to expect at each stage of legal proceedings; helping the victims/survivors prepare victim impact statements; accompanying victims/survivors to hearings or interviews; notifying victims/survivors of the release of perpetrators from custody; advising on upcoming hearings, continuances, and other events in the criminal case; and preparing crime victim compensation applications. These activities are “criminal justice advocacy.”

Nongovernmental advocates may help victims/survivors prepare protection order applications, accompany them to protection order or other civil or administrative hearings, and advocate at administrative hearings on such issues as eligibility for TANF, food stamps, Medicaid, unemployment, crime victim compensation, insurance, and Social Security benefits. These activities are “civil advocacy.”

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

**GRANTEE PERSPECTIVE**

The innovative arrangement of having the victim advocate housed at the police department with the detectives allows her to respond to the initial call of a domestic violence incident to provide on-scene crisis intervention and immediate support at the most critical time for a victim. She also provides the support and assistance needed to help victims follow through with filing for a protection order. She continues to work with and support the victim all the way through the investigation and prosecution of the offender to ensure the victim does not get discouraged and stays motivated to assist with the prosecution.

*—City of Gainesville, Florida*

As illustrated in this story related by an Arrest Program grantee, the presence of a grant-funded advocate in the city court was critical to the outcome for a young victim/survivor:

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<sup>60</sup> Arrest, Rural, and Tribal Governments Programs fund both governmental and nongovernmental advocates; CLSSP, SASP–CS, Youth Services, and Campus Programs fund only nongovernmental advocates.

**GRANTEE PERSPECTIVE**

The victim revealed to the court advocate that she was 20 and married to her abuser with whom she shared three children ages 3, 2, and 1. Her abuser had access to many weapons, including a handgun. She told the court advocate that her abuser came to her parents' house and brandished a weapon at her while he was in the vehicle because he was angry she would not let him have the children. He also had a suicide attempt late last year in front of their children. A gun and bullets were retrieved from the scene. He continually called the victim while [she was] at work and threatened and harassed her. After speaking with the victim, it was clear that the case was much worse than the police report described. [A detective] served the abuser with an ex parte order in court. After service, the abuser went into the courtroom and spoke to the victim, threatening her. The abuser completely disregarded the order he was just served. The court advocate referred the victim's case to the Hope House contract attorney. The attorney represented the victim in the order of protection case in May. As part of the protection order, the victim was granted sole custody of the children and the abuser was ordered to receive only supervised visits with his children in the Guardian Program.

—*City of Blue Springs, Missouri*

A Rural Program grantee funded outreach advocates who assisted victims with protection orders in a remote area of northern Maine:

**GRANTEE PERSPECTIVE**

Eighty-six percent of the people we assisted in applying for protection from abuse orders in the remote outreach site of Van Buren are without transportation, and it is difficult for them to get to the courthouse, which is 25 miles away. Hope and Justice Project is able to provide the means for quicker responses to protection from abuse order filings, because the funding enables the advocates to complete the paperwork in the outreach offices and fax the documents to the court. Our assistance is vital, because 12 percent of the victims served in just the Van Buren site have a limited ability to read or write.

—*Hope and Justice Project, Inc., Maine*

VAWA grantees provided civil legal advocacy to an average of **23,766** victims/survivors and criminal justice advocacy to an average of **30,709** victims during each 6-month reporting period.<sup>61</sup>

<sup>61</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. For example, victims/survivors may have received both civil legal advocacy and criminal justice advocacy within the same reporting period.

## **Orders of Protection**

Civil orders of protection<sup>62</sup> are court-issued injunctions that prohibit or limit an offender's contact with the victim/survivor and prohibit further abusive behavior. These orders may also include custody and visitation directives, economic relief, and temporary restrictions on possession of firearms. Orders of protection are enforceable throughout the country, not solely in the issuing jurisdiction. Because they are initiated by the victim/survivor and can be tailored to the specific requirements of an individual victim/survivor, as well as modified or dismissed at the request of the victim/survivor, they provide victims/survivors with flexibility, authority, and remedies not present in the prosecution of a criminal case. According to the National Violence Against Women Survey, civil protection orders are the most frequently sought remedy for domestic violence (Tjaden & Thoennes, 2000a). Victims/survivors of domestic violence are able to petition for a civil order of protection in every state, but only 20 states<sup>63</sup> have stalking-specific protection orders, and 15 states make no specific provision for protection orders for nondomestic violence stalking victims. Nine states have sexual assault-specific protection orders, and 28 states do not address non-partner sexual assault in their protection order statutes (American Bar Association Commission on Domestic Violence, 2009; National Network to End Domestic Violence, 2010).<sup>64</sup>

LAV-funded attorneys and advocates provide effective representation and advocacy to women seeking protection orders. They understand the dynamics of domestic violence, the strategies employed by batterers to intimidate and manipulate victims, and the full range of relief to which a victim/survivor is entitled. This relief includes orders addressing child support, alimony, and custody, and in some jurisdictions may include restitution and relocation costs (National Advisory Council on Violence Against Women, 2001). Experienced legal staff are also better positioned to construct petition narratives that include the elements necessary to meet the legal standard for the court to grant orders of protection uniquely tailored to the requirements of their clients. Once an order has been obtained, if batterers violate specific directives addressed in the order such as child support, custody and visitation, property division, and other economic support, attorneys and advocates can further assist in the enforcement or modification of the orders.

Judges interviewed as part of an evaluation of the LAV Program consistently reported that LAV-funded attorneys provided effective representation for

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<sup>62</sup> These orders may also be called restraining orders, anti-harassment orders, or sexual assault, domestic violence, or stalking protection orders. See <http://www.womenslaw.org/>.

<sup>63</sup> These counts of states include the District of Columbia and the territory of Puerto Rico. Based on an April 2012 review of Web-posted documents at <http://www.womenslaw.org/>, a site sponsored by the National Network to End Domestic Violence, it appears that the 20 states with stalking-specific protection orders for non-intimate partners (and non-family members, depending on the state's statute) are Alaska, Colorado, District of Columbia, Georgia, Kansas, Michigan, Missouri, Nevada, New Hampshire, Ohio, Oklahoma, Oregon, Puerto Rico, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, and Wyoming; the 9 states that have assault-specific protection orders are Alaska, Colorado, District of Columbia, Nevada, Ohio, Tennessee, Texas, Vermont, and Washington.

<sup>64</sup> A searchable database with information on the types of protection/restraining orders available in each state, as well as an overview of state laws relating to domestic violence, sexual assault, and stalking can be found at [http://www.womenslaw.org/laws\\_state.php?state\\_code=WA](http://www.womenslaw.org/laws_state.php?state_code=WA).

victims/survivors at protection order hearings. Judges also reported that better agreements were reached between the parties through attorney assistance. Additionally, representation resulted in increased court efficiency, because less judicial time was required to explain the protection from abuse process to pro se victims. An overwhelming majority (93 percent) of victims interviewed for the evaluation reported that they were very satisfied with the outcome of their protection order cases after receiving representation from an LAV-funded attorney (Institute for Law and Justice, 2005).

Results of a Kentucky study involving 698 women who had obtained protection orders found that the majority perceived that the protection order was effective and reported feeling safe after its issuance (Logan & Walker, 2009b). Protection orders are also associated with a significant decrease in future abuse and violence (Logan, Walker, Hoyt, & Faragher, 2009). Employing a quality-of-life index in cost analysis of protection orders, the Kentucky Civil Protection Order Study estimated that protection orders granted in that state in a 1-year time period saved the state \$85 million (Logan et al., 2009).

Another study of the effectiveness of civil protection orders found that in the first 6 months following the issuance of the order, half of the 210 petitioners' orders were not violated (Logan & Walker, 2010). In a previous study by the same researchers, 42 percent of 698 petitioners' orders were without violations during a 12-month follow-up period. Even in the cases where the orders were violated, there was a significant reduction in violence and abuse, and the vast majority of the women felt the protective order was extremely (51 percent) or fairly (27 percent) effective (Logan & Walker, 2009b).

Although civil orders of protection are designed so that a victim/survivor can gain relief without legal representation, domestic violence attorneys and legal advocates can be invaluable resources to victims/survivors engaged in this process.

The following LAV-funded project's attorneys are based in the courthouse to provide assistance to victims seeking protection from abuse orders:

#### GRANTEE PERSPECTIVE

Two LAV-funded attorneys work on our courthouse-based order of protection project. Through this project, we are able to assist several hundred clients each year to obtain orders of protection and to resolve issues of housing, custody, support, and personal property. This order of protection project also serves as a gateway to screening clients for assistance on the additional issues they face. The cases are then directed to other attorneys in the office, both LAV and non-LAV-funded, who can assist the clients on the companion issues.

—*Prairie State Legal Services, Inc., Illinois*

Another LAV grantee has had great success representing lesbian, gay, bisexual, and transgender (LGBT) victims in protection order hearings:

**GRANTEE PERSPECTIVE**

The grant has provided an entirely new dimension to the range of services we offer to our clients from the underserved LGBT community. For the first time, we have been able to refer clients to a culturally competent attorney who works closely with client advocates to ensure coordinated safety planning and services. Prior to this grant, LGBT victims often faced judges alone when seeking a protective order. Very few of our clients were successful in obtaining restraining orders in same-sex relationships or when identifying as transgender or gender non-conforming. Through this grant, our clients are able to appear before judges supported and represented by the program attorney or from the pro bono attorney pool. Most importantly, our clients are winning in court. Through June 30, 2010, our clients have been successful in court and administrative hearings, winning or obtaining their desired outcome in more than 90 percent of their cases.

*—Gay Men’s Domestic Violence Project, Massachusetts*

LAV-funded staff provided assistance to an average of **10,299** victims/survivors seeking protection orders in each reporting period. Staff (e.g., advocates, law enforcement personnel, and prosecutors) from other VAWA-funded programs provided assistance to victims/survivors who were granted a total of **81,428** final protection orders over the 2-year period covered by this report.

One of the primary purposes of the Arrest Program is to improve the enforcement of orders of protection. During the two years covered by this report, criminal justice agencies that received Arrest Program funds engaged in the following activities:<sup>65</sup> law enforcement agencies made **11,499** arrests for violations of protection orders; prosecution offices disposed of **8,060** protection order violations, with 61 percent resulting in convictions;<sup>66</sup> courts conducted post-conviction monitoring and disposed of **681** violations of protection orders by offenders, imposing sanctions for **52** percent of those violations;<sup>67</sup> and probation agencies oversaw offenders who had **1,447** protection order violations disposed of, **81** percent of which resulted in the imposition of sanctions.

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<sup>65</sup> Arrest Program grantees report agency-wide data reflecting criminal justice (i.e., law enforcement, prosecution, courts, and probation) activities of the funded agency or jurisdiction, not just the activities directly supported with Arrest Program funding.

<sup>66</sup> This conviction rate includes deferred adjudications, which represented 5 percent of all conviction outcomes.

<sup>67</sup> Sanctions included partial or total revocation of probation, fines, and/or added conditions.

## Shelter and Transitional Housing

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

According to the National Network to End Domestic Violence, more than 2,000 shelters serve battered women and their children in the U.S. (Lyon, Lane, & Menard, 2008). Over the past several decades, shelters have developed comprehensive residential and nonresidential services. Shelters are an essential part of the service system for survivors during their stay, and for some survivors after they leave (Grossman, Lundy, George, & Crabtree-Nelson, 2010). Shelters meet the immediate need of safety and provide services that are essential to keeping survivors safe. One study found that victims who received on-site shelter at a domestic violence agency, as compared to those who received only services, had significantly higher totals for overall hours of service as well as for duration of receiving services (Grossman et al., 2010). Shelters employ trained advocates and staff who are available to provide needed referrals, transportation support, and guidance through the legal, social services, medical, and justice systems (Baker, Niolon, & Oliphant, 2009); Grossman et al., 2010).

In a national survey completed by 3,410 shelter residents in 215 domestic violence shelters across 8 states, 92 percent of the residents rated the assistance they received at the shelter as helpful (Lyon, Lane, & Menard, 2008). This study also demonstrated that shelters are meeting the needs of a diverse population. Nearly all shelters (98 percent) had the capacity to serve people with disabilities, and 82 percent had staff members who speak at least one language other than English (Lyon et al., 2008).

Of the domestic violence programs that responded to the national Domestic Violence Counts annual point-in-time survey<sup>68</sup> on September 15, 2011, 74 percent provided emergency shelter to clients and 35 percent provided transitional housing; 64 percent of the reported unmet needs of survivors were related to housing (“National Network to End Domestic Violence | Census 2011 Report,” 2012).

In addition to providing services to victims/survivors, shelters can reduce the likelihood of new violence against women who are actively taking control of their lives. One study found that overall, victims feel safer while residing in a shelter

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<sup>68</sup> The Domestic Violence Counts survey provides aggregate data from across the United States on the unduplicated number of adults and children receiving services at domestic violence shelter programs on a given day. It is an annual point-in-time survey depicting numbers for a specific 24-hour period, and has been conducted once per year since 2006. The survey is non-invasive and accounts for victim/survivor confidentiality. The survey was developed by a team of experts in the domestic violence field and is administered by the National Network to End Domestic Violence (NNEDV).

(Bennett, Riger, Schewe, Howard, & Wasco, 2004). Shelters have also long offered victims/survivors of domestic violence and their children an alternative to homelessness, because fleeing from the abuser often means leaving home. Victims/survivors attempt to increase their immediate safety by leaving, but by doing so, they also increase their risk of homelessness because alternative housing options may be limited (Baker et al., 2009). Nationally, domestic violence is among the leading causes of homelessness for women (United States Conference of Mayors, 2005). Research cited in an issue brief suggests that between 27 and 56 percent of homeless women are victims of domestic violence (American Civil Liberties Union, 2004). Emergency shelters offer an alternative to living on the streets for many women and children fleeing abuse.

Rural, CLSSP, Disabilities, Abuse in Later Life, Tribal Governments, and Youth Services Program grantees provided emergency housing to an average of **2,125** victims/survivors and **2,382** of their family members during each 6-month reporting period and provided a total of **300,095** bed nights over the 2-year reporting period.

A Tribal Governments grantee described the critical importance of a shelter:

#### GRANTEE PERSPECTIVE

The Tribal Governments Program funding has allowed the Chickasaw Nation to continue to operate an emergency shelter for Native and non-Native American women and children fleeing from domestic violence. The Chonkash Yohbi Chuka Indian Women's Shelter provides a cultural, safe environment on tribal land where they can receive food, clothing, and all the necessities they need to recover from the trauma they have experienced. In addition, advocacy, individual and group counseling, cultural enrichment activities, safety planning, career development, supportive staff, transportation, and many other services are available. Funds are also used to house victims in local motels when the shelter has reached capacity or for various reasons a victim cannot reside at the shelter.

—*Chickasaw Nation*



A Rural Program grantee reported:

#### GRANTEE PERSPECTIVE

This project enabled our most rural domestic violence programs to expand services to children by having children's advocates to work one-to-one and in groups with children and moms staying in [the] shelter. Overall, the mothers were deeply committed to helping their children, and preferred working with the children's advocate one-to-one with their particular issues. The advocate provided a vital link with the area schools in helping moms get their children's educational needs met while in shelter so the kids could stay in their regular school within their own support system. For the moms, such things are often too overwhelming when they flee and come into shelter so having someone in [the] shelter focusing on their needs as moms is extremely important. The children were thrilled to find a peer group who could truly understand their circumstances. They felt an affirmation and camaraderie that was [incomparable] with any other experiences in their lives.

—*Vermont Center for Crime Victim Services*

Given that shelters are emergency in nature and allow victims to stay for a short period of time, there is a growing need to provide resources for survivors as they leave shelter and transition to permanent housing (Lyon et al., 2008). Unfortunately, victims/survivors face a number of obstacles when attempting to secure permanent housing. Often these barriers are economic. Victims/survivors may struggle to find employment that offers a living wage, or those who have jobs may lose them because of the behaviors of the abuser. Research indicates that women are often stalked and/or harassed at their workplace. In one sample, half of the women surveyed said they had lost their jobs because of the actions of the abuser (Riger, Ahrens, & Blickenstaff, 2000). Locating affordable housing is an additional challenge for victims/survivors. Those victims/survivors who can afford housing are often denied by landlords who are fearful of the damage that abusers may cause to other tenants or the property (National Law Center on Homelessness and Poverty, 2007). It is clear from these examples that victims/survivors may require long-term assistance beyond their stay in the shelter (Baker et al., 2009).

In 2003, Congress authorized funding for transitional housing assistance and related support services to victims and their families;<sup>69</sup> this funding was reauthorized and increased in VAWA 2005. Transitional housing is designed to bridge the gap between emergency and permanent housing, and VAWA-funded programs also offer supportive services to help victims develop self-sufficiency. Housing units are either owned or rented by the programs, or programs contract with local housing authorities or private landlords. Programs may provide the housing at no cost to the victim or provide subsidies to offset the costs, and may pay all or portions of required deposits, utilities, and phone service. Residents are generally permitted to

<sup>69</sup> This authorization was part of the Prosecutorial Remedies and Other Tools to End the Exploitation of Children Today (PROTECT) Act of 2003.

remain in the units from 6 months to 2 years, and are typically required to establish goals to work toward economic stability.

This funding has been instrumental in lifting barriers for victims and survivors trying to obtain permanent housing, as stated by two Transitional Housing Program grantees:

**GRANTEE PERSPECTIVE**

Through this program, project partners have been able to serve more people. Without this program, clients would have continued to move from shelter to shelter, remained homeless or possibly gone back to their abusive partner. The program has also allowed for enhanced partnerships between the three domestic violence agencies, local housing authority, and even private property management companies. This program has been a different model for how to provide transitional housing and supportive services, and this has been of value to the project partners.

*—Seattle Human Services Department, Washington*

**GRANTEE PERSPECTIVE**

We have never been able to provide transitional housing services for victims in the past. There has always been a great need for housing, financial, and employment assistance. This has made a tremendous impact on how long a victim stays in shelter. Before they stayed until they either found another family member that would take her and her children in or she would return to her abuser. We are very fortunate and thankful to offer transitional housing services.

*—White Buffalo Calf Woman Society, South Dakota*

In addition to longer-term housing options, programs often provide a wide range of services, including case management, childcare, child development, financial assistance, therapy, life-planning, job and educational development, peer counseling, and parenting groups to those staying in transitional housing. In addition, after exiting the program, recipients may continue to receive these services during 3 months of follow-up support. These services, along with the housing itself, are crucial to the future self-sufficiency of victims and survivors.

New Hope Regional Foundation describes the breadth of transitional housing services and their impact on the life of a victim/survivor:

**GRANTEE PERSPECTIVE**

With the Transitional Housing Grant Program, our clients have had the opportunity to learn basic job skills, work on educational training, finance budgeting classes, [and] real estate procedures to empower their sense of independence. Without this program, our clients would have had a hard time moving forward with their lives. Our client that left after being with us for 17 months was able to get out of debt, pay cash for a vehicle, get a job, and keep her children safe. Without this program, she never would even have been safe from her abuser, let alone move forward and be independent. She said over and over, “I don’t even know if I and my kids would be alive today, had it not been for this program.”

—*New Hope Regional Foundation, Nebraska*

The CLSSP, Disabilities, Abuse in Later Life, Transitional Housing and Tribal Governments Programs grantees provided housing for an average of **1,160** victims/survivors and **1,805** family members during each 6-month reporting period, providing them with a total of **1,183,320** bed nights over the 2-year reporting period. A total of **\$7,811,746** in housing assistance<sup>70</sup> over the 2-year period was provided to an average of **3,350** victims/survivors per 6-month reporting period by the Transitional Housing and Tribal Governments Programs. Transitional Housing Program grantees provided victims/survivors the following categories of services with the greatest frequency during the most recent reporting period: case management (**3,056**), housing advocacy (**2,281**), counseling/support group (**1,871**), and material assistance (**1,832**).

## Supervised Visitation and Safe Exchange Services

More than a million children are involved in child custody proceedings annually in the United States (Munson & Sutton, 2004). Unfortunately, many cases include allegations of domestic violence. A substantial body of literature indicates that when domestic violence has been inflicted on one parent by the other, there is a risk of abuse of the mother and her children during the period of separation and even after divorce (Baum et al., 2009; Campbell, 2005; Evans, Davies, & Dilillo, 2008; Johnson, Saccuzzo, & Koen, 2005). Another study found that an abusive partner’s threat to harm a woman’s children if she left him was associated with significantly greater risk of femicide, nine times greater than for other abused mothers (McFarlane, Abeita, & Watson, 2002). Children are often targeted, either directly or indirectly, with violence, threats, intimidation, manipulation, moral corruption, and coercive controls. The goal of abusive fathers is to maintain control of mothers (Johnson et al., 2005; Kernic, Monary-Ernsdorff, Koepsell, & Holt, 2005). The compromise of the

<sup>70</sup> This assistance consisted primarily of rental and utility expenses and also included the cost of relocation, household furnishings, rental fees for security deposits, applications, credit reports, childcare, clothing, and food costs.

emotional stability and psychological well-being of the child(ren) may be profound.<sup>71</sup>

Given the violence and harmful effects on victims and children even after divorce, all possible options should be considered to reduce the likelihood of children's exposure to post-separation violence and abuse (Saunders, 2003). Often, however, courts allow continued contact between the offending parent and the child(ren). Research has shown that custody evaluators do not appropriately recommend visitation arrangements that safeguard children and that avoid direct contact between the abused and abusive parent (Davis, O'Sullivan, Susser, & Fields, 2010; Saunders, Faller, & Tolman, 2011). A supervised visitation and exchange center that is specifically designed both to identify subtle and explicit tactics of abuse and to intervene on behalf of the victim/survivor and her child(ren) can provide protection that minimizes trauma from visitation with abusive parents (Parker, Rogers, Collins, & Edleson, 2008).

The VAWA Safe Havens: Supervised Visitation and Safe Exchange Grant Program (Supervised Visitation) provides grants to supervised visitation and exchange services that are specifically designed to address the safety and security needs of victims of sexual assault, domestic violence, dating violence, stalking, and child abuse. These programs can offer a safe place for exchange of a child or secure and nurturing environments for children to interact with abusive parents. These programs provide "safe exchange" procedures that minimize or prevent contact between the parents. Visitation centers have protocols whereby custodial and non-custodial parents drop off and pick up their children for visits at staggered times, provide escorts to cars, and establish separate entrances and exits (Parker et al., 2008). Many programs employ other safety strategies, including security guards, cameras, and metal detectors. Staff at supervised visitation centers are trained to intervene during the parent/child visit so that appropriate behavior is modeled for the child(ren).

Supervised Visitation Program grantees follow six guiding principles developed by the Supervised Visitation Program National Steering Committee (Scaia & Connelly, 2010). This national, multi-disciplinary group included representatives from domestic violence programs, child advocacy agencies, visitation and exchange centers, batterers intervention programs, mental health agencies, and federal agencies; and educators, legal and judicial professionals, personnel from organizations with culturally specific perspectives, and Supervised Visitation grantees. The principles were further enhanced by standards and practices, making them practical for use by Supervised Visitation Program grantees. The six "guiding principles" are as follows:

1. Equal regard for the safety of child(ren) and adult victims
2. Valuing multiculturalism and diversity

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<sup>71</sup> For a more extensive discussion of research on harm to children exposed to domestic violence, see "Historically Underserved and Other Vulnerable Populations" and "Children and Youth" later in this chapter.

3. Incorporating an understanding of domestic violence into center services
4. Respectful and fair interactions
5. Community collaboration
6. Advocacy for child(ren) and adult victims

#### **GRANTEE PERSPECTIVE**

Supervised Visitation Program funding has allowed us to take time to effectively plan a supervised visitation and exchange program that considers the unique needs of domestic violence victims and their children, to strengthen communication with victim service providers and the courts, to review current practices that compromise victim safety and offender accountability, and to bring together a diverse group of professionals in order to strategize policies and practices that can positively affect the safety and well-being of domestic violence victims and their families. Funding from this program has supported our efforts to work more closely with our court partners to talk about and strategize solutions to very real practices that had the potential to cause unintentional harm to families living in Solano County and that not only didn't hold offenders accountable but emboldened them to continue their criminal behavior. Funding from this program assists us in identifying victims who may not enter our system through domestic violence service provider doors but through their desire to keep their children safe. In this way, we can identify otherwise unidentified victims, provide a comprehensive assessment of victim needs, and make appropriate referrals to agencies as needed and indicated.

—*Solano County, California*

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

#### **GRANTEE PERSPECTIVE**

Meetings with El Dorado Superior Court have been extremely constructive as the judge and the court mediator have gained extensive knowledge of safety and security issues pertaining to survivors and children of domestic violence families. As a result, the court has significantly increased court orders mandating monitored exchanges along with supervised visitation orders. During our first year of services, we conducted a total of three monitored exchanges; while we conducted a total of 124 monitored exchanges during the current reporting period— a difference of 121 monitored exchanges conducted by “Parent to Parent.” Our dramatic increase is due to the court ordering monitored exchange service . . . in supervised visitation court orders. Also, our presence at the court allows us to inform and enroll individuals ordered to “Parent to Parent” immediately upon their court order, therefore, increasing client compliance and knowledge pertaining to supervised visitation and monitored exchange court orders.

—*City of South Lake Tahoe, California*

Supervised Visitation Program-funded centers work very closely with the communities that they serve. Programs are guided by collaborative advisory committees whose members are representatives from local community social service agencies, law enforcement, and the legal system.

One Supervised Visitation grantee describes the importance of community networking:

#### GRANTEE PERSPECTIVE

We have seen an increase in visitation every year since Planet Kids opened. Because of our increased community networking, judges are more likely to order supervised visitation at Planet Kids, including judges from different counties. With our participation in Missoula's coordinated community response team (JUST Response) we have created a safety net around a woman and her child, given them access to a lawyer, counseling, and safe secure lodging when needed. Our program has gained respect as a professional place for visitations and exchanges to happen in a neutral setting, while keeping families safe. This grant is truly life-saving for women and their children by enabling our visitation center to stay in operation.

—*Missoula County, Montana*

During each reporting period between July 2009 and June 2011, Supervised Visitation Program grantees and supervised visitation services provided through OVW's Tribal Governments Program provided services to an average of **2,587** families, including **3,827** children, **2,587** custodial parents and **2,563** non-custodial parents. During the 2-year period covered by this report, a total of **39,802** one-to-one visits were provided and **51,218** supervised exchanges occurred. Families were most likely to be referred to the program by a family court order (**48** percent), and to have issues of domestic violence/dating violence (**93** percent).<sup>72</sup>

## Criminal Justice Response

Sexual assault, domestic violence, dating violence, and stalking are crimes that require the criminal justice system to hold offenders accountable for their actions through investigation, arrest, and prosecution for violent offenses and through close judicial scrutiny and management of offender behavior. Each year these crimes have fatal consequences. In 2010, 1,095 women were killed by their male partners (i.e., current and former husbands and boyfriends) and 241 men were killed by their female partners (i.e., current and former wives and girlfriends) in the U. S. (Federal Bureau of Investigation, 2010). To ensure that victim safety is a paramount consideration in the development of any strategy to address these crimes, criminal justice agencies must collaborate among themselves and in meaningful partnerships with nonprofit, nongovernmental sexual assault and domestic violence programs,

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<sup>72</sup> This percentage is based only on data from the Supervised Visitation Program.

including local shelters, rape crisis centers, victim services organizations, and sexual assault and domestic violence coalitions.

## Law Enforcement

Law enforcement agencies are charged with identifying and arresting the perpetrators of sexual assault, domestic violence, dating violence, and stalking. VAWA also anticipates that law enforcement professionals will act to safeguard victims. The manner in which officers and agencies carry out these duties profoundly influences their success or failure in responding to violence against women. Success can be measured both by reduction in recidivism rates and by victim satisfaction with the assistance provided. One study found that for women victims of intimate partner violence who sought to file assault charges or who sought protection orders, contact with the justice system, whether with police or protection order courts, was associated with a reduction in the risk of reassault throughout the 2-year follow-up period of the research (Gist et al., 2001). Research also suggests that victims who had more interaction with police were more likely to pursue charges (Wright & Johnson, 2009). Victims who find police contact to be positive are more likely to call police again should violence recur (Buzawa, Hotaling, Klein, & Byrne, 1999; Buzawa et al., 1999; Davis & Maxwell, 2002; Davis & Taylor, 1997; Friday, Lord, Exum, & Hartman, 2006).

Specialized law enforcement units with dedicated staff who deal exclusively with sexual assault, domestic violence, dating violence, or stalking may produce better outcomes for victims/survivors. Specialized police domestic violence units collect evidence in a much higher percentage of cases than traditional patrol units (Friday et al., 2006). The availability of physical evidence is often crucial to the disposition of sexual assault, domestic violence, dating violence, and stalking cases. The evidence collected by specialized units is more likely to be useful for prosecution (Townsend, Hunt, Kuck, & Baxter, 2005), leading to higher rates of prosecution, conviction, and sentencing (Jolin, Feyerherm, Fountain, & Friedman, 1998). One study found that the presence of physical evidence was associated with a higher likelihood of “charging agreement” between law enforcement and prosecution in cases of sexual assault (Holleran, Beichner, & Spohn, 2010). Victims assisted by specialist domestic violence officers are more likely thereafter to engage in help-seeking and self-protection strategies than those not receiving specialized police intervention (Amendola, Slipka, Hamilton, & Whitman, 2010).

A study of police intervention in New Haven, CT, compared the frequency of repeated police intervention for domestic violence in the 12 months following an initial police intervention for two groups of victims/survivors. One group received a follow-up visit a few days after the initial law enforcement response from a police officer and a victim advocate who checked on the victim’s safety and offered services. The other group of victims/survivors received only the standard police response to a domestic violence incident. Whereas more than 40 percent of the standard-response group needed additional police intervention for domestic violence over the subsequent 12 months, only 20 percent of the police/advocate

intervention group needed such assistance in that timeframe (Casey et al., 2007). In a subsequent study, victims/survivors who received the police/advocate team intervention reported a higher rate of satisfaction with the police and were more likely to report feeling respected and safe (Stover, Berkman, Desai, & Marans, 2010).

One Arrest Program grantee reported:

**GRANTEE PERSPECTIVE**

This grant has allowed one investigator in each law enforcement agency to completely focus on domestic violence, protection orders, sexual assault, and stalking cases, which has allowed service to victims. The education that the detectives received has allowed us to establish a better rapport with victims, because the detectives now understand the dynamics that surround these crimes. The grant has allowed the detectives [the] time to take a serious look at our processes and revamp them, so they can better serve the victims and hopefully increase the abusers' accountability. The detectives now make contact with all victims and speak with them one-to-one, if possible, to help them with resources and assistance.

*—South Dakota Office of the Attorney General*

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

Coordination of policies and protocols of all sectors of the criminal justice system to facilitate swift, seamless, predictable, and effective response to domestic violence has been a hallmark endeavor of programs receiving VAWA funds under Arrest and other VAWA-funded programs. One of the most comprehensive undertakings of coordinated policy and program design across all criminal justice sectors is the *Blueprint for Safety* devised in St. Paul, MN, and now being replicated in many jurisdictions nationwide (Pence & Eng, 2010).

Strong multi-agency relationships appear to ensure effective and collaborative response to domestic violence. Multi-agency response is effective with domestic violence victims who are experiencing less severe abuse and/or who are not residing with abusers. Research suggests that recidivism rates may be lower and use of court-based and community mental health services may be higher after victims are assisted by multi-agency response teams (Stover et al., 2010).



Law enforcement partnerships with domestic violence agencies enhance victim safety. The Lethality Assessment Program (LAP) is a collaborative partnership between law enforcement, domestic violence programs, the state domestic violence coalition, and researchers. Instituted in Maryland, LAP-associated police departments use a research-based lethality assessment tool with victims of domestic violence during 911-call responses. Officer-advocate teams thereafter make home visits with victims who are assessed to be at high risk for continuing, escalated violence. The team encourages high-risk victims to pursue legal advocacy, counseling, emergency housing, health-care, and other services offered by the local domestic violence program. In 2008, in those jurisdictions using LAP, 56 percent of the victims sought the services of domestic violence programs, but in non-LAP districts, only 28 percent of the victims contacted domestic violence services after 911 police response. Maryland's intimate partner homicides declined by 41 percent over the first 4 years (2007 to 2010) of LAP (Reckdenwald & Parker, 2010). LAP was initiated with VAWA funds and has been replicated in 11 other states to date.

As illustrated by the city of Blue Springs, MO, a VAWA Arrest Program grantee:

#### GRANTEE PERSPECTIVE

[Arrest] funding partially supports a specialized domestic violence Investigator, city prosecutor, Jackson County assistant prosecutor, and Hope House court advocate. This specialized team represents a coordinated response to domestic violence in the community. They put a face to the civil and criminal justice systems for victims. The teams ensure victims are kept safe, informed about their rights and options, and know their batterers will be held accountable. Additionally, having a designated domestic violence investigator allows cases of domestic violence to be reviewed and tracked more closely, and the Hope House court advocate ensures victims involved in these cases receive the resources and support they need. When there are severe incidents of domestic violence, the domestic violence investigator and court advocate respond to the scene which provides the investigator an opportunity to speak with victims and collect evidence, both of which results in more convictions of offenders. Also, the court advocate is on hand to make sure the victim gets connected with any services she may desire.

—City of Blue Springs, Missouri

Some survivors of sexual assault report that the detailed investigation by law enforcement can make them feel further violated and can cause them to be revictimized (Madigan & Gamble, 1991). A study of sexual assault victims found that those whose cases were prosecuted felt their detectives were respectful and supportive. On the other hand, victims whose cases were not prosecuted felt that their detectives engaged in secondary victimization.

A 2010 Roundtable on sexual violence, convened by OVW, the White House Council on Women and Girls, and the White House Advisor on Violence Against Women and informed by a panel of national experts on policy, practice, and research regarding

sexual violence, concluded that there remain numerous systemic barriers impeding criminal justice intervention against sexual assailants and limiting support for victims. Most victims do not report assaults to the police, fearing skepticism, blame, and humiliation—tantamount to “secondary victimization.” The panel noted that minimization of sexual crimes by police and prosecutors deters victim disclosure in the first instance and thereafter discourages victim engagement in the criminal process. Many sexual assault victims conclude that the costs of seeking justice outweigh the benefits because of the time expended in investigation, prosecution, and trial; the trauma experienced during the criminal process; and the insignificant sanctions imposed on convicted offenders. Panelists advised that major gaps remain in data and research on sexual violence. As a consequence, research offers only limited guidance on establishing evidence-based practices for criminal justice professionals (U.S. Department of Justice, Office on Violence Against Women, White House Council on Women and Girls, & White House Advisor on Violence Against Women, 2010).

Police executives participating in the September 2011 summit of the Police Executive Research Forum (PERF) on “Improving the Police Response to Sexual Assaults,” discussed the widespread practice of “unfounding” rape cases—i.e., clearing cases merely because of an officer’s statement that she or he does not believe a crime occurred. The conclusion that a case is “unfounded” often occurs when a victim is not injured, a victim recants, there are no witnesses or corroborating physical evidence, no weapon was involved, or the officer believes the prosecutor might think the case is weak. Victim characteristics, e.g., the victim’s race, reputation, relationship to the accused, alcohol consumption, and/or apparent mental problem, may be the basis for unfounding cases. Reclassifying sexual assaults as “miscellaneous incidents” is another technique commonly used for avoiding investigation and charging sexual assault (Police Executive Research Forum, 2012). Examples of unfounding or “downgrading” were reviewed at the PERF summit. For example, from 2005 to 2009, the Los Angeles Police and Sheriff Departments disposed of 33.5 percent of the rape/attempted-rape reports through a process of “exceptional clearance” whereby no arrests were made despite sufficient evidence to support charges, arrests, and prosecution. In 2010, the Baltimore City Police Department unfounded sexual assault cases at five times the national average (Police Executive Research Forum, 2012).

Both the roundtable and the summit urged OVW to provide funding to upgrade law enforcement response in sexual assault cases to protect and restore victims and to diligently pursue accountability of sexual assault perpetrators.

VAWA 2005 gave victims/survivors of sexual assault the option of anonymous reporting. This was done by requiring states that received VAWA funding to provide forensic medical examinations to victims/survivors free of charge and without requiring cooperation with law enforcement. Some grantees report that this change has resulted in improved relationships between law enforcement, victims/survivors, and their communities. Because VAWA 2005 “emphasizes health care and evidence collection, *not* reporting to law enforcement,” victims/survivors may report a sexual assault to the police and receive medical care even if they do not wish to proceed

with a full investigation (Garcia & Henderson, 2010). Thus, more accurate information about the crime of sexual assault may be obtained. Research suggests that sexual assault victims report more often with support from social networks that serve as a link between victims and the criminal justice system. One study found that sexual assault victims are more likely to engage in investigation and prosecution if they receive care at Sexual Assault Nurse Examiner (SANE) programs (Patterson & Campbell, 2010). SANE programs are typically part of multidisciplinary partnerships between law enforcement, prosecution, and rape crisis advocates. SANE nurses provide comprehensive psychological, medical, and forensic services for sexual assault victims in hospital emergency rooms. SANE programs improve evidence collection in sexual assault cases, which builds law enforcement confidence in potential cases, leading officers to improve collection of other types of evidence. Ultimately, producing better evidence results in higher conviction/guilty-plea rates (Bulman, 2009; Campbell, Bybee, Ford, & Patterson, 2008). A longitudinal analysis of the impact of SANE programs on the progress of sexual assault prosecutions demonstrated that SANE programs significantly increased the rates of successful prosecution (Campbell, Patterson, & Bybee, 2011).

One Rural Program grantee discusses the importance of VAWA funding in changing the way that sexual assault cases are being handled:

#### **GRANTEE PERSPECTIVE**

District 26 reports that the dedicated investigator has developed a victim information packet that he provides to all victims he comes in contact with. It provides information on local victim services and other resources available to victims in the area. District 26 reports that grant funds have greatly improved the effectiveness of law enforcement in the response to victims of sexual assault: "Funds have allowed the specialized investigator to make initial contact with victims." They also report that the investigator has been able to assist other law enforcement agencies in the area, which results in quality, practical education for officers in the numerous small towns. District 26 reports a continued "marked increase in the number of cases accepted for prosecution as a direct result of the investigator position, which is funded through the Rural Grant Program." They also report an increase in resolutions of cases that had been considered "cold."

*—Oklahoma District Attorney's Council*

Stalking remains an area that needs more attention from law enforcement agencies (Klein, Salomon, Huntington, Dubois, & Lang, 2009). An examination of more than 2,500 domestic violence reports in Rhode Island for the years 2001 to 2005 revealed that for every incident the police identified as stalking, they failed to identify nearly 21 other incidents that met the definition of stalking. These other cases often involved different charges, such as breaking and entering or violation of a protective order. The study also found that the police-identified stalking cases were much more likely to have witnesses, indicating that the absence of third-party corroborating witnesses obstructs the identification of stalking cases. The failure of law enforcement to identify and charge stalking crimes is pervasive. In a study of 16

large urban counties, only 5 percent of the domestic violence suspects were charged with stalking, whereas 78 percent were charged with simple assault and 12 percent with aggravated assault (Smith, Farole, Greipp, & Reichard, 2009). Yet NISVS reported that approximately 5.2 million women and 1.2 million men were stalked in the 12 months before the survey. Of the women and men stalked at some point in their lives, 67 percent of the women and 41 percent of the men were stalked by intimate partners (Black et al., 2011).

A Rural Program grantee discusses changes in protocols that have resulted in the identification of stalking activities:

#### GRANTEE PERSPECTIVE

Through SVRT [Special Victims Response Team] protocol and weekly meetings, a series of eight police reports documenting various actions of domestic violence within a three-month period were identified as having the same victim and offender. These reports were immediately collected and compiled into an investigation for stalking. This new investigation led to an arrest warrant being issued for the crimes of stalking and domestic battery. The suspect was arrested and the case is currently in prosecution. Prior to the SVRT program, these reports would not have been identified as a course of conduct amounting to stalking, but rather, treated as individual, isolated incidents, with less chance of having led to criminal prosecutions.

—*County of Douglas, Nevada*

During the two years covered by this report, **144** VAWA grantees<sup>73</sup> (Arrest, Rural, and Tribal Governments) used funds for law enforcement activities. VAWA grantees hired an average of **95** law enforcement officers, and **82** Arrest and Rural Program grantees used funds to develop, support, and train specialized law enforcement units in each 6-month reporting period.

Between July 1, 2009, and June 30, 2011, grantees trained **93,241** law enforcement officers, and law enforcement officers in Arrest Program-funded agencies responded to **520,369** calls for assistance from sexual assault, domestic violence/dating violence, and stalking victims, arresting more than **124,968** offenders and referring **92,718** cases to prosecutors. During the most recent reporting period (January 1–June 30, 2011), **705** grantees from all grant programs included in this report engaged in coordinated community response-related meetings with law enforcement agency staff (local, state, and/or federal), and **109** grantees from the Tribal Governments, T–SASP, and Rural programs engaged in these meetings with tribal law enforcement.

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<sup>73</sup> This number represents an unduplicated count of grantees using funds for law enforcement across all four reporting periods. The same grantees may have engaged in law enforcement activities in more than one of the four reporting periods, but they have been counted only once.

## Prosecution

Prosecution of sexual assault, domestic violence, dating violence, and stalking presents numerous challenges. Prosecution too often fails because some or all of the following conditions are lacking: thorough police investigation and detailed reports, expertise on violence against women, investigators to supplement information from law enforcement, advocates supporting victims throughout the criminal legal process, reasonable caseloads, technology to enhance investigation and presentation of evidence, and resources to employ experts for evidence analysis and expert testimony.

Prosecutors without knowledge may fail to identify stalking and intimate partner sexual assault and may not devise specialized policies to guide prosecution of violence against women (Miller & Nugent, 2002). Prosecutors without resources often charge offenders with misdemeanors because felony trials are labor- and cost-intensive (Miller & Nugent, 2002). Prosecutors without staff to prosecute violations of sentencing conditions, either in judicial monitoring or probation revocation proceedings, do not vigorously seek serious sanctions (Friday et al., 2006). Funding from VAWA over the past 17 years has been instrumental in enhancing both the knowledge and resources targeted to prosecution of violence against women across the country.

Outreach to victims, coupled with the proper charging of abusers, followed by rigorous prosecution, safeguards victims/survivors and their children from further abuse and reduces overall recidivism by criminal abusers (Wooldredge & Thistlethwaite, 2005). A recent study confirms the importance of outreach to victims. Researchers found that “victim contact” with prosecutors’ offices, especially direct communication with staff, may be protective against future intimate partner violence. Victims in contact with prosecutors experienced fewer subsequent injuries, 911 incidents, and/or emergency department visits. It was not factors such as agreement with prosecution, participation in the prosecution, or even outcomes of the cases that appeared to be the critical in reducing recidivism; rather, it was the personal contacts with staff in the prosecutor’s office. Repeat intimate partner violence police incidents were reduced 30 percent when victims had direct communication with prosecutors (Rhodes, Cerulli, Kothari, Dichter, & Marcus, 2011).

One study reveals that, notwithstanding the success of prosecution and the reduction in recidivism, criminal justice practices may precipitate collateral “negative consequences for victims, including loss of privacy, feelings of confusion, and disillusionment fueled by frustration.” Researchers suggest that victims/survivors may be more inclined to participate in the criminal process if prosecutors mitigate these collateral outcomes through improved protocol and practices (Rhodes et al., 2011).

Although great variability exists in the reported rates of prosecution and conviction for intimate partner violence, prosecution of domestic violence crimes has increased

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

The strength of the preliminary evidence available to a prosecutor often determines the charging decision in sexual assault, domestic violence, and stalking cases (Beichner & Spohn, 2005; Holleran et al., 2010; Spohn & Holleran, 2004). Because of the reluctance of many domestic violence victims/survivors to proceed with prosecution and the rate of recantation in these cases, prosecutors across the country adopted evidence-based prosecution strategies that rely heavily on investigation by law enforcement to compile evidence from 911 calls, physical and medical evidence, excited utterances of victims, statements against interest/admissions by defendants, interviews of witnesses, and documentary and other corroborative evidence. Practitioners report that when police carefully develop evidence, prosecutors are often able to prevail during plea deliberations or at trial without victim testimony or cooperation (Gwinn, 2010; Pence & Eng, 2010). The impact of concerted efforts in evidence collection is reflected in the Blueprint for Safety collaboration in St. Paul, Minnesota, which originated from a Safety Audit funded by VAWA (Pence & Eng, 2010). For example, in St. Paul, MN as of April 2012, domestic assault report-writing was up 17 percent; the number of cases investigated was up 17 percent; charges in gone-on-arrival cases were filed in approximately 8 days, down from 80; and the number of protection order violations that qualify for enhanced charges quadrupled. (Tilly, J., personal communication, 2012)

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

On the other hand, not all cases of violence against women are equally likely to be prosecuted. Prosecution of sexual assault and intimate partner stalking is infrequent. When police can produce substantial evidence, e.g. witnesses, video or audio recordings, signs of struggle, multiple victims, and DNA evidence, prosecutors are much more likely to charge sex crimes (Spohn & Tellis, 2012). Extra-legal factors frequently influence charging decisions. Several studies have revealed that instead of focusing on the evidence in the case, prosecutors may focus on the victim/survivor's behavior, demographics, criminal history, reputation, and character when making the decision to move forward with prosecution (Spohn & Holleran, 2004). In general, prosecutors are hesitant to file charges when the victim/survivor's credibility is in question (Holleran et al., 2010). Extra-legal information becomes important in assessing "convictability" when evidence is limited (Rosay, Wood, Rivera, Postle, & TePas, 2011). As a consequence, prosecutors

dismiss or downgrade many sexual assault cases (Police Executive Research Forum, 2012; U.S. Department of Justice, Office on Violence Against Women et al., 2010). These practices produce less than satisfactory outcomes for victims/survivors of crimes of sexual assault.

An Arrest Program grantee discusses the importance of training in shifting the perspectives of prosecutors who are prosecuting sexual assault cases:

#### GRANTEE PERSPECTIVE

Arrest Program funding has allowed us to develop and implement a statewide SANE/SART training project that there would otherwise have been no funding to do. The entire project is significantly shifting the way state attorneys offices think about forensic evidence and its presentation during trial. And, in some communities where there were not enough SANEs because state attorneys offices would accept only evidence collected by advanced registered nurse practitioners and/or M.D.s, SANE-trained R.N.s are now utilized and on-call coverage for forensic examinations is sufficient for the prosecutors.

—*Florida Department of Children and Families*

Also challenging for law enforcement and prosecutors alike is the crime of stalking. Much stalking conduct reported to law enforcement is not prosecuted. In one study, only 36 percent of stalking cases reported to law enforcement were prosecuted. Further, ex-partner stalkers were more persistent and dangerous than stranger stalkers, but less likely to be convicted of an offense (Sheridan & Davies, 2001). Similar results were found in the National Violence Against Women Survey, which showed a prosecution rate of 24 percent for stalking cases with female victims/survivors who reported stalking to law enforcement. Survey participants reported that 54 percent of stalkers who had charges filed against them were convicted, and 63 percent of those convicted were incarcerated (Tjaden & Thoennes, 1998). A study exploring the factors prosecutors consider when deciding to charge for violation of civil protection orders issued on behalf of partner-victims isolated the following factors as significant to charging: solid corroborative evidence, perpetrator history of domestic violence or other criminal conduct, negative perpetrator demeanor, victim credibility, severity of incident, victim cooperation, and local politics (Logan & Walker, 2009b).

Stalkers are often charged with a wide variety of crimes other than stalking, e.g., harassment, menacing or threatening, vandalism, trespassing, breaking and entering, robbery, disorderly conduct, intimidation, and simple and aggravated assault (Tjaden & Thoennes, 1998). An analysis of 390 persons charged with the criminal offense of stalking in one year in one state found that the most common outcome of prosecution of stalking charges was dismissal (56.6 percent) or amendment (19.4 percent). Felony stalking cases were often reduced to a lesser offense such as misdemeanor stalking, terroristic threatening, or violation of a protection order. Misdemeanor stalking charges were often amended to terroristic threatening, menacing, or disorderly conduct. In the end, only 19.9 percent of the

arrested stalkers were actually convicted of stalking (Jordan, Logan, Walker, & Nigoff, 2003).

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

Vertical prosecution facilitates increased conviction rates, as described by an Arrest Program grantee:

**GRANTEE PERSPECTIVE**

Arrest Program funding has enabled [the] Queens County District Attorney to establish a Domestic Violence Bureau—fully staffed with 15 assistant district attorneys (ADA) and three paralegals that are dedicated solely to the prosecution of domestic violence cases. Cases within the bureau are vertically prosecuted, with one ADA handling a case from case inception through disposition. Vertical prosecution has reduced the need for multiple interviews of victims and the reassignment of cases from one ADA to another. As a result, we have significantly increased conviction rates and have reduced dismissal rates.

*—Queens County Office of the Borough President, New York*

As described by another Arrest Program grantee, this funding has been crucial in providing more time for the prosecutors to devote to their cases from start to finish:

**GRANTEE PERSPECTIVE**

The funds provided by [the] Arrest Program have allowed us to partially support two full-time prosecutors dedicated to our Domestic Violence/Sexual Assault Unit. By allowing these attorneys to focus solely on this particular area of criminal prosecution, they are able to develop the necessary skills and expertise to successfully prosecute these cases. The additional prosecutors supported by the grant also make it possible for each of the attorneys to take the case from its inception and follow it through arraignment, bail hearings, pre-trial conferences to a trial or disposition. This ensures not only that the victims have one, steady presence through the proceedings but also leads to greater accountability from the defendants. Finally, having the additional personnel allows members of the unit to participate in specialized trainings, both receiving it and providing it. Staying current on legal issues pertinent to this particular area of law and then sharing [the knowledge] with members of local law enforcement increases our effectiveness in fighting incidents of domestic violence.

*—Rhode Island Public Safety Grant Administration Office*



VAWA also supports initiatives that develop or enhance services specifically for sexual assault victims/survivors, such as dedicated counselors or therapists who have a specific expertise in providing long-term therapy and support for sexual assault victims/survivors, advocates who respond to and accompany a sexual assault victim/survivor at a health care facility during a medical forensic examination, and trained SANEs and SAFEs to conduct medical forensic examinations for sexual assault victims/survivors. An evaluation of SANE programs in one rural jurisdiction revealed statistically significant increases in prosecution and conviction rates: the proportion of cases referred to prosecutors but not prosecuted declined and cases resulting in guilty pleas or trial convictions increased (Bulman, 2009; Campbell et al., 2008).

During the 2-year report period, VAWA funds trained **7,616** SANEs/SAFEs. Grantees report that detailed examinations that include a standard rape kit, pictures of evidence/injuries, and documentation greatly increase the prosecutor's ability to charge and arrest an offender. Data reported by Arrest Program-funded prosecution offices between July 1, 2009 and June 30, 2011, showed a conviction rate<sup>74</sup> of **77** percent for sexual assault cases.

VAWA grant programs promote development and improvement of effective prosecution strategies to address sexual assault, domestic violence, dating violence, and stalking. During the two years covered by this report, **136** VAWA grantees<sup>75</sup> funded prosecution activities. VAWA grantees hired an average of **72** prosecutors; and **76** Arrest and Rural grantees, on average, used funds to develop, support, and/or train specialized prosecution units in each 6-month reporting period.

Between July 1, 2009, and June 30, 2011, VAWA grantees trained **17,519** prosecutors. A total of **225,252** cases of sexual assault, domestic violence, dating violence, and stalking were referred to Arrest Program-funded prosecutors; **78** percent of the cases were accepted for prosecution. From July, 2009 through June, 2011, **162,584** cases were disposed of by Arrest Program-funded prosecutors, with **94,474** of those cases resulting in convictions.<sup>76</sup>

## Courts

Successful and effective prosecution of domestic violence is augmented in jurisdictions where courts have consolidated domestic violence calendars and courts with increased pre-trial and post-conviction monitored supervision of defendants (Harrell et al., 2006). There are more than 130 specialized domestic violence courts in 27 states in the United States (Labriola, Bradley, O'Sullivan, Rempel, & Moore, 2009). The majority of the specialized or integrated domestic violence courts are

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<sup>74</sup> Convictions include cases of deferred adjudication.

<sup>75</sup> This number represents an unduplicated count of grantees using funds for prosecution across all four reporting periods. The same grantees may have engaged in prosecution activities in more than one of the four reporting periods, but they have been counted only once.

<sup>76</sup> Convictions include cases of deferred adjudication.

located in New York, California, Florida, Michigan, and North Carolina. Most states also have courts with specialized domestic violence dockets in criminal and civil protection order cases in most states (Klein, 2009).

Although there is great diversity in domestic violence court models and practices, several studies in jurisdictions across the country have identified key areas of processing and services for domestic violence cases that are essential to managing specialized courts effectively. One study of 106 jurisdictions with specialized domestic violence courts found that 70 percent shared the following key practices and processes essential to effective management of specialized courts: 1) effective management of domestic violence cases, coordinating the cases involving the relevant parties, and integrating information for the court; 2) specialized intake and court staffing for domestic violence cases; 3) improved victim access, expedited hearings, and assistance for victims/survivors by court staff, often aided by related, specialized, vertical domestic violence prosecution units; 4) court processes to ensure victims/survivors' safety, from metal detectors and separate waiting rooms to special orders and victim referrals; 5) increased court monitoring and enforcement of batterer compliance with court orders, often supervised by related specialized probation units; 6) consideration of children involved in domestic violence; and 7) enhanced domestic violence training for judges (Keilitz, 2004).

Other studies have examined the importance and effectiveness of elements similar to those identified in the Keilitz study, such as expedited processing of domestic violence cases, including accessible, efficient, and timely systems for disposition of civil and criminal cases (Klein, 2009; Logan, 2006); enhanced access to information from diverse court dockets and court databases (Hulse, 2010); clerical assistance for litigants, readily available translator services, court accompaniment by advocates, childcare for children of victims, access to law libraries, expedited proceedings, and respectful judges and court personnel (Bell, Perez, Goodman, & Dutton, 2011; Ptacek, 1999); court and judicial resources to monitor batterer compliance with court orders and enforcing those orders with victim input to promote victim safety (Gondolf, 2002); certification and education of guardians ad litem and custody evaluators on domestic violence issues (Dalton, Drozd, & Wong, 2006); and judges' sensitivity to the needs of domestic violence victims and an understanding of the dynamics of domestic violence (Bell et al., 2011; Klein, 2009; Labriola et al., 2009; Ptacek, 1999).

Domestic violence courts appear to process cases more efficiently (Peterson & Dixon, 2005). Specialized domestic violence courts may increase both offender compliance with court-ordered conditions and impose enhanced penalties for noncompliance (Klein, 2009; Harrell et al., 2006; Newmark, Rempel, Diffily, & Kane, 2001).

A study of the Milwaukee Judicial Oversight Demonstration Initiative (JODI) domestic violence court found that domestic violence probationers were half as likely to recidivate as domestic violence offenders on probation prior to the reform. Re-arrest for violence dropped from 8 percent to 4.2 percent. The average number of new arrests for all crimes also dropped significantly. JODI employed pre-trial

court monitoring of domestic violence offenders; those violating bail conditions were confined to short terms of incarceration. Pre-trial incarceration for noncompliance was associated with the increase in post-conviction compliance (Harrell et al., 2006). Similar reductions in recidivism rates occurred at the JODI domestic violence court in Dorchester, MA (Harrell, Castro, Newmark, & Visher, 2007). JODI domestic violence courts were special initiatives funded by VAWA.

Rates of conviction are higher and dismissals are lower in many specialized domestic violence courts (Davis, Smith, & Rabbit, 2001; Harrell et al., 2006; Klein, 2009; Newmark et al., 2001). In Cook County, IL, for example, the conviction rate in the four misdemeanor domestic violence courts was 73 percent, compared to 22.9 percent in general criminal courts. Victim participation in the criminal process in the misdemeanor domestic violence courts was at a rate of 73 percent, compared with 40 percent in general courts. Specialized courts were also more likely to impose a sentence of incarceration for high risk abusers:<sup>77</sup> 31.3 percent in the specialized courts compared to 6.7 percent in general criminal courts (Hartley & Frohmann, 2003).

Other specialized domestic violence courts experienced small but significant reductions in recidivism (Goldkamp, Weiland, Collins, & White, 1996; Gover, Macdonald, & Alpert, 2003), including the San Diego Superior Court, where re-arrests dropped during one year from 21 to 14 percent (San Diego Superior Court, 2000). The JODI domestic violence court and probation programs in Massachusetts were most effective with 18- to 29-year-old offenders with 7 or more prior arrests (Harrell et al., 2007), a population otherwise among the most likely to reabuse and be arrested for nondomestic violence offenses (Friday, Lord, Exum, & Hartman, 2006; Klein, 2009); Klein, Wilson, Crowe, & DeMichele, 2005; Macmillan & Kruttschnitt, 2005; Puffett & Gavin, 2004; Rempel, Labriola, & Davis, 2008; Ventura & Davis, 2004; Wordes, 2000).

In a study of the Domestic Violence Intake Center (DVIC) in Washington, DC, victims who reported that the court experience was empowering added that the criminal court process increased their quality of life and reduced depression and fear (Cattaneo & Goodman, 2010). A positive court experience also appears to increase the numbers of victims/survivors who state that they would use the criminal justice system in the future should they again be battered (Belknap & Sullivan, 2002; Cattaneo & Goodman, 2010; Zweig & Burt, 2003). Similarly, a study of victims' perceptions of safety and well-being related to pre-trial monitoring and the domestic violence liaison program at Milwaukee's JODI revealed an increased sense of happiness or hopefulness and a decreased sense of danger or fear of harm from domestic violence (Milner & Gotzler, 2005). Another study found that 75 percent of victims declared they would be more likely to report future violence if a domestic violence court were available to them (Smith, Davis, Nickles, & Davies, 2001).

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<sup>77</sup> "High risk" abusers in this study were those with a history of domestic violence, including the following: injury inflicted to the victim/survivor, the use of weapons with threats, and/or domestic battery accompanied by threats.

One of the reasons victims prefer domestic violence courts may be the court's linkage with increased victim services and advocacy referrals (Bell et al., 2011; Harrell et al., 2007; Henning & Klesges, 1999; Newmark et al., 2001). The District of Columbia Domestic Violence Court, which provides victims with resources and referrals to service, found an increase in the rate of civil protection order retention when victims were offered on-site assistance; retention increased from 40 to 55 percent (Steketee, Levey, & Keilitz, 2000).

A critical element in the success of specialized courts appears to be the involvement of all parts of the justice system, working together to examine the system's response to sexual and domestic violence. One of the important features of integrated domestic violence courts is enhanced access to information from diverse court dockets and court databases (Hulse, 2010). Domestic violence courts typically promote cooperation between the courts, other criminal justice agencies, and community programs through coordinated community response initiatives (See "Coordinated Community Response", page 18.)

A civil protection order is a main remedy available in domestic violence court. Research shows a protection order can help significantly reduce or stop, as well as prevent future violence (Keilitz, Hannaford, & Efke, 1997; Logan et al., 2009). One study found that protection orders were more effective than pressing criminal charges (Gist et al., 2001). However, research also shows that protection orders are not always effective. A recent study involving Kentucky women found that approximately half experienced a protective order violation within 6 months. At the same time, the study's authors found that protection orders reduced the severity of the violence and made women less afraid of future violence. Stalking and staying in the relationship were conditions that best predicted a protective order violation. Approximately half of the women who were stalked prior to a protective order were also stalked after it was issued (Logan & Walker, 2010).

VAWA-funded court programs often include specialized staff who provide the court with detailed additional information about the offenders being monitored, to increase victim safety and confidence in the judicial system.

One Rural Program grantee reported:

**GRANTEE PERSPECTIVE**

The accountability of the defendant has improved dramatically. We cannot begin to express how much safer victims are during the few days after an arrest. Defendants are held in custody until arraignments and a release agreement can be made. With the assistance of the advocates, domestic violence court, special investigator, and the full-time parole and probation officer assigned only to domestic violence cases, victims are feeling more confident in reporting the abuse because they now understand that the abuser will not be returning home in a couple [of] hours, or even days, or weeks, until the defendant has complied with some court orders and attended some batterer intervention classes.

*—County of Linn, Oregon*

An Arrest Program grantee remarked on the importance of integrating criminal and family cases:

**GRANTEE PERSPECTIVE**

The Integrated Domestic Violence (IDV) Court serves families with overlapping criminal and family cases where the underlying issue is domestic violence. Prior to grant funding and the establishment of the IDV Court, litigants had to face different judges in different courts, leading to inconsistent orders of protection, potential further victimization of the victim, and a lack of offender accountability. Grant funding enabled the IDV to hire a resource coordinator who assists the court in monitoring defendants and enhancing accountability.

*—New York State Unified Court System*

A Tribal Governments Program grantee describes the critical and unique changes that have occurred as a direct result of VAWA funding. Initial funding from an LAV Program grant facilitated changes starting with the Tribal Code:

### GRANTEE PERSPECTIVE

The Cherokee Tribal Court opened its doors in 1980 and initially adopted the North Carolina domestic violence code in effect at that time. It was the first domestic violence code that the State of North Carolina had adopted, and it was lacking in many respects. Over the years, the Cherokee Tribal Council would enact legislation that would update the Tribal Code in response to North Carolina legislation. The problem was that the Tribal Code was always lagging behind the new statutes that North Carolina was enacting. This all changed in 2001 when the first OVW grant for legal assistance to victims was granted to the Eastern Band. Due to the efforts of our legal staff and the staff of our grant partners, the Tribal Council [enacted] its own domestic violence code which was not unlike the North Carolina code . . . .

Since the first enactment of this code, there have been a number of revisions that have made this code even stronger. One factor is the speed with which legislation can get passed by the Tribal Council in comparison to the time it takes to get law passed in the North Carolina legislature. . . .

The Native American victims of domestic violence will continue to benefit from this progressive domestic violence code long after the OVW funding ends. The Cherokee Tribal Court calendar provides for two domestic violence calendaring days each month that is only for domestic violence related cases. This is a rather new development which is a direct result of the OVW funding. The Court saw a need to segregate these cases and to allow for separate court time to deal exclusively with domestic violence related issues. These separate court sessions are something that we have sought after in State Court so far unsuccessfully and we are very thankful that the Cherokee Court has seen a need for exclusive domestic violence sessions and this has been a direct result of the OVW funding which has allowed us to increase Court activity regarding issues of domestic violence.

Both civil cases pursuant to OVW funding and related criminal cases are heard during the domestic violence court sessions that the Cherokee Tribal Court conducts. Having the criminal cases adjudicated at the same session of court when the civil cases are heard, has made the process far less painful for victims. Victims only have to attend court once in order for both the civil and criminal cases to be heard and disposed of. This has had a major impact on the way these cases are adjudicated.

*– Eastern Band of Cherokee Indians*

During the 4 reporting periods covered by this report, **36** VAWA grantees<sup>78</sup> funded court activities. Between July 1, 2009 and June 30, 2011, VAWA grantees trained **17,770** court personnel and used funds to support an average of **35** specialized courts. Arrest Program funds handled **21,535** sexual assault, domestic violence/dating violence, stalking, and/or related cases, almost half of which were

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<sup>78</sup> This number represents an unduplicated count of grantees using funds for court activities across all four reporting periods. The same grantees may have engaged in court activities in more than one of the four reporting periods, but they have been counted only once.

domestic violence/dating violence misdemeanors; **64** percent of the charges disposed of resulted in convictions.<sup>79</sup>

These Arrest Program-funded court programs engaged in judicial monitoring of **15,493** offenders and conducted **31,120** individual review hearings. During the most recent reporting period (January 1–June 30, 2011), **533** grantees from all grant programs included in this report engaged in CCR-related meetings with local, state, and federal courts; and **132** grantees from the Tribal Governments, T–SASP, and Rural programs engaged in these meetings with tribal courts.

## Probation

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

Research on domestic violence cases suggests that effective probation supervision of domestic violence perpetrators requires several components:

First, the supervision must be victim-focused, providing confidential services to enhance victim/survivor protection and restitution. To do so, periodic probation officer contact and communication with victims/survivors are essential. When first in contact with the victim, the probation officer should disclose any limitations in the agency’s confidentiality policies. The office must keep victim/survivor location and contact information confidential and should not share information provided by the victim with the offender or the offender’s attorney (Crowe et al., 2009). Outreach to victims requires a paradigm shift away from traditional approaches to probation, which tend to focus exclusively on offender accountability (Klein & Crowe, 2008; Klein et al., 2005).

Second, probation officers must strictly monitor all probationary conditions, not just attendance and compliance with the rules of assigned batterer intervention programs (BIPs). BIPs, particularly those embedded in a criminal justice response system that compels compliance with mandates for participation and imposes swift sanctions for noncompliance, appear to de-escalate reassault and other abuse (Gondolf, 2004). Abusers who are unwilling or unable to complete these programs are significantly more likely to reabuse than those who complete them (Gondolf, 2012; Puffett & Gavin, 2004; Gordon & Moriarty, 2003). By closely monitoring compliance with state and federal firearms prohibitions; curfew, BIP and/or treatment program attendance; and other conditions on release or probation, probation officers can schedule noncompliant abusers for judicial review hearings to

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<sup>79</sup> Convictions include cases of deferred adjudication.

seek probation modification or revocation (Crowe et al., 2009; Klein, 2006; Harrell et al., 2006).

Third, specially trained probation officers typically provide intensive supervision of abusers that may include periodic, scheduled, or unscheduled office, home, or work visits and drug/alcohol testing (Crowe et al., 2009; Klein, 2009).

Specialized officers with reduced caseloads are able to better manage cases, thereby improving probation outcomes (Kuck Jalbert et al., 2011). Specialized domestic violence probation programs in Rhode Island reported significantly reduced recidivism in their probationers compared with traditionally supervised domestic violence probationers, but only for lower-risk abusers (Klein et al., 2005). Among probationers with limited prior criminal histories, who had not previously been sentenced to probation for domestic violence, the recidivism rate over a 1-year period for reabuse and all other crimes was 46 percent for those in specialized probation, compared with 60 percent for those minimally supervised in mixed caseloads by regular, non-specialized probation officers (Klein et al., 2005).

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

Stalking presents unique challenges for the criminal justice system. One study found that victims were likely to contact criminal justice system personnel when the frequency of stalking increased, but the stalking did not decrease significantly thereafter (Cattaneo, Cho, & Botuck, 2011). Stalkers often continue their crimes after having been charged, prosecuted, convicted, and released. Research indicates a recidivism rate of approximately 60 percent (Mohandie, Meloy, McGowan, & Williams, 2006).

In Hawaii, a probation deterrence program that imposes swift, certain, and proportionate consequences on probationers who violate the terms of their probation has achieved significant success. After one year, probationers in the Hawaii program (when compared with probationers in a control group) were 55 percent less likely to be arrested for new crimes, 72 percent less likely to use drugs, 61 percent less likely to skip an appointment with a supervisory officer, and 53 percent less likely to have their probation revoked (McEvoy, 2012).

Three Arrest Program grantees have been able to achieve encouraging results with their dedicated probation officers. They describe below how, in these specialized units, they are able to provide more intensive supervision through increased contacts with the probationer and collaterals.



**GRANTEE PERSPECTIVE**

Arrest funding has allowed the county to reduce the caseload of specialized domestic violence agents, enabling closer supervision of this highly volatile population. Some of these defendants are supervised by GPS electronic monitoring to allow agents to track movements. This has proven valuable in bond revocation cases. Grant funding has expanded the specialized unit, reduced the caseload, and is directly responsible for the fact that there have been no injuries of victims by offenders under pre-trial supervision.

*—Montgomery County, Maryland*

**GRANTEE PERSPECTIVE**

Both the DV [domestic violence] pre-trial case manager and the specialized probation officer conduct home visits to monitor compliance with conditions of release and [provide] a higher level of supervision than would be possible without the dedicated funding. The more intensive supervision also allows the officers to be more proactive in their supervision and make more collateral contacts. Their specialized positions further allow both of these officers to attend policy meetings and judicial monitoring sessions to develop stronger relationships and better communication with project partners.

*—Cumberland County, Maine*

**GRANTEE PERSPECTIVE**

Funding has allowed a probation officer to conduct intensive supervision to ensure offenders are held accountable for their behavior. Because the caseload of the probation officer is smaller than normal probation caseloads, this grant allows the probation officer the opportunity to contact a greater number of victims of domestic violence and to aid them in getting the services they need. This probation officer can further support the victim's efforts to enforce the protective order and ensure victim safety.

*—Contra Costa County, California*

In Macon County, IL, an Arrest Program grantee discusses the preliminary successes of a new diversion program for domestic violence offenders:

### GRANTEE PERSPECTIVE

Our biggest accomplishment has been the success of the new Domestic Violence Prevention Program (DVPP). The DVPP is a diversionary program geared towards educating first-time domestic violence offenders about the cycle of violence in a fashion that holds them accountable for their actions. This program has been implemented as a direct result of funding from the Arrest grant. To date, 156 defendants have been ordered into the DVPP, with only two violating out for new domestic violence offenses. All participants are asked to give feedback after every session they attend. The response from the participants has been phenomenal. Their feedback clearly shows that they are at least paying attention to the information they are given. For some, this is the first time that they have been taught that certain behaviors are illegal, socially unacceptable, and have serious consequences. Most were unaware of how domestic violence and other controlling behaviors affect children who are present when it occurs.

—*Macon County, Illinois*

During the two years covered by this report, **61** VAWA grantees<sup>80</sup> funded probation activities. VAWA grantees hired an average of **38** probation officers and an average of **41** Arrest and Rural Program grantees used funds to develop, support, and/or train specialized probation units during each 6-month reporting period. Between July 1, 2009, and June 30, 2011, VAWA grantees trained **12,303** corrections personnel, including probation and parole officers, correctional facilities staff, and other offender monitors. During the same 2-year reporting period, Arrest Program-funded probation agencies had **262,692** contacts with offenders and **38,515** contacts with victims/survivors. They disposed of **11,653** probation violations, of which **3,052** resulted in probation revocation and incarceration and **2,964** resulted in partial revocation.

## Historically Underserved and Other Vulnerable Populations

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

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<sup>80</sup> This number represents an unduplicated count of grantees using funds for probation across all four reporting periods. The same grantees may have engaged in probation activities in more than one of the four reporting periods, but they have been counted only once.

American Indians and Alaska Natives, immigrants and refugees, women with disabilities, older women, children and young people, the lesbian, gay, bisexual, and transgender (LGBT) population, and women living in rural areas are all groups who experience higher rates of victimization and often face unique challenges and barriers to receiving assistance and support to address victimization.

In response to these problems, Congress authorized VAWA funding for assistance for these historically underserved victims/survivors and the unique challenges they face. In each 6-month reporting period with all grantees reporting, VAWA grantees served the following victims/survivors from the groups discussed in this section of the report (numbers presented are averages per reporting period)<sup>81</sup>: **10,355** victims/survivors who were reported in the category of American Indian and Alaska Native, **3,850** victims/survivors who were 60 or older, **5,507** victims/survivors who were children and youth (infancy to age 17), **7,346** victims/survivors with disabilities, **17,126** victims/survivors with limited English proficiency, **16,979** victims/survivors who were immigrants, refugees, or asylum seekers; **20** victims/survivors who were lesbian, gay, bisexual, transgender, or intersex<sup>82</sup>; and **37,765** victims/survivors living in rural areas.

## American Indians and Alaska Natives

American Indians (AI) are a diverse people, represented by 566 federally recognized tribes, of which 229 are Alaska Native (AN) villages, with an estimated combined population of 2.9 million—an 18 percent increase since 2000 (Norris, Vines, & Hoefel, 2012). Populations vary widely, from a small number per tribe to thousands of members (Barrios & Egan, 2002). Each tribe embodies distinctive history, geographic location, language, socioeconomic conditions, and traditional spiritual and cultural practices (Hamby, 2000). Approximately 67 percent of AI/AN people live outside tribal lands; about 60 percent live in metropolitan areas, and just under 10 percent live in large urban centers (Norris et al., 2012).

AI/AN women report higher rates of intimate partner violence than women from any other ethnic or racial background (Black et al., 2011). For the most part, the existing research relies on survey participants to self-identify as Native American, American Indian, or Alaska Native and includes individuals who may or may not be enrolled in a federally-recognized Indian tribe. As a result, accurate lifetime prevalence rates for tribally-enrolled populations within or between American

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<sup>81</sup> Victims/survivors were reported in all race/ethnicity categories that applied, but were only reported once in each of the categories.

<sup>82</sup> Although all grant programs that serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking may serve victims/survivors who identify as gay, lesbian, bisexual, transgender or intersex, only the Youth Services Program captures the numbers of victims/survivors served in this category. Further, because of the process of developing the reporting forms, the Youth Services Program began reporting data only in the last two reporting periods: (July–December 2010 and January–June 2011).

Indian groups do not exist (Chester, Robin, Koss, Lopez, & Goldman, 1994; Evans-Campbell, Lindhorst, Huang, & Walters, 2006; Jones, 2007).

In an effort to address this lack, VAWA 2005 called for the National Institute of Justice (NIJ) to conduct "a national baseline study to examine violence against Indian women in Indian country." Using funds appropriated for purposes consistent with this authority, and in consultation with OVW, NIJ is implementing a research program that is collecting information on violence against Indian women in Indian country and in Alaska Native communities, focusing on sexual assault, domestic violence, dating violence, stalking, and murder. Once fully implemented, this program will be the first national effort to gather information from enrolled AI/AN tribal members in Indian country and in Alaska Native communities. A team of AI/AN research and evaluation experts has been hired to manage the study's outreach plan, including the implementation of a draft survey instrument that was developed and approved by the Office of Management and Budget in November 2011. The Violence Against Indian Women (VAIW) pilot study was specifically designed with input from tribal stakeholders to ensure that the proposed national survey would be culturally and community-appropriate and respectful of those who will participate in the study, and that the information it collected would be relevant and helpful. The VAIW pilot study was conducted in several tribal communities in late 2011 and early 2012. The next phase of this program will begin at the end of 2012, contingent on the availability of funding.

NISVS revealed that rates of domestic violence varied significantly by race; rates among American Indian women are much higher (45.9 percent) than rates among African American (40.9 percent), Hispanic (35.2 percent) and white women (31.7 percent) (Black et al., 2011). A study conducted with 1,368 American Indian women from 6 tribal nations found that nearly half of the women had reported physical assault, and 80 percent of those reporting assault also reported that the assault had been committed by an intimate partner (Yuan, Koss, Polacca, & Goldman, 2006). A survey of American Indian women between the ages of 18 and 77 found that 65 percent had experienced some form of interpersonal violence, with 40 percent reporting a history of domestic violence (Evans-Campbell et al., 2006). A survey mirroring the National Violence Against Women Survey, administered to Athabaskan women in Alaska, found that nearly two-thirds had experienced domestic violence at some point in their adult life (Wood & Magen, 2009). Further, a study examining the relationship between adverse childhood experiences and high-risk behaviors among incarcerated American Indian women in New Mexico found that almost half of the 36 participants had been sexually or physically abused by a family member or loved one, and 83 percent had experienced one or more forms of intimate partner violence as adults (DeRavello, Abeita, & Brown, 2008). Finally, an evaluation of a program serving 7 tribes in San Diego County revealed that both the social service providers and the consumers of services at the health clinic estimated the prevalence rate of domestic violence to be between 80 and 90 percent (Jones, 2007).

As startling as the rates of domestic violence against AI/AN women are, the rates of sexual abuse are even more dramatic and are reported to be the highest in the

nation (Luna-Firebaugh, 2006). According to data from the NISVS, more than a quarter of women who self-identified as AI/AN reported being raped at some point in their lives (Black et al., 2011).

The National Violence Against Women (NVAW) Survey found that 65 percent of AI women reported experiencing rape or physical violence, a rate 2 times that of African-Americans, 2.5 times that of whites, and 4.5 times that of Asian Americans. AI and AN women are also more likely to suffer physical injuries in addition to the sexual assault (50 percent) than are non-Native women (30 percent) (Tjaden & Thoennes, 2006).

Revictimization rates are also considerably higher among AI/AN women when compared with non-Native women. A 2009 study that examined revictimization in 555 non-Native female adult sexual assault victims revealed that more than half of them had an unwanted sexual experience in the year between the administration of the survey (Ullman, Najdowski, & Filipas, 2009). A study of the victimization experiences of 334 American Indian women in substance abuse treatment centers in California found that 77 percent of participants reported multiple incidents of sexual abuse (Saylor & Daliparthi, 2006).

Efforts to protect these victims/survivors are complicated because many live in isolated communities with limited or no access to telephones, transportation, or emergency services, and limited criminal justice and legal assistance resources. Getting to or receiving services can often be tremendously challenging. The Navajo Nation, for example, is the largest Indian reservation in the United States, stretching into portions of three states—Arizona, New Mexico, and Utah. This area encompasses 16.2 million acres of land and has a population of approximately 157,716 American Indians. Transportation is one of the biggest challenges. At certain times of the year, many roads on the reservation are impassable (Office on Violence Against Women, 2007).

In an effort to address this isolation, Sexual Assault Forensic Examinations, Services, Training, Advocacy, and Resources (SAFESTAR), a community-based response to sexual victimization funded with a VAWA Tribal Governments grant, provides victims with sexual assault resources they could not otherwise access because they lack healthcare, safety, and justice resources. SAFESTAR is “a unique model of care that draws upon the strength and resilience of Indigenous women to put an end to sexual violence and to provide compassionate, holistic care for women and teen victims” (Southwest Center for Law and Policy, 2011). Women who are respected members in the community are encouraged to come forward and receive 40 hours of intensive training that will qualify them to provide emergency first aid, health-care referrals, ongoing support, and forensic examinations to sexual assault victims. This project is currently implemented by the Southwest Center for Law and Policy.

The matter of jurisdiction in Indian country can often pose a significant barrier. Determining the appropriate agency to respond to an incident on tribal lands can be extremely complex. In many areas there is an overlap of jurisdiction between tribes and the federal government. It is concurrent for some matters, and it is either tribal

or federal in others. Confusion over jurisdiction can result in serious delays in responding to crimes or, worse, in no response at all. Given these complexities, the availability of a dedicated victim advocate can make a tremendous difference in the lives of victims, as illustrated below:

**GRANTEE PERSPECTIVE**

Prior to receiving the Tribal Governments Program funding, there were no domestic violence, sexual assault, stalking, or dating violence victim services locally. Victims/survivors had to leave the local area to receive any kind of services. The local police departments handled all of the victim advocacy interactions. There were no advocates for the victims. This funding has allowed the Pawnee Nation to establish a supportive presence in the area. During the first six months of receiving the funding, there were only a few victims that came forward to receive information or assistance. In the last six months, there have been 24 clients seeking services from this program. We are able to provide services that were nonexistent in the community until we received funding. These services include but aren't limited to: crisis intervention, safety planning, transportation to a shelter, [assistance] with protective orders, and referrals to services that we have established [through] collaborative agreements.

*—Pawnee Nation of Oklahoma*

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

**GRANTEE PERSPECTIVE**

Our traditional American Indian counseling has brought in victims who then are able to access mainstream resources through advocacy. In the past year, over 100 families have accessed our services for the first time. Because of our holistic approach, Navajo Nation social services, courts and judges as well as service agencies throughout the Navajo Nation are referring victims on a weekly, sometimes daily, basis. We encourage American Indians in our service area to confidently use their own culture and language in tandem with Western services to advocate for victims and bring balance and Hozhó (Joy) back into their lives.

*—Gentle Ironhawk Shelter*

The Tribal Governments Program provides funds to tribes to develop and implement governmental strategies to curtail violence against women. This funding has expanded on funding previously provided through the STOP Violence Against Indian Women (STOP VAIW) Program which served originally as the impetus for significant changes in how tribal communities respond to the victimization of AI/AN women. The Tribal Governments Program funding now gives tribal governments the flexibility to develop solutions appropriate for their communities. A compelling

illustration of the profound need for this VAWA funding is provided by the Fort Peck Assiniboine and Sioux Tribe, which reported the following:

#### GRANTEE PERSPECTIVE

In this report period, the Fort Peck Tribes issued a State of Emergency due to the escalating suicide completions and attempts, including suicide ideation. The youngest [victim] was a 12-year-old girl, the oldest was 47. Total suicide calls into the 911 system were 147 calls from the reservation communities between April 2009 and April 2010 (from 911 center law enforcement report to the communities). The Fort Peck Tribal Executive Board mandated all service provider agencies to attend suicide training, titled ASIST, with trainers from the University of Montana. As the project compared the names with previous reports of domestic violence and sexual assault, there was a connection to victimization either as a victim or secondary victim, or extensive violence in the home. The agencies and programs mandated to attend were FVRC [Family Violence and Rape Crisis] project advocates, schools, law enforcement, medical providers, mental health providers, juvenile justice staff, youth center staff, and other community members interested in solutions to this crisis. This tells us that suicide issues are linked to victimization in many of the cases.

*—Fort Peck Assiniboine and Sioux Tribe*

The new Tribal Sexual Assault Services Program (T-SASP) provides funds to tribes to specifically address sexual assault through the development and implementation of direct intervention and related assistance (e.g., crisis intervention, cultural advocacy, hospital accompaniment, transportation, criminal/civil justice advocacy) to AI/AN victims. This program has already begun to make a significant impact in tribal communities, as told by the Tulalip Tribes of Washington:

### GRANTEE PERSPECTIVE

We provide a program, co-located with the victim services program serving adult victims of domestic violence, that is solely dedicated to education about sexual assault, prevention of sexual assault, enhanced accountability for offenders, and offering a healing path for victims of sexual assault on the Tulalip Indian Reservation. Our program is comprehensive; the funding through T-SASP has allowed for growth in the arena of offering healing to victims of sexual assault. Since the last reporting period, we have moved to a freestanding building that houses only victim service programs (one serving children and one serving adults). We collaborate with many other tribal programs and provide community education on sexual assault and healing from sexual assault. We are a tribal-based program, located on the reservation, and daily collaborate with tribal members and tribal programs. Because of this, we are able to reach many more victims than an outside program or agency. Families have sought our services through word-of-mouth referrals, and we have many opportunities to serve child victims of sexual assault from referrals from other tribal programs including Indian Child Welfare, the Tulalip Police Department, Family Services/Behavioral Health, and the Tulalip Youth Services Program. We have developed a relationship with traditional healers who have been invited into homes to bring hope and healing to families in the aftermath of sexual assault on their children. Our proximity to and knowledge about resources in the community enables us to assist families with a high level of cultural competence and expertise.

—*Tulalip Tribes of Washington*

Tribal Governments and T-SASP Program grantees reported serving an average of **6,040**<sup>83</sup> victims/survivors in each 6-month reporting period between July 1, 2009, and June 30, 2011. The most common categories of services provided were victim advocacy, counseling services/support group, transportation, crisis intervention, civil legal advocacy, criminal justice advocacy, and cultural advocacy. VAWA grant programs reported serving an average of **10,355** victims/survivors and **937**<sup>84</sup> other family members who identified as American Indian or Alaska Native during each 6-month reporting period.

## Immigrants and Refugees

Intimate partner violence can create experiences of isolation, fear, vulnerability, and confusion for women and children within any family. However, when it occurs within the immigrant and/or refugee family, the turmoil may be exacerbated. Reasons for immigration are as complex and diverse as the populations involved. Some have fled violent situations in their home countries, whereas others have

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<sup>83</sup> This number represents a calculated average for the last two 6-month reporting periods for T-SASP.

<sup>84</sup> "Other family members" includes parents and children served by the Supervised Visitation Program, and children and other dependents served by the Transitional Housing Program. This will remain true throughout this section of the report addressing underserved and vulnerable populations.



been drawn to their new country by economic opportunities. For example, one study that conducted interviews with 137 battered immigrant women from 35 countries found that 41 percent of them immigrated to improve their economic status or to work, 28 percent came were fleeing violence or political repression, and 34 percent followed their spouses to the United States (Erez, Adelman, & Gregory, 2008).

Violence against women, or gender violence, has been recognized as a special risk for immigrant or refugee women (Erez et al., 2008; Runner, Yoshihama, & Novick, 2009). Although data on the prevalence of intimate partner violence in immigrant and refugee populations in the U.S. is limited, evidence shows that foreign-born women are disproportionately represented among victims of domestic violence homicides in New York City (Frye, Hoselin, Waltermaurer, Blaney, & Wilt, 2005). Washington State data on homicides from 1997 through 2009 revealed that nearly 20 percent (61 of 309) of domestic violence homicide victims were immigrants and refugees (93 percent female, 7 percent male), although people born outside the United States made up only 12 percent of the state's population (Washington State Coalition Against Domestic Violence, 2011).

Women who are refugees are often victims of sexual violence, famine, economic displacement, and war in their home countries. The violence they suffer may be state-sponsored or culturally-condoned, and may occur in situations of armed conflict, refugee camps, or detention facilities (Office of the United Nations High Commissioner for Human Rights, 2009). Once they have arrived in this country, language barriers, isolation, immigration status, and traditional values are just a few identified conditions that increase their vulnerability and intensify their need to rely significantly on their abusers (Bhuyan, Mell, Senturia, Sullivan, & Shiu-Thornton, 2005). Tactics used by batterers to isolate victims/survivors can include forbidding them to learn the English language, go to school, gain employment, or communicate with friends and family (Erez et al., 2008). In her study of the challenges faced by 86 Mexican immigrant women who sought shelter services in Southern California, Vidales (2010) found that language barriers, cultural values, religious convictions, economic dependence, lack of education, and lack of knowledge of the legal system were among the major obstacles these women confronted when seeking justice for and trying to escape from the violence in their intimate relationships.

A meta-analysis of the literature on help-seeking by Hispanic survivors of intimate partner violence found that Hispanic immigrant victims were the least likely to look for help. These victims/survivors face barriers such as limited English proficiency, fear of deportation, and lack of an informal support network of family and friends (Rizo & Macy, 2011). Yoshihama and her colleagues (2010) conducted in-depth interviews with 143 battered Asian women (87 Filipina and 56 Indian/Pakistani) and found that the following factors impeded their willingness to contact criminal justice system agencies: lack of knowledge/information about the system, fear of jeopardizing immigration status, concern about shaming the family, fear of consequences/safety, hoping for change/not being ready to take an action, and being threatened and/or hindered by the abuser.

Many immigrant and refugee victims of intimate partner violence are not aware of the laws and available services; among those who are, many are fearful of the stigma that may be associated with accessing services. Literature suggests that immigrant victims may prefer to tell friends or family members about the intimate partner violence they have experienced (Ingram, 2007; Yoshihama et al., 2010). A secondary analysis of a 12,000-household survey found that fewer Latina/Latino immigrants (6.9 percent) who had experienced intimate partner violence contacted formal service agencies for help than did Latina/Latino non-immigrants (14.7 percent) (Ingram, 2007). The same study also found that more Latina/Latino respondents (52 percent were immigrants) told family members about intimate partner violence than did non-Latinas/Latinos. Friends were identified by the highest percentage (30 percent) of battered Asian women as having provided the most helpful responses to their intimate partner violence experiences, followed by Asian domestic violence programs (27.6 percent) and family (21.1 percent)<sup>85</sup> (Yoshihama et al., 2010).

Fear of deportation is a tremendous concern for some immigrant victims. Often, the batterer will exploit this fear and use threats of deportation to maintain control (Erez et al., 2008; Runner et al., 2009). Seventy-five percent of battered immigrant women interviewed in one study indicated that their abusers used their immigration status against them (Erez et al., 2008). Not only do immigrant women fear being deported and losing their children, they also worry about the potential for their husbands to be deported. The deportation of the battering husband often means the loss of economic resources, stability, and family ties. The woman may be left with feelings of guilt and suffer social and cultural stigmatization, increased isolation, economic instability, and loss of familial support if the abuser is deported.

Before VAWA 2000 and the establishment and support agencies that provide services designed for female immigrants and refugees, little effort had been focused on these vulnerable populations. With VAWA funding, service providers have been attempting to meet the varying needs of immigrant and refugee populations by offering translation services to assist with hotline calls and language-specific services that are deemed culturally appropriate. Historically, victim service programs offered only “Western” or “dominant culture” services. For example, many cultures do not approve of discussing personal details of abuse with strangers; such sharing can reinforce cultural shame. Immigrant women were more likely to pursue help-seeking at agencies staffed by employees who spoke the same language (Bui, 2003). In a recent study designed to examine the use of non-residential services by diverse groups of domestic violence victims/survivors, immigrant victims participating in focus groups consistently indicated that being able to speak or work with advocates in their native language was one of the most helpful aspects of services (Lyon et al., 2011).

VAWA 2000 and VAWA 2005 improved on efforts made in VAWA 1994 to prevent an abusive citizen or lawful permanent resident spouse from using immigration law

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<sup>85</sup> Other categories of frequently reported most helpful responses included helping professionals, non-Asian domestic violence programs, criminal justice agencies, and legal assistance.

to keep an abused immigrant spouse from reporting the abuse or leaving the abusive relationship. At the heart of these efforts is the right of battered non-citizen spouses and children of U.S. citizens or legal permanent residents to apply for lawful immigration status without the assistance or knowledge of their abusers. Battered spouses of U.S. citizens who are not in deportation proceedings may concurrently file their VAWA self-petition (I-360),<sup>86</sup> adjustment of status application (I-485) to become a legal permanent resident, and employment authorization application (I-765).<sup>87</sup> A “prima facie determination” on the self-petition enables the applicant to receive public benefits while her case is pending. Once she receives her employment authorization documents, she may legally work and obtain a driver’s license. Final approval of the self-petition allows her to be granted legal permanent resident status and to apply for U.S. citizenship after 5 years.<sup>88</sup>

Although the VAWA self-petition offers abused immigrant women the opportunity to escape the violence, legalize their status, and provide security and stability for their children, the barriers facing immigrant women in preparing the VAWA self-petition remain. Recently, Ingram and her colleagues (2010) conducted in-depth interviews with 21 Mexican immigrant women who filed VAWA self-petitions, and they identified numerous barriers encountered by the women: preparing the self-petition application, in particular the difficulty of providing a personal statement about the abuse; having to wait many months while their petition is under consideration; confusion about the process, exacerbated by fear of the abusive spouse, and concerns about basic survival, their children’s welfare, and fear of deportation; the difficulty of gathering the required evidence and paperwork to demonstrate eligibility; the financial hardship of waiting for employment authorization; and restrictions and penalties within the immigration laws (e.g., not being able to travel outside the country during the self-petition process).

In 2000, the U.S. Congress established the U-visa as a vehicle of humanitarian relief for victims of certain serious crimes who lack lawful status in the United States and who are willing to cooperate in the investigation or prosecution of the crimes. Among the crimes included in the legislation are rape, domestic violence, and sexual assault. For a number of years, only interim relief was available to victims who made a prima facie showing of eligibility for the U-visa. Petitions for U-visa status began to

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<sup>86</sup> The VAWA self-petition requires that the victims/survivors prove that they are or were married to U.S. citizens or legal permanent residents; that their spouse has abused them psychologically, sexually, and/or physically, in the United States; that they were married in good faith; that they lived with their abusive spouses; and that they are persons of “good moral character.” The approval of the petition results in the granting of deferred-action status and the ability to apply for employment authorization as well as for legal permanent resident status, if the applicant is otherwise eligible.

<sup>87</sup> Although the non-citizen spouse of either a U.S. citizen or a legal permanent resident who is in removal proceedings has the same rights to submit a VAWA self-petition, the process is more complicated in immigration court.

<sup>88</sup> Title IV, Subtitle G, of the Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103–322); Title V of Division B of the Victims of Trafficking and Violence Protection Act of 2000 (Public Law 106–386); Title VIII of the Violence Against Women and Department of Justice Reauthorization Act of 2005 (Public Law 109–162, as amended by Public Law 109–271). Numerous regulations, decisions, and memos from the U.S. Customs and Immigration Service provide more specific guidance on these processes.

be adjudicated in January 2009, when clarifying regulations were issued. Interim relief allowed applicants to receive employment authorization and deferred action status. U-visa status allows beneficiaries to remain in the United States for up to 4 years, to work, and to apply for permanent resident status (Seltzer, Tomatore, Suriyopas, & Ball, 2010).

VAWA provides funding for training professionals who respond to immigrant victims/survivors so they will be better informed about the particular needs of these victims and the challenges they face, as described by the following LAV grantees:

**GRANTEE PERSPECTIVE**

Despite the general climate of fear and negative sentiments toward immigrants, many governmental workers, such as law enforcement, social service agencies, and court personnel, are becoming more sensitive to the plight of farm worker women, due in large part to their participation in training conducted by programs, such as Farmworker Legal Services of New York.

*—Farmworker Legal Services of New York, Inc.*

**GRANTEE PERSPECTIVE**

Peace Over Violence staff provided procedure training to help police officers, detectives, sergeants, lieutenants, and commanders understand the importance of creating policies within their police department and the importance of designating someone to sign certifications specifically for U-visa cases. This has been an ongoing issue for the past year. Law enforcement personnel were hesitant to sign off [on] certification forms [because] they felt they were completely responsible for approving the victim's VISA and/or legal status. Now, law enforcement is more cooperative and has a better understanding of the importance the immigration process can play in a victim's case and that they are not necessarily approving an immigration case by signing the certification. The opportunity to provide ongoing training to law enforcement has allowed Peace Over Violence to create new and stronger working relationships to better serve victims in the community.

*—Peace Over Violence, California*

LAV Program-funded attorneys with expertise in multiple areas of the law, including immigration, provide high-quality representation to immigrant victims and are able to coordinate the issues, thus avoiding harmful consequences to the victim and the victim's family and facilitating the best possible outcome.

**GRANTEE PERSPECTIVE**

Domestic violence survivors often have multiple legal issues, specifically if they are immigrants. Many of our immigrant clients who seek our services have a family law issue stemming from the abuse, as well as unstable immigration status or no immigration status. To complicate matters, often what happens in the family law case could have a significant effect (both good and bad) for the client's immigration case. If both cases are not coordinated, there could be devastating effects for the client. By having expertise in both family law and immigration, LAV-funded staff are able to assist clients with both issues, ensuring continuity and coordination of services, and allowing clients to be fully informed of their legal rights in each area.

*—Asian Pacific American Legal Center, California*

Responding to the needs of immigrant and refugee victims of violence requires understanding of and sensitivity to their experiences and unique needs. The following Arrest Program grantee, two CLSSP grantees, and a SASP–CS grantee illustrate this:

**GRANTEE PERSPECTIVE**

Immigrant victims of DV [domestic violence] face unique challenges: They often fear deportation and cultural experiences in their home countries provide a framework for their understanding of domestic violence which may not be accurate in this country (for example, police response and laws against DV). Thus, victims often feel more comfortable working with social workers who understand their unique cultural experiences. Arrest Grant funding has allowed Central Brooklyn Domestic Violence Program (CBDVP) to hire staff who recognize this fact and support the victim through this experience. In addition, CBDVP has also noticed that clients from immigrant communities are referring friends and family members to the program— a testament to the fact that culturally sensitive, multi-lingual services greatly benefit clients.

*—Borough of Brooklyn, New York*

**GRANTEE PERSPECTIVE**

Grant funding geared toward culturally and linguistically specific services is crucial in responding to the needs of immigrant groups. Women tend to feel comfortable with organizations working in the South Asian community that are familiar with their cultural practices and linguistic differences. Even when South Asian women do seek help from mainstream agencies, they are not always served adequately. South Asian battered women state that they face considerable difficulties in seeking services from these agencies due to differences in language, religious, and cultural practices. Consequently, South Asian women tend to avoid mainstream shelters as they view these establishments to be culturally insensitive and unable to accommodate their diet requirements, daily religious rituals, personal habits, language needs, etc. It is clear that interventions with South Asian victims of abuse can be effective only when the workers better understand the factors that affect the individual.

*—Manavi, Inc., New Jersey*

**GRANTEE PERSPECTIVE**

This funding has allowed the program to hire a full-time outreach and advocacy worker, who is relationship-building within the targeted ethnic communities, and providing information and education to community members. Additionally, the funding allows for a full-time culturally competent mental health counselor to work specifically with immigrant victims seeking long-term support. All of this work is conducted by working closely with interpreters, also funded through the grant. Overall, this funding has allowed International Institute of Buffalo to begin developing a holistic, comprehensive program designed to educate ethnic communities about domestic violence and associated immigration relief, [to] train professional systems in cultural competency as it relates to domestic violence, and to provide culturally specific services when appropriate.

*—International Institute of Buffalo, New York*

**GRANTEE PERSPECTIVE**

Activas was able to begin collaborating with San Francisco Women Against Rape to transform their existing curriculum so that it would be accessible and relevant to Spanish-speaking Latina immigrant volunteers. For the first time, a cohort of 24 Latina immigrant women have been trained in California as sexual assault crisis counselors and are preparing themselves to provide crisis intervention services to their peers.

*—Mujeres Unidas y Activas, California*

LAV Program grantees have been actively assisting immigrant victims/survivors in self-petitioning and seeking U-visa status. These grantees reported addressing an average of **5,742** immigration issues on behalf of victims/survivors and providing services to an average of **9,014** victims/survivors who were immigrants, refugees,

or asylum seekers, per 6-month reporting period. They also reported assisting an average of **2,998** victims/survivors with U-visa matters and **1,414** victims/survivors with VAWA self-petitions. LAV grantees reported **2,446** administrative decisions on U-visa matters and **1,115** administrative decisions on VAWA self-petitions during the two years covered by this report.

Grantees from the CLSSP and SASP–CS Programs also provided assistance to victims/survivors on immigration issues.<sup>89</sup> These grantees reported addressing an average of **786** immigration issues on behalf of victims/survivors and providing services to an average of **1,701** victims/survivors who were immigrants, refugees, or asylum seekers, per 6-month reporting period. They also reported assisting an average of **103** victims/survivors with U-visa matters, **95** with VAWA self-petitions, and **49** with work authorizations.

During each of the 6-month reporting periods from July 1, 2009, through June 30, 2011, VAWA discretionary grantees overall reported serving an average of **16,979** victims/survivors who were immigrants, refugees, or asylum seekers. Of note is the fact that more than **53** percent of these victims/survivors sought services from, and were served by, LAV Program grantees.

## Women With Disabilities

Over 306 million Americans live with a wide array of physical, cognitive, and emotional disabilities (U.S. Census Bureau, 2011).<sup>90</sup> Of these, between and 4 persons in 1,000 are functionally D/deaf, with about 1 person in 1,000 becoming deaf before the age of 18. Some people who are D/deaf or hard of hearing do not claim the term “person with a disability or limitation” but rather identify as a member of a cultural or linguistic group (Gallaudet Research Institute, 2009).

A relatively small number of studies examining the prevalence of violence against women with disabilities suggest that they are approximately 40 percent more likely than those without disabilities to experience physical and sexual violence, (Brownridge, 2006). Furthermore, the violence and abuse of women with disabilities and D/deaf women may be more severe, of longer duration, inflicted by multiple perpetrators, and occur in settings atypical for other victims/survivors (e.g., group homes, hospitals, and institutions). Also, women with disabilities and D/deaf women frequently have greater challenges than other victims/survivors accessing the legal system, advocacy, services, and community support (Nosek & Hughes, 2006).

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<sup>89</sup> CLSSP had an average of 44 grantees per reporting period and SASP-CS had an average of four grantees per reporting period; therefore, the great majority of these numbers represent the work of CLSSP grantees. These grantees do not report on the outcomes (e.g., administrative or court decisions) of immigration issues, as LAV grantees do.

<sup>90</sup> According to the American with Disabilities Act, “disability” means a physical or mental impairment that substantially limits one or more of the major life activities of an individual <http://www.eeoc.gov/policy/docs/902cm.html#902.1b>.

The Behavioral Risk Factor Surveillance System Survey, which included 356,112 male and female subjects, revealed that, compared with all other populations, females with disabilities were nearly 3 times more likely to be threatened by violence, 2.5 times more likely to be physically abused, and more than 12 times more likely to experience unwanted sex (Smith, 2008). According to the Committee on Law and Justice (2001), studies show prevalence rates from 39 to 85 percent for women with disabilities who experience some type of physical or emotional abuse at the hands of an intimate partner or caregiver. A study of 5,326 women revealed that the 26 percent of women who reported having some type of disability were more than 4 times as likely to have been sexually assaulted within the past year as were women without disabilities (Martin et al., 2006).

A more recent study of 305 women with diverse disabilities and D/deaf women, found that 68 percent of respondents reported physical, sexual, emotional, and/or disability-related violence in the past year (Curry et al., 2009) and a similar study found that 66 percent of disabled respondents experienced physical abuse in their lifetime and 45 percent experienced sexual abuse in their lifetime (Hughes, Robinson-Whelen, Legerski, Gabrielli, & Lund, 2009). Finally, in a study of D/deaf college women who had been in a dating or intimate relationship in the past year, twice as many D/deaf undergraduate women reported being victimized by a dating or intimate partner compared with their hearing classmates (Anderson & Leigh, 2011).

Although women with disabilities often have violent experiences similar to those that non-disabled women have, including the probability that their intimate partners are most likely to physically, emotionally, or verbally abuse them, the dynamics involved are often very complex and more diverse (Nixon, 2009). Victims with disabilities may also be subject to particular types of abuse that are less likely to be issues for non-disabled women, such as denying or delaying medications; withholding food, heat, and/or attendant services or assistance; and/or preventing the use of necessary assistive devices (Radford, Harne, & Trotter, 2006). Significant economic consequences have also been noted in the research. For example, in a study of 200 disabled women, 30 percent of the respondents reported that the intimate partner violence had interfered with their ability to maintain employment, and slightly more than 60 percent reported that the violence kept them from living independently (Powers et al., 2002).

Women with disabilities face additional barriers that may seriously interfere with their ability to leave a violent relationship. These barriers include dependence on their perpetrator for caregiving assistance; inability to exit the house; loss of caregiver service; replacement cost of assistive structures/devices that are not portable; inadequate transportation; limited sign-language skills of criminal justice personnel or lack of instructions in Braille for pro se litigants; inaccessible emergency shelters or court buildings; risk of retaliatory, involuntary institutionalization by abusers; and loss of resources provided by the abusive partner or other family members (Copel, 2006; Curry et al., 2009).



To date, only a handful of studies have examined help-seeking by disabled victims of physical and sexual violence. While they are identified as an underserved population, most of the women victims with disabilities participating in a study conducted by Powers, Hughes, & Lund (2009) reported the following: being able to identify the signs of intimate partner violence, having someone they felt they could talk to about the abuse, and being able to take or having already taken steps to increase their safety (developed safety plans, protected their money, etc.).

A study of 44,000 individuals seeking rape crisis services, of whom 2.5 percent were disabled, found that those victims with disabilities received more hours of service overall and were more likely to receive counseling (individual and family) and medical and other victim advocacy (Grossman & Lundy, 2008). Furthermore, the researchers found no identifiable differences in engagement in criminal justice activities or group counseling between victims with and without disabilities.

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

The Kansas Coalition Against Sexual and Domestic Violence describes such a collaboration:

#### GRANTEE PERSPECTIVE

[The videotape] “When Billy Broke His Head” was screened by KCSDV [Kansas Coalition Against Sexual and Domestic Violence] staff and advocates from several member programs. [The viewing was] followed by training discussions on the parallels between the Independent Living Movement and the Violence Against Women Movement, [as well as] the importance of making SA/DV [sexual assault/domestic violence] services and trainings accessible to everyone. As a result, many staff/advocates sought additional information from the Just ASK co-directors on how to increase the accessibility of their services, trainings, events, and materials. As a result of the other trainings provided, target sites were able to successfully implement support groups specifically for survivors with disabilities. Support group activities were “disability culture-conscious” and completely accessible for all participants. Advocates also gained more knowledge about a new option within the criminal justice system for survivors with mental health disabilities as a result of training on the new Mental Health Court in the Wichita judicial system. Advocates reported an increased confidence in their ability to advocate for survivors with mental health and/or substance use issues following trainings on working with survivors with mental illness, substance use issues and/or dual diagnosis.

—*Kansas Coalition Against Sexual and Domestic Violence*

Training provided by the Hektoen Institute for Medical Research has altered the way the mental health effects of vicarious trauma are being handled by community agencies involved in a pilot project:

**GRANTEE PERSPECTIVE**

Accessing Safety and Recovery Initiative (ASRI) partners have had the opportunity to provide in-meeting trainings on vicarious trauma and reflective practice/supervision, as well as a specialized training for Remedies Renewing Lives (DV [domestic violence] program in Rockford) on how to improve services for survivors who are experiencing the mental health effects of trauma and/or psychiatric disability. As part of this project, the pilot site agencies have also provided a number of cross-trainings; for example, the DV programs involved in this project have provided a number of trainings to mental health professionals at the other pilot site agencies, including supervisors and clinical leadership at those agencies, as well as individualized advice and consultation on improving services for responding to DV in the course of their work. The agencies have also established processes for improved cross-consultation and cross-referral practices after having discussed eligibility requirements, referral processes, and confidentiality and reporting mandates at each agency. To date, this project has received extremely positive feedback from the agencies. For example, the agencies have reported that as a result of this project, referral relationships have improved; that trainings have been helpful, that information and tips from trainings have been integrated into practice, and that the tools developed as part of this process have been extremely helpful, timely, and not otherwise available to the field.

*—Hektoen Institute for Medical Research, Illinois*

Other VAWA programs also include statutory purpose areas or program priority areas to address the needs of victims/survivors with disabilities. What follows are two compelling stories on the importance of these services, as shared by a Rural and an LAV Program grantee.

**GRANTEE PERSPECTIVE**

She came to our office as a victim of sexual assault. A complete stranger broke into her apartment and assaulted her. She also suffers from [a particular] disease and is virtually disabled. At the time she came in, she had two sons to take care of, had not been receiving any child support from the father, and had just recently been put on a medical leave of absence from work. Stress has a negative side effect on her illness so, due to all the issues she was dealing with, she had been getting worse and worse. We accepted her into the Transitional Housing Program and things have started to look up for her. Because of the financial assistance we have been able to provide her with through this grant, she has been able to rest both mentally and physically. She has been attending our support group and visiting with me on a regular basis. We are working on getting her signed up for Social Security Disability and working on her life goals. Her illness seems to be getting better, slowly but surely, and she hopes to re-enter the workforce soon. Both she and I hope that she can become financially independent in the near future.

—*Dawson County Domestic Violence Program, Montana*

**GRANTEE PERSPECTIVE**

[A client] was referred to us by her sister, a former satisfied client. [She] is disabled and has to be fed through a feeding tube. Her husband was becoming increasingly abusive and violent towards her, and she had no way to protect herself from him. Lakeshore represented her throughout her divorce process and helped her reach a negotiated settlement that met both parties' goals. We also assisted her with seeking public benefits so she could have medical insurance for her and the children.

—*Lakeshore Legal Aid, Michigan*

From July 1, 2009 to June 30, 2011, Disabilities Program staff trained **8,957** people (including health or mental health providers, government agency staff, domestic violence service providers, disabilities organizations staff, law enforcement personnel, and residential, institutional, and independent-living staff) to provide more effective services to victims/survivors with disabilities. Disabilities Program grantees provided **6,274** technical assistance activities, which included **5,879** consultations and **395** site visits. The majority of these activities involved staff at disability organizations (**2,748** activities), dual sexual assault and domestic violence programs (**1,040**), mental health organizations or practices (**661**), government agencies (**242**), and residential, institutional, or independent-living facilities (**103**).

During each reporting period, grantees providing services to victims/survivors<sup>91</sup> served an average of **7,346** people with disabilities who were victims/survivors of

<sup>91</sup> These include grantees from the following grant programs: Abuse in Later Life, Arrest, Campus, CLSSP, Disabilities, LAV, Rural, SASP–CS, Tribal Governments, T-Housing, T–SASP, and Youth Services.

sexual assault, domestic violence, dating violence, stalking, child sexual abuse, and/or elder abuse, neglect, and exploitation.<sup>92</sup>

## Elder Abuse

We are living in an aging society; in 2020, 1 in 5 Americans is expected to be 65 or older (Kinsella & Velkoff, 2001). The population of persons 65 and older in 2030 is projected to be twice as large as in 2000 (He, Sengupta, Velkoff, & DeBarros, 2005). Persons reaching age 65 have an average life expectancy of an additional 18.5 years—19.8 years for females and 16.8 years for males (U.S. Department of Health and Human Services, Administration on Aging, 2009).

Unfortunately, older women are not immune from intimate partner violence. In their study conducted for the National Center on Elder Abuse, Otto and Quinn (2007) found that 20 percent of the reports for abuse of victims older than 60 were the consequence of domestic violence. The U.S. Department of Health and Human Services, Administration on Aging (2007) estimates that approximately a half-million older adults experience some form of domestic violence. Smaller studies have identified similar findings. A study of 370 women found that approximately 25 percent of those older than 65 have been victims of physical, sexual, or psychological violence, and more than half have experienced more than one type of violence. These percentages are on the rise (Bonomi et al., 2007). It is estimated that of those older women reporting abuse, 50 percent report financial exploitation, 45 percent report neglect, 45 percent report emotional abuse, and 25 percent report physical abuse (Kilbane & Spira, 2010). A study of 995 older women found that 48 percent of respondents had experienced some form of abuse (psychological, verbal, physical, or sexual) since turning 55 (Fisher, Zink, & Regan, 2011).

Only a handful of studies have been conducted examining the relationship between older women and intimate partner violence. This is largely because older victims do not typically receive services through the same system that serves younger victims. The two main systems responding to older victims of intimate partner violence are the adult protective system (APS) and domestic violence agencies (Kilbane & Spira, 2010; Lundy & Grossman, 2009). Each system operates from different sets of assumptions and models of service delivery. Workers in each system are trained differently in terms of theoretical and conceptual understandings and best practices for service, which results in fundamental disparities in planning for safety and protection and in reporting of incidents (Kilbane & Spira, 2010). The primary responsibility of APS is to investigate abuse, neglect, and exploitation of vulnerable adults and to provide protection. Domestic violence services integrate feminist empowerment theory into their models, promote self-agency, and define perpetrators primarily as intimate partners (Kilbane & Spira, 2010).

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<sup>92</sup> Only Rural, SASP-CS, and T-SASP Program grantees address child sexual abuse and only Abuse in Later Life Program grantees address elder abuse, neglect, and/or exploitation.

Although no centralized reporting system exists for cases of intimate partner violence against older women, evidence shows that such violence is a significant issue and one that is often overlooked. In one study, only 3 percent of respondent older women indicated their healthcare provider had ever asked them about physical or sexual violence (Bonomi et al., 2007). According to the National Center on Elder Abuse (2005), only 1 in 14 incidents of elder abuse come to the attention of authorities; victims of these incidents are also less likely to be receiving service. In a study of 70 domestic violence centers in Illinois, only 57 percent of women older than 65 received counseling services, compared with 71 percent of women between 18 and 64 (Lundy & Grossman, 2009). This difference may be explained by the difficulties older victims/survivors have in accessing domestic violence programs.

Often women in later life are encouraged to seek and/or are referred to APS to obtain assistance (Paranjape, Tucker, McKenzie-Mack, Thompson, & Kaslow, 2007). Once a woman is within the APS system, it is highly unlikely she will be referred to domestic violence programs for appropriate services or that the incidents will be reported to law enforcement (Otto & Quinn, 2007). Perhaps more alarming is the possibility that the APS investigative process (i.e., unannounced home visits, contact with family members complicit in abuse by a caretaker or partner) could trigger additional acts of violence because APS workers lack training specific to the risks of intimate partner violence (Kilbane & Spira, 2010).

An additional complication is that many domestic violence and sexual assault agencies have historically overlooked older women. It is often assumed that sexual assault happens only to “younger women.” Thus doctors, caretakers, friends, and family members may overlook sexual assault as a potential diagnosis and fail to screen for it appropriately (Anderson & Doherty, 2008). Further, older women often have distinct and special needs. Few are employed, and most are receiving public assistance and/or Social Security benefits, and/or are dependent upon family members for their care (Lundy & Grossman, 2009). For many, the length of their relationships can be a complicating factor. Women who have been married for 25 or more years may feel their options are limited (Leisey, Kupstas, & Cooper, 2009). There is also the issue of “ageism” whereby providers may not recognize the signs of violence within an older relationship as quickly as they might in a younger one (Beaulaurier, Seff, Newman, & Dunlop, 2007). Given these differences, it is vital that sexual assault and domestic violence agencies create a response that is specific to the needs and disabilities of older victims/survivors and that these agencies develop effective collaborations with their community justice and social services agencies.

In recognition of the special needs of older victims/survivors of intimate partner violence, in 2002 Congress authorized VAWA’s Abuse in Later Life Program. In addition to the need for readily available services that are appropriate and practical, there is the need for effective community collaborations. These collaborations must engage numerous professionals and agencies that are not usually participants in local CCR initiatives. The following narrative from an Abuse in Later Life Program grantee illustrates the importance of developing a multidisciplinary CCR:

**GRANTEE PERSPECTIVE**

The funds have allowed us to mobilize multidisciplinary groups of professionals and activate them to fully engage in education and systems review/systems change (peer to peer, professional to consumer, and professional to policy maker). We were able to reach the top leadership in the courts and the frontline workers in 911. As one of our partners said, "Before this project no one in my district was talking about elder abuse. . . . Now, everyone is!" Professionals have a keener awareness of the indicators of abuse, neglect and exploitation. This awareness has them well positioned throughout the spectrum of elder abuse prevention, intervention, and "treatment".

*—Volunteers of America Northern New England, Maine*

Abuse in Later Life grantees are also required to train law enforcement officers in their communities. As reported by the following grantee, this training can have a significant impact on the way abuse is recognized and responded to:

**GRANTEE PERSPECTIVE**

The mandatory training that has been offered over the life of our grant has enhanced the knowledge base of our responding officers, and we have seen a marked increase in reports to our Adult Protective Services Division of the Department of Social Services. The increased call for service levels has sparked the Department of Social Services to add staffing to the Adult Protective Services Division due to the increase in assistance reports. The law enforcement response has been more thorough as officers have become more aware of signs and symptoms relative to issues encountered when responding to and investigating reports of elder abuse. Previously, the law enforcement response was very measured due to the lack of information, both from the state and national level, but the mandatory training has brought the issue into the spotlight of law enforcement and other service providers within our service region.

*—30th Judicial District Domestic Violence–Sexual Assault Alliance, Inc.,  
North Carolina*

Other VAWA programs have statutory purpose areas or program priorities that specifically address the needs of older victims/survivors. Below, an LAV Program grantee describes the critical importance of specialized legal services for an older victim/survivor:

**GRANTEE PERSPECTIVE**

In one matter, an elderly client was assaulted by her husband after 30 years of marriage. Alimony was not an option because the husband was destitute and moved to California to live with his father. The LAV-funded attorney was able to negotiate a settlement permitting the client to maintain 100 percent of her small pension which was of great benefit to her, and the marriage was dissolved. She was then able to live in a nonviolent environment and was able to meet her monthly expenses.

—Clark County Legal Services, Nevada

From July 1, 2009, to June 30, 2011, Abuse in Later Life Program grantees trained **5,924** individuals, including **3,175** law enforcement officers and **130** prosecutors. Others trainees included court personnel, victim witness specialists, and corrections staff. During each 6-month reporting period, grantees from all programs that provide services to primary victims/survivors<sup>93</sup> served an average of **3,864** victims/survivors of sexual assault, domestic violence, dating violence, stalking, or elder abuse, neglect, or exploitation who were 60 or older.<sup>94</sup>

## Children and Youth

Children and youth often represent the most vulnerable of groups in the United States. Each year, millions of children and adolescents are exposed to and/or experience sexual assault, domestic violence, dating violence, and stalking.

A recent report on the data gathered in the National Survey of Children's Exposure to Violence (NatSCEV) indicates that more than 1 in 9 children (11 percent) were exposed to some form of family violence in the last year, and that 1 in 15 (6.6 percent) witnessed intimate partner violence (IPV) between their parents or between a parent and that parent's partner. Additionally, over one's lifetime, 1 in 4 children (26 percent) were exposed to some type of family violence, and 17.9 percent were exposed to IPV alone (Hamby, Finkelhor, Turner, & Ormrod, 2011). In a study of children between the ages of 10 and 16, nearly half (43.1 percent) reported their mother being hurt by her partner. Close to a third (29.2 percent) reported witnessing the threat of the use of a weapon against the mother and 13.8 percent reported actual injuries associated with the use of a weapon (Edleson, Shin, & Johnson Armendariz, 2008). And, in a study of 34 children (ages 7 to 12) whose mothers were receiving services at domestic violence agencies, 70.6 percent of the children reported witnessing physical aggression against their mother and 58.8 percent of the mothers reported experiencing physical violence in their relationships (DeBoard-Lucas & Grych, 2011).

<sup>93</sup> These programs include Abuse in Later Life, Arrest, Campus, CLSSP, Disabilities, LAV, Rural, SASP–CS, Tribal Governments and T–SASP.

<sup>94</sup> Abuse in Later Life grantees served an average of 82 victims/survivors who were 50 years of age or older during each 6-month reporting period.

Researchers and public policy makers have studied the effects of domestic violence on children (Edleson, 2006; Edleson et al., 2007). In one study, researchers discovered that there were immediate and long-term consequences for a child exposed to domestic violence. Immediate effects generally included acting out, aggression, depression, nightmares, disturbances in sleep patterns, cognitive difficulties, problems in school, and in some cases post-traumatic stress disorder and suicide (Dube, Felitti, Dong, Giles, & Anda, 2003; Margolin & Gordis, 2004).

Research has noted that, in addition to experiencing abuse from parents, witnessing parental violence is associated with other forms of victimization (e.g., sibling abuse, property crime, sexual assault, stalking, and dating violence) among children and young people that continue throughout their lifetime (Hamby, Finkelhor, Turner, & Ormrod, 2010; Spatz Widom, Czaja, & Dutton, 2008). Studies have also shown that women who, as children, were physically and sexually abused and who witnessed domestic violence are 3.5 times more likely than other women to report being victimized by an intimate partner later in life. Men who experienced the same exposure as children are 3.8 times more likely than other men to report domestic violence perpetration (Middlebrooks & Audage, 2008). Adults exposed to domestic violence report long-term adverse health effects; these chronic and acute health outcomes are compounded significantly by a clustering of difficult childhood experiences (Dube et al., 2003).

A recent analysis of the Youth Risk Behavior Survey examined physical dating violence among students in grades 9 to 12 and found that 1 in 10 reported experiencing dating violence (Centers for Disease Control and Prevention, 2010). A study examining psychological and physical dating violence among 7<sup>th</sup> to 12<sup>th</sup> graders found that nearly 17 percent of the sample reported physical dating violence (Banyard & Cross, 2008). Data emerging from other recent studies suggest that dating violence prevalence rates are nearly equal among male and female adolescents, and that dating violence is equally prevalent among all sexual orientation groups (Ackard, Neumark-Sztainer, & Hannan, 2003; Freedner, Freed, Yang, & Austin, 2002; Howard, Beck, Kerr, & Shattuck, 2005; Howard & Wang, 2003a, 2003b). Furthermore, research has positively linked dating violence victimization among teens with depression, suicide, and poor academic achievement (Banyard & Cross, 2008; Centers for Disease Control and Prevention, 2006). An analysis of a 4,000-response subset of the National Longitudinal Study of Adolescent Health found that 19 percent of IPV perpetrators and 18 percent of IPV victims report being abused as children. Female victims of child abuse had an astounding 210 percent increase in their odds of IPV victimization compared with female non-victims (Gomez, 2010).

In addition to dating violence, sexual assault among teens is an issue of increasing concern. According to one study, 3 out of 4 high school girls report being sexually harassed, and more than half (53 percent) report being sexually assaulted by a peer. Sexual assault was categorized as behaviors ranging from unwanted touching to rape. Alarmingly, 58 percent of middle-school girls reported being sexually harassed, and nearly 40 percent reported being sexually assaulted by peers (Young, Grey, & Boyd, 2009). In other research, boys also reported being subjected to sexual



harassment and assault by peers, though at a lower rate than girls, with 40 percent reporting harassment and approximately 25 percent reporting assault. Twelve percent of high school girls reported being raped, compared with 3 percent of boys (Young et al., 2009).

Researchers have found that sexual violence often begins at a young age. NISVS reported that nearly half (42.2 percent) of female rape victims were raped before the age of 18. Twelve percent of those victims were 10 or younger. Nearly 30 percent of the male rape victims surveyed were also first raped at age 10 or younger (Black et al., 2011). Incidents of sexual harassment in elementary and secondary schools have been occurring at younger ages than in past decades and are becoming more violent (Stein, 2005). Although both genders are victims of child sexual assault, females are more likely than males to be sexually abused, and girls between the ages of 14 and 17 experience the highest rates of sexual victimization (Finkelhor, Turner, Ormrod, Hamby, & Kracke, 2009). In 2009 alone, child protective services agencies in the United States responded to 67,032 child sexual assault cases (U.S. Census Bureau, 2011).

The consequences of child sexual abuse are severe. When children are sexually victimized, their likelihood of being victimized again increases. NISVS, which surveyed more than 9,000 females, found that more than a third (35.2 percent) of females raped before turning 18 were raped again as adults. The percentage of adult female rape victims who were raped as children was two times higher than the percentage of adult female rape victims who were not raped as children (Black et al., 2011). In the NatSCEV study, children who reported exposure to sexual violence during their lifetimes also reported being sexually victimized during the past year, suggesting that they face an ongoing risk of sexual victimization (Finkelhor, Turner, Ormrod, & Hamby, 2009).

In addition to higher risk for subsequent sexual violence, several mental and physical health outcomes have been found. Child victims of sexual assault suffer from anxiety, depression, attachment difficulties, and regressive behaviors (Finkelhor, Turner, Ormrod, & Hamby, 2009). These effects of childhood sexual abuse are often long-term, reaching into adulthood. Adults who have been sexually abused as children show higher incidences of frequent headaches (Anda, Tietjen, Schulman, Felitti, & Croft, 2010; Black et al., 2011). One study found a strong relationship between sexual abuse and other adverse childhood experiences and increased risk for lung cancer in adulthood (Brown et al., 2010). NISVS found adverse mental and physical health to be three times higher in adults with a history of childhood abuse. These adults had higher rates of chronic pain, activity limitations, and poor physical and mental health; women had a higher prevalence of asthma, diabetes, and irritable bowel syndrome (Black et al., 2011).

VAWA grantees are taking significant steps to address younger victims of intimate partner violence, as illustrated in the following story of one such victim/survivor related by a Rural Program grantee:

#### GRANTEE PERSPECTIVE

[She] is a 16-year-old female who fled an abusive situation in another state to come back [home] to live with her mother and sisters. She moved back in with the abuser once she found out she was pregnant. She dropped out of high school and spent all of her time at home. Her abuser isolated her from her family, friends, and other supports. She is monolingual-Spanish-speaking which also increased her isolation. When she went in for prenatal appointments, the medical staff assisted her in contacting the human services department. Statutory rape charges were filed against her abuser because she was 16 and he was more than five years older. Since moving back in with one of her sisters, she has been attending the Multicultural Group and receiving therapy services from the child advocacy director. Rural DV- [domestic violence-] funded staff are assisting her in getting her U-visa and helping her to return to school. She is beginning to make very positive life choices for herself and her child. There is a long history of DV within her family, and her other sisters and mother also attend the Multicultural Group.

*—Violence Prevention Coalition of Southwest Colorado*

This LAV grantee has used innovative approaches to advocate for young victims/survivors:

#### GRANTEE PERSPECTIVE

Because Day One works exclusively with youth ages 24 and younger, technology plays a major role in the lives of our clients. As youth become more reliant on social media (Facebook, Myspace, etc.), cell phones and email communication, these methods of communication are also increasingly used as methods to perpetrate abuse. Day One has obtained orders of protection that include safeguards against this form of technological abuse. In one order, an abuser was ordered to refrain from posting any references to our client on his Facebook, even though he was not using it to directly communicate with her any longer. This saved our client from [the] emotional abuse he was perpetrating by posting insulting pictures of her—something that is not protected against in traditional orders of protection.

In another example of creative lawyering, we negotiated a settlement where a teenage abuser was required to transfer to another high school to avoid violations of the order of protection in place against him by his ex-girlfriend, another student. The judge included an order to the Department of Education to help facilitate his transfer. This provision in the order of protection is progressive because the New York City Department of Education usually handles situations of domestic and dating violence between students by providing what they call a school safety transfer, permitting the victim/survivor to change schools. This requires the victim/survivor to uproot her entire life and begin elsewhere instead of putting the onus on the abuser. The order of protection we obtained for our client made it possible for her to continue her education safely and in her own community.

*—Fund for the City of New York, New York*

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

#### GRANTEE PERSPECTIVE

Sexual assault in Indian country remains a major issue. Prior to this grant, there were few, if any, opportunities for youth in the community we serve to learn about sexually healthy and appropriate relationships. This grant provides opportunities for staff to work with victims of sexual assault as well as youth in addressing the non-acceptance of sexual assault and what a healthy relationship means. This grant has allowed us to develop a program entitled Y.E.A, which stands for Youth Educated through Awareness. The title has been “catchy” with the youth members of the community. This program has allowed staff to be present where youth are during their tribal after-school program. Staff are consistently at this site, which has allowed rapport to build between the students and staff. Different topics are presented in relationship to community awareness around sexual assault as well as those who have experienced sexual assault. These topics are presented concurrently with activities and discussions. Staff are able to work with youth in a group setting, as well as one-to-one. It provides the opportunity to get to know the youth in the community and meet with the young females to talk about this “taboo” topic at an earlier age in order to remove the stereotypical response to sexual assault—which is that it is not a crime and is widely accepted, and even anticipated—and thus have the goal of making this a non-taboo topic . . .

—*Southern Indian Health Council, Inc., California*

A number of VAWA-funded programs provide services to child and adolescent victims/survivors of sexual assault, in addition to serving victims of domestic violence, dating violence, and stalking. Several programs also provided emergency shelter, transitional housing, and visitation services for children and adolescents who were directly affected by these victimizations. Rural, SASP–CS, T–SASP, Supervised Visitation, Transitional Housing, and Tribal Governments Program grantees provided services to an average of **8,847** children<sup>95</sup> (infancy to age 12); grantees from these 6 programs, as well as those from the Arrest, Campus, CLSSP, LAV, and Youth Services programs provided services to an average of **5,030** adolescents<sup>96</sup> (ages 13 to 17) during each 6-month reporting period.<sup>97</sup>

<sup>95</sup> Rural, SASP–CS, and T–SASP Program grantees are the only grantees represented in this report authorized to serve and report child victims who are the primary victims of sexual assault. The other programs listed above provided services to children of victims/survivors of sexual assault, domestic violence, dating violence, or stalking and to adolescents against whom the sexual assault, domestic violence, dating violence, or stalking was directed.

<sup>96</sup> Total does not include non-custodial or custodial adolescent parents using supervised visitation services from the Supervised Visitation Program or Tribal Governments Program grants. However, it does include children and adolescents served by these two grant programs.

<sup>97</sup> T–SASP and Youth Services Program grantees began reporting data only in the last two reporting periods (July–December 2010 and January–June 2011) covered by this report.

## Victims and Families Living in Rural Areas

Rural women are at elevated risk for sexual assault, domestic violence, dating violence, and stalking. A recent study of battered women attending a family planning clinic in the Midwest revealed that women living in remote, isolated rural areas are at particular risk of domestic and sexual violence; in the year before the study, 61.5 percent of women living in remote rural areas were assaulted 4 or more times, compared with 39.1 percent of women in urban areas, and the severity of abuse was three times greater for rural as compared with urban victims/survivors (Peek-Asa et al., 2011). Separated and divorced rural women are raped/sexually assaulted at rates about 1.6 times higher than separated suburban women and more than 3 times higher than their urban counterparts (Rennison, DeKeseredy, & Dragiewicz, 2012). Further, women in rural areas report higher levels of stalking and are more likely to be isolated from family or friends by their abusive partners (Logan, Evans, Stevenson, & Jordan, 2005). The percentage of homicides involving intimate partners is higher in rural areas (Bureau of Justice Statistics, 2006; Gallup-Black, 2005)

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

Victims/survivors in rural communities often find that medical, legal, and social services are very limited or nonexistent (Eastman, Bunch, Williams, & Carawan, 2007; Grama, 2000; Logan, Walker, Cole, Ratliff, & Leukefeld, 2003). In addition, rural women must travel great distances to reach the services that are available; the distance to services is often three times greater for rural women than for their urban counterparts, with 25 percent traveling more than 40 miles to the closest program (Peek-Asa et al., 2011). Given the reduced availability of services for victims/survivors, the opportunity for building support networks through discussion and sharing experiences with other victims/survivors is frequently unavailable (Eastman et al., 2007).

Compounding the lack of service availability is the complex interweaving of systemic, cultural, physical, psychological, and emotional barriers that may prevent women in rural and frontier areas from seeking assistance. Culturally predisposing factors such as patriarchal male peer support (DeKeseredy, Schwartz, Fagen, & Hall, 2006), lack of anonymity, fear of familial disapproval, and an ethic of self-reliance may prevent women from seeking safety (Eastman et al., 2007; Grama, 2000; Hunnicutt, 2007; Lee & Stevenson, 2006). In some rural communities, women attempting to leave a relationship report that the men who sexually assault them receive support and reinforcement for the behavior from peers, and that many of

these “supportive” men are also abusing their own partners (DeKeseredy & Schwartz, 2008).

On a systemic level, rural counties are often characterized by high unemployment levels, high poverty rates, limited access to services, and lack of appropriate housing or shelter—all of which create obstacles to help-seeking by victims/survivors (Eastman et al., 2007). Rural women are less likely to be insured than are urban and suburban residents (Mueller & MacKinney, 2006; Patterson, 2006), which restricts their access to physical and mental health care services (Basile & Black, 2011). Geographic isolation combined with inadequate transportation and lack of telephone service makes leaving a batterer, particularly in the midst of a crisis, nearly impossible for rural victims/survivors (Grama, 2000; Krishnan, Hilbert, & VanLeeuwen, 2001).

Two Rural Program grantees describe how VAWA funding has dramatically improved responses and services in rural regions:

#### GRANTEE PERSPECTIVE

Rural Program funding has allowed our facility to build a much needed sexual assault nurse examiner program in a community that serves five counties. In the past, agencies were transporting victims from 45 minutes to two hours away, depending on their location, in order for a victim to receive a forensic examination and evidence collection. Now victims travel up to 45 minutes at most in order to receive these services.

—*Chi Colorado Foundation*

#### GRANTEE PERSPECTIVE

Clients who may be hours away from a Georgia Legal Services Program office now are able to see a lawyer who comes directly to the DV [domestic violence] agency with monthly or bi-monthly circuit riding because of the mileage and transportation costs underwritten by the grant. TPO [temporary protection order] petitions, child support worksheets, parenting forms, and witness statements are drafted and printed, and signatures obtained through the virtual offices provided by the grants so that they can be filed while the attorneys are in the rural county, obviating a need for a second two- or three-hour trip to the county.

—*Georgia Legal Services Program, Inc.*

The 30<sup>th</sup> Judicial District Domestic Violence-Sexual Assault Alliance, Inc., an Abuse in Later Life Program grantee, offers another compelling example of the impact VAWA funds can have in under-resourced rural areas:

#### GRANTEE PERSPECTIVE

We are beginning to see a slow systemic change in the attitudes and approach to the elderly, especially as it relates to rural Appalachia. Each person and each case is treated individually to determine what level of resources [is] needed and the use of specialized elder law within the state is seeing an application in the court room. We feel that the [Abuse in Later Life] Grants Program has made a significant impact in a region that otherwise may not have had the resources for the elder victims.

—*30<sup>th</sup> Judicial District Domestic Violence-Sexual Assault Alliance,  
North Carolina*

An LAV Program grantee writes:

#### GRANTEE PERSPECTIVE

Funding has allowed LAWO [Legal Aid of Western Ohio] to designate the time of attorneys to work with rural counties to expand collaborative activities. Through the leadership of the regional coordinator, the multi-county advocate network has allowed advocates who are often working alone in their rural county to build strong relationships and friendships with advocates in other counties through training and other collaborative activities. This has increased the ability to identify stalking cases that cross county lines and obtain timely documentation of prior domestic violence crimes to enhance charges and provide more effective risk assessment, safety planning, and support services for long-term stabilization. The multi-county advocate network will be self-sustaining at the end of the grant period because the advocates have developed strong relationships and see the benefits of working collaboratively.

—*Legal Aid of Western Ohio*

VAWA's Rural Program is designed to help rural communities overcome barriers and respond to victims of sexual assault, domestic violence, dating violence, and stalking. In each reporting period from July 1, 2009, through June 30, 2011, Rural Program grantees served an average of **18,450** victims/survivors. During each 6-month reporting period, the discretionary grantees provided an average of **37,765** victims/survivors who lived in rural areas (including reservations and Indian country).

## LGBT Adults and Sexual Assault, Domestic Violence, Dating Violence, and Stalking

Research on the prevalence of sexual violence, domestic violence, dating violence, and stalking experienced by LGBT adult victims is limited.

The NVAW Survey combined responses from heterosexual and LGBT intimate partners (Tjaden & Thoennes, 2000b). However, a secondary analysis of the NVAW

Survey suggests that the prevalence of domestic violence among lesbians, gays, and bisexuals may be twice that among heterosexual intimate partners. Bisexuals were most frequently targeted for all forms of intimate partner abuse (e.g., physical, sexual, and verbal/controlling abuse) and were most likely to be abused by opposite-sex bisexual partners. The most common intimate partner abuse was verbal/controlling behaviors, followed by physical and then sexual violence (Messinger, 2011).

Most attempts to measure domestic violence among LGBT couples lack scientific rigor; data are gleaned largely from small clinical and convenience samples and the definitions of LGBT domestic violence are often dissimilar. Differing estimates are derived from the studies on LGBT physical domestic abuse. Some suggest that the prevalence is equivalent to that among heterosexual couples (Gunther & Jennings, 1999; Island & Letellier, 1991; Rose, 2003). Other estimates vary significantly, finding that anywhere between 20 to 50 percent of all LGBT people are victims of physical domestic violence (Burke, Jordan, & Owen, 2002; Gunther & Jennings, 1999). In a study of sexual assault victimization and revictimization of LGB people by intimate partners, family, acquaintances, and strangers, 63 percent reported sexual assault and almost 40 percent experienced revictimization. Lesbians were less likely to report revictimization (Heidt, Marx, & Gold, 2005).

Sample sizes in studies of transgender people are too low and nonspecific to offer accurate estimates of violence by transgender people against their intimate partners. A 2011 survey undertaken by the National Center for Transgender Equality and the National Gay and Lesbian Task Force revealed that 19 percent of survey participants were victims of “domestic violence,” but the survey instrument did not specify whether the violence was by a partner or another family or household member (Grant, Mottet, & Tanis, 2011). The survey did reveal that the rate of “domestic abuse” against transgender people of color, immigrants, and cultural minorities was greater than for whites (Grant et al., 2011).

In two additional studies of violence toward transgender persons, 56.3 percent and 66 percent of the respondents indicated that the violence inflicted against them had occurred in their homes. Because the research, like the 2011 study, did not differentiate between intimate partner violence and violence by others in the home, the question of the prevalence of domestic abuse against transgender people remains largely unanswered (Kenagy, 2005). One study, however, did show a rate of physical domestic violence by transgender people in intimate partnerships similar to that by gay men in same-sex relationships (Turell, 2000).

Studies on intimate partner sexual assault among lesbians revealed a wide range of sexual abuse—from 5 to 57 percent—and among gay men the figures were between 12 and 55 percent (Turell, 2000). Transgender people report that 29 percent of their sexual assailants are intimate partners (Stotzer, 2009). Another survey inquired about the relative rate of sexual coercion in gay and lesbian intimate partnerships, finding that the rate of coercive sex was significantly higher for gay men, but that the severity of sexual coercion methods was equivalent for gay and lesbian perpetrators (Vogel & Wester, 2003).

One study did find that similar strategies were used by sexually coercive partners in both heterosexual and same-sex relationships: Perpetrators used alcohol and drugs, guilt, and the perceived emotional vulnerability of their intended victims as part of the sexual coercion (Christopher & Pflieger, 2007). A national study on violence against women found that lesbians and bisexual women are at elevated risk of physical and sexual violence from both strangers and acquaintances (Moracco, Runyan, Bowling, & Earp, 2007). Approximately 10 percent of hate crimes against gay men and lesbians include sexual assault (Comstock, 1991).

The Supplemental Victimization Survey of the National Crime Victimization Survey: Stalking Victimization in the United States did not measure stalking of or by LGBT people (Baum et al., 2009). The research on victim advocacy and shelter services for LGBT victims/survivors of domestic and sexual violence and stalking is limited. The 2011 domestic violence shelter census noted a lack of culturally-specific services for LGBT victims (National Network to End Domestic Violence, 2012). In 2009, the National Center for Victims of Crime and the National Coalition of Anti-Violence Programs (NCAVP) conducted two related national surveys to assess the state of victim assistance for LGBT victims/survivors of violent crime. More than 10,000 victim assistance agencies and the membership of NCAVP were sent surveys. Six hundred forty-eight crime victim assistance organizations responded. Only 6 percent of responding organizations were LGBT-specific service providers (Ciarlante & Fountain, 2010).

Respondents further revealed the need for the following: LGBT-specific services, culturally-specific outreach, training for staff on LGBT victims of violence, data collection forms identifying LGBT victims of violence, LGBT-specific policies and practices, collaboration between LGBT and mainstream victim service providers, funding for LGBT-specific services, and emergency shelter for LGBT people. The survey found that New York City had 2,081 shelter beds for victims of domestic violence, and 4 of them were LGBT-specific. The reasons articulated for the lack of LGBT-specific services were: the limited capacity to serve traditional clients and the consequent inability to expand to serve LGBT victims; homophobia and transphobia among staff; fear of backlash from funders, politicians, and the community for serving LGBT victims; and the lack of a way to document the need for such LGBT-tailored services (Ciarlante & Fountain, 2010).

Another recent survey involving 17 anti-violence programs that serve LGBT people in 14 states revealed that 44.6 percent of the LGBT victims had been turned away from shelters in 2010, up from 34.8 percent in 2000. In addition, the survey reported that 54.4 percent of LGBT victims who sought protective orders were unable to secure them (National Coalition of Anti-Violence Programs, 2011).<sup>98</sup>

As a result of their reluctance to use non-inclusive, traditional victim assistance services, LGBT victims may remain in intimate partnerships for longer periods of

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<sup>98</sup> The study does not indicate whether the barrier to securing protection orders was statutory or based in the bias of the bar or bench.



time than straight victims (McClennen, 2005). LGBT victims/survivors of intimate partner violence may be more likely to seek help from friends rather than from shelters, attorneys, or therapists (McClennen, Summers, & Vaughan, 2002; Wang, 2011). However, the peer support or help that victims seek from friends or “family” in the LGBT community may at times be the least successful (Turell & Herrmann, 2008). Nevertheless, peer support can be effective during crises precipitated by the violence. Research reveals that victims/survivors especially benefit from long-term peer support, e.g., peer support networks that encourage and assist LGBT victims/survivors after the emergency assistance, short-term advocacy, and support groups provided by domestic violence programs (Turell & Herrmann, 2008; Wang, 2011).

It is important for LGBT victims/survivors to have access to services that are appropriate and welcoming because peer support may not be enough. Programs are beginning to learn what they need to do to help these victims/survivors. The State Coalitions Program grantee from South Dakota is working on these issues.

#### GRANTEE PERSPECTIVE

The coalition became a member of Equality South Dakota this reporting period, which is a state organization of [gay, lesbian, bisexual, transgender, queer, and intersex] (GLBTQI) individuals who are working on issues of equality for their populations. We are hoping that this collaboration will help us break through to those of that community who have been reluctant to participate in our activities in past years. South Dakota is not a good state for the GLBTQI community, and we have to create a safe means of interaction with them to overcome their distrust of South Dakotans in general. Our task forces (Rural, Native Women of Sovereign Nations, Sexual Assault Survivors, and Women Who Have Been Battered) are instrumental in bringing to our attention issues and events which affect their groups and [in] asking us to respond to those issues in specific ways.

**—South Dakota Coalition Against Domestic Violence and Sexual Assault**

LAV Program grantees are also working to provide legal representation to LGBT victims/survivors and to provide training for other agencies in the community so that LGBT victims/survivors can receive the help they need to move forward.

#### GRANTEE PERSPECTIVE

Historically, gay, lesbian, bisexual, and transgender (GLBT) victims of domestic violence have had a very difficult time achieving positive outcomes—whether in pushing the criminal justice system to respond to the needs of GLBT victims or in being treated with respect in the process of obtaining protection orders in court. However, the clients of the program receiving direct representation found hope from their experiences with the criminal justice system and courts. Underserved communities, such as the GLBT community, are often distrustful of the police, the criminal justice system, and the courts. Victims/survivors who received direct representation from the program received outcomes not typical to the collective experience of the GLBT community. All indications point to free and accessible legal representation making the difference between the negative legal outcomes typically experienced by GLBT victims of domestic violence and the positive results achieved in these cases.

*—Gay Men’s Domestic Violence Project, Massachusetts*

## Remaining Areas of Need

Criminal and civil justice systems and victim services agencies have made tremendous strides over the past 17 years through VAWA grant programs initiated under the Violence Against Women Act. Hundreds of communities in the country, including the U.S. territories and tribal nations, have received funding and experienced transformations to help stop the violence, hold perpetrators accountable, and promote victim protection and restoration. Victim services, both in the justice system and in community-based agencies, have enhanced outreach initiatives, advocacy, resource acquisition, housing, legal assistance, and other services for victims. Historically underserved victims are now being assisted through programs that are culturally competent and specifically tailored to meet the diverse requirements of these victims. VAWA grant recipients have established community task forces to ensure coordination and cooperation between legal, victim advocacy, and human services systems to create efficiencies and mobilize comprehensive approaches to ending the violence.

In spite of these advances, VAWA-funded grantees continue to describe significant remaining areas of need in their semi-annual progress reports. What follows is an overview of the remaining areas of need cited most often by grantees across all VAWA programs:

- ▶ the limitations in capacity of criminal and civil justice systems
- ▶ professional training inadequacies
- ▶ difficulties confronted by rural, isolated communities in meeting needs
- ▶ gaps in advocacy and services for specific victim populations
- ▶ unmet economic needs of victims.

## Capacity

Cutbacks, layoffs, furloughs, and reorganizing of criminal justice agencies in recent years have created significant challenges to programs that respond to domestic violence, sexual assault, dating violence, and stalking victims. Layoffs of police officers and prosecutors have caused significant capacity problems in jurisdictions nationwide. Furlough days for courts have been instituted across the country to meet the shortfall in budget allocations. Some courts have been closed. Most criminal justice agencies facing cutbacks are attempting to preserve emergency services to ensure safety for victims of crime and accountability for violent criminals. Similarly, victim advocacy and assistance services are not able to meet the needs of all victims/survivors.<sup>99</sup>

The following Rural Program grantee speaks for many others by highlighting the difficulty of protecting and serving victims in an environment of shrinking resources:

### GRANTEE PERSPECTIVE

Over the last year the State of California has faced financial crisis. This has affected safety and a sense of safety to victims of domestic violence. . . There have been state cuts, county cuts, and city cuts that affect the amount and kinds of services victims of domestic violence have available to them. In Fresno County the courts faced furlough days and courts are closed for one Wednesday out of the month. This created an extra day a victim would have to wait to receive and file a temporary restraining order. This is difficult for victims that were coming from out of town. County law enforcement also has faced cuts. They had to lay off community service officers, deputies, and correctional officers. As a result, the response time to rural isolated areas has increased. Where there were four domestic violence detectives that worked for the county now there is only one. This makes it difficult to follow up on cases and gather information that may be needed for pursuing a case. Currently, jail is not able to hold as many inmates due to their lack of staff. Where in the past, abusers were arrested and held in jail till they were able to bail out or be released on the day of their arraignment, they are now being provided a court date, or arrested and cited out a short time later. Victims have shared the concern that they do not feel that the community can keep them safe, so they will be less likely to call law enforcement because nothing will be done and their abuser will know that. The DA's office was at risk of having the whole DV unit disbanded and in the end only lost two staff members.

—*Marjaree Mason Center, Inc., California*

The importance of developing data systems for law enforcement, prosecutors, and courts is a recurring theme across all VAWA programs. Law enforcement agencies

<sup>99</sup> Despite helping more than 67,000 people on September 15, 2011, domestic violence programs nationwide were unable to meet 10,581 requests for services that day because of lack of funding; 1,040 more unmet requests were reported on September 15, 2011, than in September 2010 (National Network to End Domestic Violence, 2012)

that cannot to access criminal histories, review conditions of release or sentencing, locate offenders, use GPS technology for evidence collection, and communicate with victims about risk assessments, bond conditions, release of perpetrators from custody, etc., are significantly impaired in their capacity to enforce the law and keep victims/survivors safe.

Two Arrest Program grantees report on the importance of improved technology and the personnel to support it:

**GRANTEE PERSPECTIVE**

Although great progress has been made in the area of technology and information sharing, additional work is needed to tie different databases and technologies together, so that information can be shared more quickly and easily.

*—Queens County Office of the Borough President, New York*

**GRANTEE PERSPECTIVE**

[Pima County needs] a county-wide database for repeat offenders. With the current state of the economy, as law enforcement is forced to make personnel cuts of civilian employees, the need for data entry, records department personnel, and transcribers is increasing. As we continue to aggressively prosecute domestic violence offenders, particularly misdemeanor offenses, we have encountered a need for more staff to do things such as filing, data entry, printing case reports, and printing letters.

*—Pima County, Arizona*

Supervised Visitations and Arrest Program grantees describe the critical need for legal representation for victims/survivors and the consequences of not having that support:

**GRANTEE PERSPECTIVE**

Victims still lack adequate access to affordable legal representation. Although our legal aid office has a federal grant to increase services to DV victims, many mothers need assistance with divorce or custody cases. . . . The need for legal help remains a priority as the consequences for victims who are under-represented are grave. . . . loss of custody, severe limits upon their parental rights, loss of personal property, destruction of credit, and failure to receive child support or insurance coverage for their children.

*—Deschutes County Commission, Oregon*

**GRANTEE PERSPECTIVE**

Our community continues to see victims in the family court system lose custody of their children due to complete lack of or inadequate representation. This gap [in representation] in the family court has resulted in victims being subjected to ongoing battering tactics in the court system . . .

—*Dallas County, Texas*

## Training and Education

Training of criminal and civil justice and victim services professionals is a critical strategy employed by grantees in most VAWA-funded programs. Notwithstanding the substantial and high quality provided in the past, training continues to be identified by grantees as a remaining unmet need. Many grantees report that the high attrition rates of professionals in all criminal justice and victim services sectors produce a continuing need for training if vital services and appropriate interventions are to be maintained. They report that education of community members, leaders, and bystanders is needed to maintain the momentum of improved policy and practice in responding to domestic, sexual, and dating violence and stalking.

An LAV Program grantee speaks about the need for continuing training of professionals:

**GRANTEE PERSPECTIVE**

While overall awareness and training has improved statewide, the lack of advocates, lawyers, law enforcement, and judges training . . . remains a problem in Nevada's most rural communities. This single fact alone results in the continued re-victimization of survivors and their children and places them unnecessarily at risk of emotional, mental, and physical harm.

—*Clark County Legal Services Program, Nevada*

Rural and Supervised Visitations Program grantees articulate the need for training police in evidence collection and judges and court personnel in the dynamics of domestic violence:

**GRANTEE PERSPECTIVE**

Prosecutors in districts that do not have investigators report that they have problems with law enforcement officers who do not take photos of visible injuries when an incident happens. One prosecutor commented: "Pictures speak a thousand words and speaks to the true gravity of the crime more so than any officer could audibly testify to . . ." While it is true that not every agency has the funds to purchase cameras, this prosecutor said that it is not the case in her community. She said the officers simply do not have enough training in domestic violence cases to understand the importance of photos.

**—Oklahoma Coalition Against Domestic Violence and Sexual Assault**

**GRANTEE PERSPECTIVE**

The most significant area of need remains education of judges, clerks, law guardians, and attorneys. We are fortunate to have family court judges and attorneys who are supportive of the visitation center project. The true realities that victims of domestic violence face and the difficult choices they must make seem, at times, to be lost on the court system. It also seems the court clerks do not entirely understand the dynamics of domestic violence, and training specifically for them would be very beneficial as they work in close quarters with the judges. We especially see a lack of understanding that domestic violence occurs in middle-class families. The judges tend to assume that because the families are middle-class, they should be able to reasonably work out visitation.

**—Cayuga County, New York**

A CLSSP grantee addresses the unmet need for training on provision of culturally competent services:

**GRANTEE PERSPECTIVE**

Cultural competency trainings are not mandated for law enforcement officers, hospital staff and other medical professionals, and victim service providers who are often the first points of contact for an immigrant/refugee victim of domestic violence. Their lack of cultural competency often pushes victims away and further isolates them. There is still a lot to learn in terms of . . . culturally and linguistically appropriate services, and even those who have worked with these populations continue to need trainings tailored to working with our communities.

**—Asian Task Force Against Domestic Violence, Massachusetts**

A Rural Program grantee pinpointed the need for training and education on children exposed to domestic violence and teen dating violence.

**GRANTEE PERSPECTIVE**

There is also a need for domestic/dating violence training in our school system. Children and teenagers witnessing domestic violence may experience difficulty in their ability to learn and may experience emotional and behavioral problems. We are currently working to provide training to prepare educators to recognize and respond appropriately to children and families who may be experiencing domestic violence and teenagers experiencing dating violence—the focus being that early identification of these issues can lead to earlier and more effective support and intervention for the children and their families. Meetings continue with school administrators regarding this plan.

—*Ponca Tribe of Nebraska*

Sex trafficking remains invisible to many professionals in the criminal justice system and in victim services. A Rural Program grantee reports the unmet needs for training of professionals:

**GRANTEE PERSPECTIVE**

Another area of significant remaining need is resources for victims of trafficking and training on how to identify, assist, and support a victim of trafficking. Through our work with undocumented victims, we have seen instances when victims are not properly identified as "trafficking victims" by the agencies they come in contact with, and even if they are identified, there are limited resources available in Nebraska.

—*Nebraska Domestic Violence Sexual Assault Coalition*

## Rural Victims/Survivors and Communities

Rural women are at elevated risk for domestic violence, sexual assault and stalking. Geographic and social isolation, poverty, rural culture, the lack of social supports, and the limited availability of victim services and healthcare options create barriers to help-seeking by rural victims/survivors. These factors also interfere with criminal justice system response to violence against women in rural, particularly remote, areas. VAWA grantees report that it is, therefore, difficult to achieve the goals of victim safety and perpetrator accountability in rural areas.

An Arrest Program grantee commented:

**GRANTEE PERSPECTIVE**

As an agricultural region, several small towns within the county do not have independent resources to provide emergency shelter for domestic violence victims until they are able to receive advocacy services based in the city of Grand Forks. The need for developing safe houses in these rural communities has been identified, but barriers voiced by professionals and the survivor advisory panel—such as funding, victim and staff safety, confidentiality, and secrecy of location—are being considered. At this point, rural victims have very limited options to safely escape and share their experiences with those who could bring accountability to the offender.

*—City of Grand Forks, North Dakota*

Grantees reported that many victims/survivors are reluctant to contact victim services, emergency housing providers, healthcare, and law enforcement to explore options for safety and accountability because the lack of anonymity in rural communities places them at risk for retaliation by assailants and rejection by their social support networks.

Rural and Tribal Governments Program grantees speak about the need for privacy and confidentiality:

**GRANTEE PERSPECTIVE**

A small emergency clinic has opened in the outskirts of Brown County. Nurses there report that sexual assault victims have sought medical exams from their facility stating they do not feel comfortable going to the Brown County General Hospital for the exam since everyone who works there will know them. Unfortunately, the small emergency clinic does not employ any nurses who are trained to perform a forensic exam so they refer the victims to a hospital two counties away.

*—YMCA of Greater Cincinnati, Ohio*

**GRANTEE PERSPECTIVE**

A lot of sexual assaults are not reported, due to the fear of either knowing the person doing the [forensic] exam or someone finding out about their situation. There is also a fear of their partner finding out that they are getting help, which could put them into an even more dangerous situation.

*—Native Village of Eyak*

Rural Program grantees also note that stigma may attach to acknowledging the violence, and it may be difficult for a victim/survivor to receive appropriate responses from law enforcement. As a result, rural victims/survivors may not seek criminal justice assistance and, instead, attempt to cope with the violence alone. An unmet need for some rural victims is law enforcement whose response is consistent with the law and without bias toward victims.



An attorney general, a Rural Program grantee, spoke about the importance of victim trust in law enforcement responders:

**GRANTEE PERSPECTIVE**

[Often] it is very difficult for victims of VAWA crimes to seek services. The perpetrator may be a friend of a friend of a friend, or possibly a relative. There is a stigma around reporting crimes that may involve a family member or a 'good ole buddy.' . . . There is a need to create an environment where victims can feel safe to report, that their perpetrators will be held accountable.

*—Nevada Office of the Attorney General*

A Rural Program tribal grantee notes the need for outreach to young adult victims/survivors on college campuses in isolated rural communities:

**GRANTEE PERSPECTIVE**

People who are isolated from resources and services are vulnerable. More community outreach events in our isolated areas is needed to promote awareness and resources . . . . We have three college campuses and several remote sites with over 8,000 students who are between the ages of 18 and 24 (highest rate of victimization occurs). Only one campus has been identified to offer any kind of sexual assault awareness and their funding is very small.

*—Choctaw Nation of Oklahoma*

## Victim Services

VAWA grants provide services to tens of thousands of victims/survivors of violence against women. Despite this, there remains a need to further address responses and services to victims/survivors of sexual assault, teen dating violence, stalking, and sex trafficking.

Sexual assault has long been identified as an act of violence that can have severe impacts on its victims, both physically and psychologically. Services to victims of sexual assault can include advocacy, counseling, medical response, and civil or criminal legal assistance.

A State Coalitions Program grantee explains the need for comprehensive services:

**GRANTEE PERSPECTIVE**

In Arkansas, there is a major gap in services to victims/survivors of sexual violence because almost half the counties in the state do not have sexual assault services . . . Access to sexual assault crisis intervention should be a basic victim's right for everyone. Culturally, much needs to be done to change the attitudes surrounding sexual violence, especially law enforcement and the courts. We are making headway on all fronts, but there is still a long road ahead for equal treatment and equal justice.

*—Arkansas Coalition Against Sexual Assault*

For many victims of sexual assault, the first response occurs in the emergency room, where a rape victim can receive a forensic medical examination for evidence collection. The Sexual Assault Nurse Examiner (SANE) certification began as a response to improperly administered exams that were inadmissible in court. However, many victims are unable to access SANE nurses.

The need for SANE programs is described by a State Coalitions Program grantee:

**GRANTEE PERSPECTIVE**

Access to timely and quality medical resources for victims in rural reaches of Minnesota where SANE program are not located is limited. Most of Minnesota does not have SANE programs and most [report] that they believe they cannot sustain a SANE program. Therefore, assuring that victims have the victim-centered and quality care that supports their needs and reasons for choosing to step into the criminal justice process is a limited reality.

*—Minnesota Coalition Against Sexual Assault*

In addition to medical services, legal services are an area of need for sexual assault victims/survivors. Many victims are unable to access legal assistance for a variety of reasons. The barriers include geographical location and the unwillingness of attorneys to provide pro bono representation in sexual assault cases that are often complicated, difficult to litigate, and emotionally taxing.

An LAV Program grantee highlights the lack of legal services for sexual assault victims:

**GRANTEE PERSPECTIVE**

Consistent funding for core legal services for sexual assault survivors continues to be the most significant area of remaining need for survivors. LAV funding has supported the creation of the Sexual Assault Legal Institute and we actively seek other funding sources. While we hope to be successful in increasing available services through other funding, we have found limited opportunities to support basic legal services.

*—Maryland Coalition Against Sexual Assault*

Victims who are people of color, immigrants/refugees, ethnic minorities, non-English-speaking, devotedly religious, LGBT, elderly, and people with disabilities may be reluctant to seek assistance from mainstream victim services.

A CLSSP grantee explains the need for sexual assault services that are culturally specific:

**GRANTEE PERSPECTIVE**

The greatest need is the availability of culturally specific sexual assault services that are based in the community with personnel who are reflective of the community . . . We continue to see victims who will not access services from "mainstream" sexual assault providers. This includes women who are forced into the sex trade industry and are being trafficked. For a range of reasons that include racism, re-victimization, a lack of understanding, the fear of a loss of control, blaming or judgment, and shame, many women will continue to live in isolation before going outside the community.

*—Asha Family Services, Inc., Wisconsin*

A Disabilities Program grantee outlines the needs of victims of sexual assault for competent, sensitive disability services:

**GRANTEE PERSPECTIVE**

Lack of connection remains the biggest obstacle to women with disabilities who experience sexual violence—lack of connection between the sexual assault system and the disability service system, lack of connection between women with disabilities and the rape crisis centers. The collaborative piece is the most powerful solution to response. What we are finding is that when local teams come together, they find creative ways to make things work, despite lack of funding or transportation. The same is true at the state level. Money and resources are always helpful, but if it is thrown out there without a process, little changes.

*—Illinois Department of Human Services*

A Youth Services Program grantee identified the needs of youth sexual assault victims:

**GRANTEE PERSPECTIVE**

The [Police Department] is currently working to overcome the reputation it has earned as not believing victims of sexual assault. The shift required of the local law enforcement will take time to create an environment where victims may feel safer coming forward about these traumas. The previously conducted Needs Assessment of Sexual Assault Advocacy Services in Milwaukee emphasized the lack of coordinated advocacy efforts for victims. Particularly, this assessment highlighted the nonexistence of services directed at a youth population.

—*Counseling Center of Milwaukee, Wisconsin*

## Underserved Populations

Most VAWA grant program reports included powerful statements about the remaining areas of need for underserved populations. Comments from grantees about 4 distinct populations of underserved victims/survivors (those with limited English proficiency, D/deaf, immigrants, and LGBT victims/survivors) were selected for inclusion in this report. These population categories represent the most frequently mentioned.

### Limited English Proficiency

A Transitional Housing Program grantee describes the significant adverse impact of limited English proficiency for victims/survivors as they seek to establish lives free of violence:

**GRANTEE PERSPECTIVE**

One of the biggest challenges Transitional Housing Program (THP) clients face is language needs. CPAF provides clients with multilingual staff to ensure all families receive linguistically and culturally appropriate services. However, outside of the THP services, the language barrier has been difficult for THP clients to overcome while searching for and obtaining employment and permanent housing of choice . . . . Therefore, many THP clients spend the majority of their time in the THP developing their English language skills through in-house and community English language classes.

—*Center for the Pacific Asian Family, California*

An Arrest Program grantee addressed the importance of interpreter services for criminal justice system professionals:

**GRANTEE PERSPECTIVE**

One unmet need is . . . support to law enforcement . . . to serve non-English speaking victims [and] access to phone-based or other translation lines. The jail staff does not have the ability to translate or understand a phone conversation made by a batterer who is non-English speaking and is unable to determine if a phone call contains threats to the party called.

—*Cook County, Illinois*

An LAV Program grantee describes the challenges confronting non-English-speaking victims/survivors in navigating the courts:

**GRANTEE PERSPECTIVE**

There is a particular need for services for non-English-speaking survivors. Unfortunately, the court does not even provide interpreters for non-English speakers in civil harassment restraining order cases (although it does provide free interpreters in domestic violence cases). . . . It is virtually impossible for a non-English speaking survivor with no resources to hire an interpreter to have meaningful access to justice.

—*Cooperative Restraining Order Clinic (CROC), California*

**D/deaf Victims/Survivors**

A Disabilities Program grantee describes the barriers confronted by victims/survivors who are D/deaf when they seek justice in the legal system:

**GRANTEE PERSPECTIVE**

We have begun to work with more survivors who are deaf. This has led us to recognize system breakdowns in the community that we were previously unaware of. One such gap is within the New York State court system and is related to the limited availability of qualified and certified ASL [American Sign Language] interpreters . . . in the courtroom. In New York State, a person can walk into family court, file a petition for an order of protection, appear before a judge, and potentially have a temporary order of protection issued all in the same day. Deaf individuals may not receive the same protections if family court is not able to immediately access certified ASL interpreters.

—*Vera House, Inc., New York*

A Rural Program grantee identifies the need for shelters, first responders and medical personnel to develop effective systems to serve D/deaf victims/survivors:

**GRANTEE PERSPECTIVE**

Shelters are not prepared to serve Deaf victims. We would like to do mock intake interviews with shelters so they can practice interviewing skills with Deaf victims while waiting for our advocate to arrive. The shelters should always refer Deaf victims to our office for intake interviews, filing police reports or protective orders, and any other case management needs. They can work with Deaf victims staying at their shelters. Collaboration with first responders, such as hospitals and law enforcement, needs to be strengthened so they are familiar with what to do when deaf victims show up. We would also like to be more aggressive in asking for participation in rural SART [sexual assault response team] meetings to improve our collaborative relationships.

*—Sego Lily Center for Abused Deaf, California*

**Immigrant Victims/Survivors**

An LAV Program agency in a community with many immigrants notes:

**GRANTEE PERSPECTIVE**

The most significant area of remaining need here [is] the sheer volume of potential U-visa applicants seeking services. Bay Legal has dramatically increased our placement of U-visa cases with pro bono attorneys over the past two years, but still, in most counties our partner agencies have long waiting lists and available appointment slots fill up many months in advance.

*—Bay Area Legal Aid, California*

An Arrest Program grantee identifies the importance of faith organizations as access points:

**GRANTEE PERSPECTIVE**

Increased education and outreach to faith-based organizations and clergy leaders is needed. Many immigrant survivors may initially disclose domestic violence to their faith-based organizations while seeking support and spiritual care giving. Improving and expanding our relationships with faith-based organizations will continue to bridge the gap between the faith community and legal system.

*—Borough of Brooklyn, New York*

**LGBT Victims/Survivors**

One LAV Program grantee notes the need for LGBT-inclusive programs:

**GRANTEE PERSPECTIVE**

Most gay, lesbian, bisexual and transgender survivors of domestic violence have few options when seeking any form of assistance . . . The lack of service providers that are culturally competent and willing to serve LGBT domestic violence survivors [is] the most significant area of remaining need for our clients. [After] decades of being shunned by "mainstream" domestic violence and sexual assault programs, the police, and the courts . . . many LGBT survivors [are] unaware of the few civil legal options open to them.

—*Gay Men’s Domestic Violence Program, Massachusetts*

A Youth Services Program grantee details the many unmet needs and obstacles to service confronted by LGBT youth:

**GRANTEE PERSPECTIVE**

Lesbian, gay, bisexual, transgender, and queer youth have had a myriad of social and institutional barriers to accessing civil legal remedies. . . . Young LGBTQ survivors of domestic and/or dating violence are still reluctant to access support from institutions they perceive to be discriminatory or simply intimidating. Many still face discrimination and judgment when they disclose their status as survivors . . . Building trust within youth communities, improving access to a variety of legal and social service options, and supporting young people in a culturally competent way takes time that few institutions and service providers are willing or able to commit.

—*Fund for the City of New York, New York*

A State Coalitions Program grantee identifies challenges for LGBT victims:

**GRANTEE PERSPECTIVE**

There continues to be significant marginalization of LGBT victims in terms of shelter and support services, especially services for those who identify as transgender. There is a pressing need for increased training to sensitize advocates to the needs of all victims, not just heterosexual females . . .

—*Nebraska Domestic Violence and Sexual Assault Coalition*

**Economic Needs of Victims/Survivors**

The economic downturn has limited the ability of service providers to meet the increasing number of requests for services. This severely hinders the ability of victims/survivors to exit abusive relationships. Perpetrators use economic

dependency and economic exploitation to isolate and control victims. One State Coalitions Program grantee describes this problem:

**GRANTEE PERSPECTIVE**

We need to continue to focus on the economic empowerment of victims to prevent them from returning to their abuser because of financial concerns. Connecticut Coalition Against Domestic Violence is committed to using economic empowerment strategies to end the cycle of violence because we have found that economic dependency is the strongest predictor of a survivor's decision to remain, leave, or return to an abusive relationship—even stronger than physical safety issues.

*—Connecticut Coalition Against Domestic Violence*

The economic need of victims/survivors most frequently cited is housing. A CLSSP grantee says:

**GRANTEE PERSPECTIVE**

We continue to struggle to find help for our neediest clients who are at risk of homelessness, hunger, deepening crisis, and further harm. Unfortunately, emergency resources— for emergency rental assistance to keep a roof over the heads of women and children working to attain justice and stable, safe housing; and transportation assistance to ensure that a Metro-bus or train fare of several dollars does not stand between a woman and the services they need, including legal and social services— may mean the difference between a woman continuing her fight for justice or remaining in abusive and exploitative situations where her life and liberty are at stake.

*—Tahirih Justice Center, Virginia*

One Transitional Housing Program grantee highlights affordable housing problems:

**GRANTEE PERSPECTIVE**

The length of time clients must wait on Section 8 housing wait-lists is five to eight years, and with the cost of living in San Diego County being as high as it is, affordable housing tops the list of challenges our clients face. We are also not in a public transportation-friendly area, so many of them struggle with finding housing that is safe, affordable, and within a reasonable distance from their work and their children's school . . . It is unfortunately those with children that have the greatest challenges but for whom the impact of not succeeding has the greatest consequences.

*—Center for Community Solutions, California*



The economic barriers survivors face are often complex and require long-term and comprehensive services. Job training, money management, and financial independence are economic priorities for victims.

An LAV Program grantee reports on these challenges:

**GRANTEE PERSPECTIVE**

Often victims are facing financial crises that are a direct result of financial abuse, criminal activity or coercion by an abuser. These clients need services that not only address the immediate problem but assist them in achieving long-term financial independence. Similarly, given the current economic crisis and job shortage, many victims need job training and career/interview counseling to assist them in competing in a very tight job market.

*—South Brooklyn Legal Services, Inc., New York*

An Abuse in Later Life Program grantee describes the needs of elder victims:

**GRANTEE PERSPECTIVE**

Elders in our state are continually reporting that their financial situations are in a state of crisis. Many still have to choose between which medications they can afford and actually get and the ones that they still need, but cannot afford because they need to eat as well. Transportation is also a high obstacle that many elders face. In one of the communities that we serve, a police officer who only serves the elder population has been providing transportation for elders, so they can get not only to their doctors appointments but also . . . to the senior center.

*—Family Counseling Agency, Louisiana*

A Youth Services Program grantee identifies economic needs of youth victims/survivors:

**GRANTEE PERSPECTIVE**

We see a need for safe housing for homeless and street-involved youth. The young people our youth advocate is working with have a lot of trauma in their lives, and until they have a safe place to live or any sense of stability, they cannot begin the working of healing and moving through that trauma.

*—Sexual Assault Response Services of Southern Maine*

## Conclusion

These are some of the unmet needs powerfully and poignantly enumerated by VAWA grantees. All were very appreciative of the generous resources provided by

VAWA and further spoke about the significant advances in criminal and civil justice systems' responses to violence against women through the well considered, systematic use of grant funds. They described robust victim services of a range and depth enabled only through VAWA funding. Their observations about the work that still must be undertaken and the need for expanded resources are vital sources of information that help OVW evaluate its grant-making and consider priorities for the future.

Although areas of remaining need exist, significant work is being accomplished with VAWA funds. What follows in subsequent chapters is a detailed account of activities throughout the country which are being funded by 14 discretionary VAWA grants (pages 127 to 370), 1 VAWA formula grant program (pages 371 to 384), and OVW's technical assistance initiative (pages 385 to 394). Collectively, the information in these chapters provides important insight into the effectiveness of VAWA-funded grant programs.

# The Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program

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

The term “elder abuse” means any action against a person who is 50 years of age or older that constitutes the willful infliction of injury, unreasonable confinement, intimidation, or cruel punishment with resulting physical harm, pain, or mental anguish; or deprivation by a person, including a caregiver, of goods or services with the intent to cause physical harm, mental anguish, or mental illness. Elder abuse victims face unique obstacles in seeking assistance because they often are dependent on the abusers and may not have the option to move or otherwise end the abusive relationships.

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

**It is critical for those in the criminal and civil justice system to recognize indicators that an older individual is being abused.**

Sexual assault, domestic violence, dating violence, and stalking affect victims in all age groups. However, older victims face additional challenges in accessing services they need to enhance their safety. Appropriate interventions may be compromised by misconceptions that older persons are not victims of these types of crimes, that domestic violence does not occur or lessens in later life, or that the abuse is an

expression of stress associated with caring for an aging individual. Age or disability may increase the isolation of these victims and their dependence on abusers for care or housing. Also, these cases may go unnoticed because criminal justice system personnel may perceive a victim's injuries as arising from aging, illness, or disability instead of recognizing that the injuries may be attributed to violence in the home or other care facility.

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

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

#### **GRANTEE PERSPECTIVE**

The grant funding has also provided the Rhode Island Team with the structure and guidance to begin assembling a coordinated community response for the first time in this state. The funding has given us the opportunity, support, and tools to evaluate the current system, identify duplication of effort, build on existing strengths, and bring a multi-disciplinary advisory team together to brainstorm and begin creating a more streamlined and accessible violence response system for elders. This grant has particularly strengthened the working relationship between law enforcement and prosecution, and has helped stakeholders across the state begin to identify their individual roles, skills, and strengths within the overall system.

*—Day One, Rhode Island*

**GRANTEE PERSPECTIVE**

The Elder Abuse grant has afforded opportunities that had previously never existed . . . The grant has allowed law enforcement, social services, the court system, advocacy groups, etc., to come to the table with common goals and concerns. The ability of outside organizations to help in the coordination efforts between all of the potential groups that possess a stake in the success of their offered programs and services has enhanced reliability and credibility within the groups and within our communities spanning a seven county region...The grant has allowed a more thorough understanding of the magnitude of the problem and how best to stage a defense, not only from the law enforcement perspective, but from the community view. The increased communication stressed by the elder abuse grant project between law enforcement and the many service providers, both private and public, has yielded great dividends and successes as we have intervened and helped in numerous situations that previously could have been overlooked. This enhanced communication and dialogue is proving invaluable as we have increased and improved our service delivery... We believe our Elder Abuse grants program has had a significant impact in our region, not just in law enforcement but along the service delivery continuum. The importance of the issue is continually stressed and the Haywood County Adult Protection Team that was formed as a result of our coordinated community response is offering clear and timely staffing for elder victims in need of multiple services.

*—30<sup>th</sup> Judicial District Domestic Violence-Sexual Assault Alliance, Inc.,  
North Carolina*

**GRANTEE PERSPECTIVE**

The Elder Abuse Program has been a godsend to our small, economically depressed community in Southeast Michigan. Although services do exist for seniors, the services are siloed and, prior to this grant, there was little or no communication between providers. The Elder Abuse grants program provides a template to insuring the collaboration of these services and provides the opportunity for catalyst that will outlast the grant term. Already, the community is reaching out to survivors of elder abuse in a new way and has provided more comprehensive wraparound services that it could not have provided absent this grant.

*—Lakeshore Legal Aid, Michigan*

### GRANTEE PERSPECTIVE

As a result of this grant, victim services for victims of late life family violence have greatly expanded. Before the grant, the Safe Options for Seniors program had only one staff member to provide services to victims across all of Orange County. Now the program has the program coordinator, a full time counselor/victim advocate, and a part time bilingual counselor/advocate. As a result of the training to law enforcement and victim service providers, Safe Options for Seniors has experienced an increase in referrals and the amount of clients we can serve in the community. Without the grant funding and expansion of staff to provide direct services to victims, the program would not be able to keep up with the increased demand. Also, we have been able to provide more training to community members and increase awareness through the coordinated community response activities.

—*Human Options Inc., California*

## General Grant Information

Information for this chapter was submitted by **44** individual Abuse in Later Life Program grantees<sup>100</sup> for the July 1, 2009, to June 30, 2011, progress reporting period. **Unless otherwise noted, data was included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

- ▶ July–December 2009: **31**
- ▶ January–June 2010: **31**
- ▶ July–December 2010: **38**
- ▶ January–June 2011: **36**

## Staff

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

Grantees most often used grant funds to support program coordinators.

- ▶ Number of individual grantees using funds for staff: **43** (98 percent of grantees)<sup>101</sup>

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<sup>100</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>101</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 1. Full-time equivalent staff funded positions by Abuse in Later Life Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>27</b>	<b>29</b>	<b>31</b>	<b>34</b>
<b>Total FTE staff funded</b>	<b>24</b>	<b>26</b>	<b>27</b>	<b>28</b>
Program coordinators	13	14	15	14
Support staff	3	4	4	3
Administrators	4	3	3	2
Trainers	2	2	2	4

FTE = full-time equivalent

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

## Training

Grantees train professionals to more effectively respond to older victims/survivors of sexual assault, domestic violence, dating violence, stalking, and elder abuse, neglect, or exploitation and to increase offender accountability.

- ▶ Number of individual grantees using funds for training: **42** (95 percent of grantees)<sup>102</sup>
- ▶ Total number of training events: **192**
- ▶ Total number of people trained: **5,924**

<sup>102</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 2. People trained with Abuse in Later Life Program funds for all four reporting periods: selected professional positions**

Position	People trained (N =5,924)	
	Number	Percent
Law enforcement officers	4,004 <sup>103</sup>	68
Elder service agency	649	11
Victim service organization	537	9
Government agency	334	6

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

**GRANTEE PERSPECTIVE**

Since the last report, the St. Paul Police Department has opened their own "Elder Abuse Unit." Sgt. Mike Wortman stated that he has so many cases, it is unbelievable. This is huge, especially since until the Law Enforcement trainings, the participation of St. Paul Police Department as a MOU partner, and having St. Paul Police Department officers as members on the training team during our first grant, the St. Paul Police Department, as many other Law Enforcement agencies, did not see a big need for education in this area. After the St. Paul Police Department realized the very big need for a specialized department, they worked endlessly to make that happen. Things have really changed in St. Paul and all of Ramsey County—collaboration is great! This grant has allowed us to cross-train and break down some serious misconceptions that the service providers have about one another. In some areas, prior to receiving training, advocates from domestic violence/sexual assault programs and workers from adult protection had little contact with each other apart from referrals to/from the other's program. Because of lack of communication between these service providers, misunderstandings and misconceptions regarding the roles of adult protection services vs. domestic violence, abuse in later life victims have not received the optimal services they should receive. This funding is essential to making the professionals in domestic violence, sexual assault, adult protection, and aging services programs not only aware of each other but to enable them to form true partnerships.

*—Minnesota Network on Abuse in Later Life*

<sup>103</sup> This number includes the categories law enforcement officers (3,175), law enforcement agency (122), and detectives/investigators (707).



**GRANTEE PERSPECTIVE**

Service access to Later in Life (LiL) victims is also a continuing barrier, but through training and collaboration we are very pleased to report successes in reaching out to the faith-based community. As many elder victims in our area may consider their priest or pastor as an important source of help, we have considered this area as an opportunity to reach potential victims who may not be comfortable talking about their abuse without support from their spiritual leader. As a result of these efforts, one local pastor referred a woman to the LiL advocate for services. The advocate met with this woman at her residential care facility and provided her with emotional support and advocacy. The woman stated "I would never have trusted talking about my husband hurting me with anyone until my pastor told me about you. Thank you for coming to my room today."

—*Community Violence Intervention Center, North Dakota*

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

**GRANTEE PERSPECTIVE**

Also in this period, we completed the six-month evaluation of our victim services training. The evaluation provided valuable information as to the impact of the training and revealed trends in actions toward enhancing collaboration and services for older victims. Respondents indicated that there has been increased communication between elder service, law enforcement, and victim services agencies, resulting in more outreach and education efforts, increased referrals, and better coordination to meet the needs of victims. Victim service agencies are now targeting many of their outreach and education efforts to community members in an attempt to raise awareness of the problem and available resources. Many agencies have enhanced their services to elder victims and are doing direct outreach with law enforcement to get information about available resources out to potential victims. Agencies have also internalized elder abuse training for staff.

—*Maine Coalition Against Sexual Assault*

### GRANTEE PERSPECTIVE

This funding has allowed Erie County the opportunity to focus on elder abuse training of criminal justice partners and courts that has not been possible previously. While Erie County has had a coordinated community response for elder abuse for some time, there has never been dedicated funding for training on this issue. Training has been done locally, but never in such a comprehensive way. It is also important to acknowledge the "buy-in" on this issue by local law enforcement who have now incorporated and institutionalized the NCALL [National Clearinghouse on Abuse in Later Life] Elder Abuse training in the Erie County Police Academy curriculum.

—*New York State Unified Court System*

## Victim Services

The availability of a wide range of services for older victims/survivors of abuse, neglect and exploitation including sexual assault, domestic violence, dating violence, and stalking is a critical part of a coordinated community response. Elder victims/survivors need

**Research indicates that women who work with advocates more effectively access community resources . . .**

comprehensive support services that may include legal advocacy to secure a protection order; legal assistance to obtain appropriate benefits; medical and counseling services from health care professionals; services from victim advocates, including safety planning or housing assistance; and/or transportation to appointments.

- ▶ Total of **12** individual grantees (27 percent) used funds for victim services.<sup>104</sup>
- ▶ Abuse in Later Life Program grantees provided services to an average of **235** victims/survivors of sexual assault, domestic violence, dating violence, stalking, and/or elder abuse, neglect, or exploitation to help them become and remain safe from violence in a 6-month reporting period.<sup>105</sup>

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<sup>104</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>105</sup> This number represents a calculated average of the last three 6-month reporting periods.

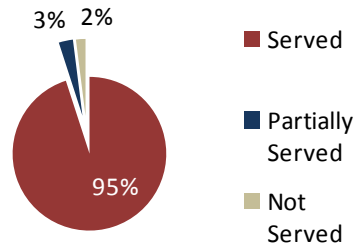
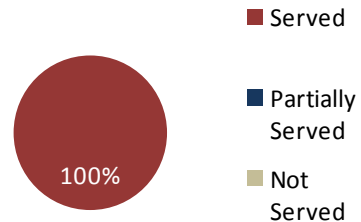
## Victims Seeking Services

### July–December 2009:

0 victims/survivors sought services from Abuse in Later Life Program grantees.

### January–June 2010:

- ▶ **83** victims/survivors sought services from Abuse in Later Life Program grantees.
- ▶ Of these, **83** (100 percent) victims/survivors received services.

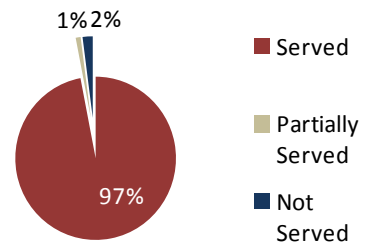


### July–December 2010:

- ▶ **298** victims/survivors sought services from Abuse in Later Life Program grantees.
- ▶ Of these, **293** (98 percent) victims/survivors received services and **5** (2 percent) were not served.

### January–June 2011:

- ▶ **336** victims/survivors sought services from Abuse in Later Life Program grantees.
- ▶ Of these, **329** (98 percent) victims/survivors received services and **7** (2 percent) were not served.



NOTES: “Partially served” represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the Abuse in Later Life Program grant. “Not served” represents victims/survivors who sought services and did not receive service(s) they were seeking, if those services were funded under the Abuse in Later Life Program grant. January–June 2010 was the first reporting period in which Abuse in Later Life grantees reported serving victims/survivors. Grantees must engage in a planning process that involves community partners. Grantees then submit a victim services implementation plan to OVW for approval before providing victim services. This explains the significant increase in the number of victims/survivors reported as served between the January–June 2010 and January–June 2011 reporting periods.

## **Reasons Victims Were Not Served or Were Partially Served**

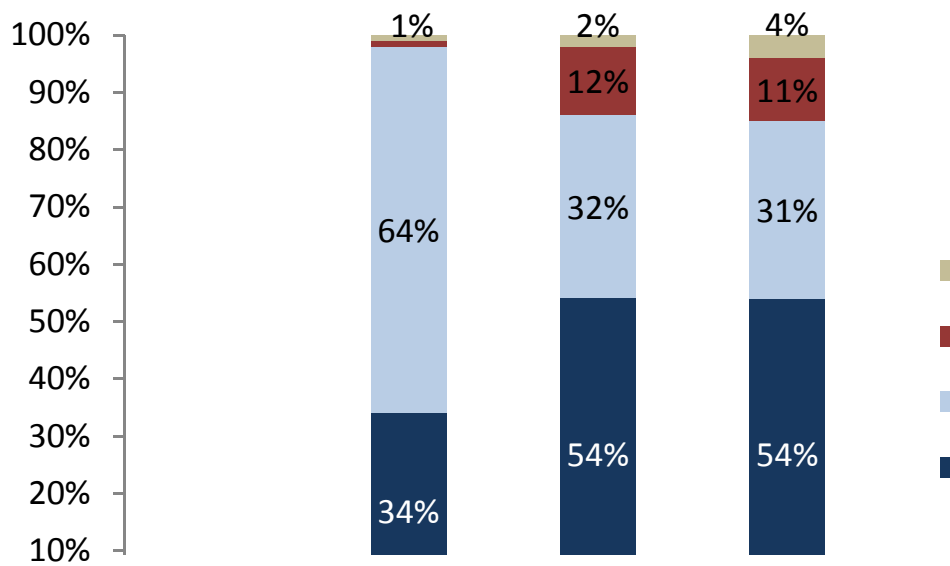
During each reporting period, grantees most frequently noted the following barriers as reasons why victims/survivors were not served or were partially served:

- ▶ Services not appropriate for victim/survivor
- ▶ Services inadequate/inappropriate for victims/survivors with mental health issues
- ▶ Victim/survivor did not meet eligibility or statutory requirements
- ▶ Rules not acceptable to victim/survivor
- ▶ Program reached capacity

## **Victims Served by Primary Type of Victimization**

A little more than **50** percent of the victims/survivors served during the last two reporting periods received services for **domestic violence and dating violence**.

**Figure 1. Provision of victim services by Abuse in Later Life Program grantees, by type of victimization<sup>106</sup>**



<sup>106</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served do not reflect that fact.

Victims/survivors served or partially served were most likely to be victimized by a **current or former intimate partner** (31–48 percent).

**Table 3. Relationship to offender of victims/survivors served by the Abuse in Later Life Program grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Current/former intimate partner	0	25	129	152	31–48
Other family member	0	19	77	85	23–27
Stranger	0	18	1	1	<1–22

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

## **Demographics of Victims Served and Partially Served**

Abuse in Later Life Program grantees served or partially served an average of **176** victims/survivors in a 6-month reporting period.<sup>107</sup> The majority of those victims/survivors were **white** (79–99 percent), **female** (73–84 percent), and between the ages of **50 and 59** (33–55 percent).

**Table 4. Demographic characteristics of victims/survivors served by Abuse in Later Life Program**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/Ethnicity</b>					
American Indian/Alaska Native	0	0	2	9	1–3
Asian	0	0	3	9	1–3
Black or African-American	0	0	6	12	2–4
Hispanic or Latino	0	1	5	27	1–10
Native Hawaiian or Pacific Islander	0	0	0	2	1
White	0	78	255	218	79–99
Unknown	0	4	22	52	NA

<sup>107</sup> This number represents a calculated average of all four 6-month reporting periods.

**Table 4. Demographic characteristics of victims/survivors served by Abuse in Later Life Program**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Gender</b>					
Female	0	61	246	278	73–84
Male	0	22	47	51	16–27
Unknown	0	0	0	0	NA
<b>Age</b>					
50–59	0	26	145	163	33–55
60–75	0	28	87	107	33–36
76–84	0	18	26	34	10–23
85+	0	6	5	10	2–8
Unknown	0	5	30	15	NA
<b>Other</b>					
People with disabilities	0	37	62	114	21–45
People with limited English proficiency	0	0	5	15	2–5
People who are immigrants, refugees, or asylum seekers	0	0	7	10	2–3
People who live in rural areas	0	5	8	25	3–8

NA = not applicable

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

## **Types of Victim Services**

Abuse in Later Life Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, stalking, and elder abuse, neglect, or exploitation. These services include victim advocacy (actions designed to help the victim obtain needed resources or services), crisis intervention, and helping victims/survivors navigate the legal system. Victims/survivors of sexual assault, domestic violence, dating violence, stalking, and elder abuse, neglect, or exploitation often need a variety of services, including help with material goods and services, health-related issues, financial and transportation needs, employment, and legal issues. Research indicates that women who work with advocates more effectively access community resources, and that it is essential for advocacy and other human services programs to recognize the need for a comprehensive response to the needs of survivors (Allen et al., 2004).

All victims/survivors receive safety planning, referrals, and information as needed. Grantees report that the following services were provided most frequently (not a complete list) to victims/survivors over the four reporting periods:<sup>108</sup>

- Crisis intervention: **307**
- Counseling/support group: **195**
- Victim/survivor advocacy: **181**
- Criminal justice advocacy: **107**
- Civil legal advocacy: **92**

#### GRANTEE PERSPECTIVE

This grant extension allowed 2 advocacy service programs the opportunity to provide community outreach and direct services to 428 primary and secondary victims of abuse in later life by providing the funding to add staff to work specifically in this area. Because of this grant, they were able to provide crisis advocacy, support advocacy, and legal advocacy to the victims. An advocate from the St. Paul Intervention Project was able to ride along with the St. Paul Police on investigations to meet with the victims of abuse in later life. In addition, this funding has allowed agencies to work as teams and continue to form partnerships.

—*Minnesota Network on Abuse in Later Life*

## Remaining Areas of Need

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

<sup>108</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

**GRANTEE PERSPECTIVE**

Tangible needs include a lack of public transportation in the county that adequately and consistently provides transportation to seniors seeking both legal and social service support. Options of affordable housing is also an issue if a senior crime victim is being abused by a family member or caregiver, the options of where this person can live are severely limited . . .

*—Network of Victim Assistance in Bucks County, Pennsylvania*

Training and education needs discussed by grantees included the following: informing law enforcement about the symptoms of abuse in the elder population, bringing awareness to older victims/survivors about their rights and about available resources, and educating victims and their providers about financial abuse and exploitation. Abuse in Later Life Program grantees also regularly mentioned increasing the responsiveness of the criminal justice system to crimes against elders. They consistently mentioned the need for a multidisciplinary approach to the investigation and prosecution of elder abuse cases.

**GRANTEE PERSPECTIVE**

Financial exploitation is a significant area of remaining need in Maine. We need to do much more outreach and education with seniors around protecting their assets. We need to increase reporting of financial exploitation and increase resources available for investigation and prosecution of these time-intensive cases. We likewise need to continue to work with law enforcement to increase responsiveness to financial institutions. In addition, the lack of affordable and accessible housing in rural Maine and the lack of public transportation keeps victims from reporting abuse, including financial abuse.

*—Maine Coalition Against Sexual Assault*

**GRANTEE PERSPECTIVE**

Other identified obstacles related to the need to train and educate professionals working with elder abuse victims, and the need to improve public perception and awareness of elder abuse. Community members misunderstand elder abuse in terms of the dynamics between perpetrators and victim, signs of abuse, and common deceptions used by perpetrators. Professionals also need training to be able to recognize elder abuse and to locate services. Without proper education and training, professionals and public, alike, will not take elder abuse seriously, will not know where or how to assist victims with reporting elder abuse, and will not know the best strategies to ensure victim safety and to hold offenders accountable.

*—County of Clay, Minnesota*



# Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program

The Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program) is designed to encourage state, local, and tribal governments and state, local, and tribal courts to treat sexual assault, domestic violence, dating violence, and stalking as serious violations of criminal law requiring coordination with nonprofit, nongovernmental victim

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

advocates, and representatives from the criminal justice system. This program challenges the whole community to communicate, identify problems, and share ideas that will result in new responses and the application of best practices to enhance victim safety and offender accountability.

The scope of the Arrest Program includes the following purpose areas during the period covered in this report: implementing pro-arrest programs and policies; improving tracking of cases involving sexual assault, domestic violence, dating violence, and stalking; centralizing and coordinating police enforcement, prosecution, or judicial responsibility for sexual assault, domestic violence, dating violence, and stalking cases; coordinating computer tracking systems to ensure communication between police, prosecutors, parole and probation officers, and both criminal and family courts; strengthening legal advocacy service programs; educating judges in criminal and civil courts (including juvenile courts); providing technical assistance and computer and other equipment to police departments, prosecutors, courts, and tribal jurisdictions to facilitate the widespread enforcement of protection orders; developing or strengthening policies and training for police, prosecutors, and the judiciary in recognizing, investigating, and prosecuting instances of sexual assault and domestic violence against older individuals and individuals with disabilities; developing state, tribal, territorial, or local policies, procedures, and protocols for preventing dual arrests and prosecutions; developing and establishing comprehensive victim service and support centers, such as family justice centers; developing and implementing policies and training for police, prosecutors, probation, and parole officers, and the judiciary in recognizing, investigating, and prosecuting instances of sexual assault; developing, enhancing, and maintaining protection order registries; and developing human immunodeficiency virus (HIV) testing programs for sexual assault perpetrators and notification and counseling protocols.

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

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

#### **GRANTEE PERSPECTIVE**

This project has been a major success. We have consistently increased the number of Latinas and African American women who contact us. We believe this has the overall impact of improving safety. The primary reason for the success has been the collaborativeness of the project. The Latinas and NAADVAC [Nebraska African-American Domestic Violence Action Committee] groups have met regularly, creating relationships and strategies to improve our response. Success of our support groups is a function of the collaborative way in which the groups are provided. We have also reached out to our coordinated response teams and increased cultural competency with those groups as well as building relationships. Similarly, NAADVAC has now held five highly successful state conferences to heighten awareness about the experience of African American women. We have been able to build on the success of our project by using our model to reach out to other populations through other grant funding sources.

*—Lancaster County, Pennsylvania*

#### **GRANTEE PERSPECTIVE**

[Arrest Program] funding has been the catalyst for starting a new conversation at the state level regarding how to improve Michigan's response to sexual assault. For the first time in years, leaders from Michigan's key response systems are sitting together at the 2012 meetings and focusing on improving the response to sexual assault in a coordinated way. At the close of the kick-off task force meeting, a long-time sexual assault advocate shared that it was the most hopeful she had felt about [the response to] sexual assault in years. In addition, the work of the 2012 task force in combination with the law enforcement, prosecution, and SART [sexual assault response team] trainings that are funded under this project, are making a huge impact in Michigan and getting local communities the tools and technical assistance needed to tackle sexual assault in a comprehensive way.

*—Michigan Department of Human Services*

**GRANTEE PERSPECTIVE**

After years of working with the Village of Kenmore through the Police Department and Justice Department, the impact of this program is being seen throughout the community. Victims recognize that Kenmore takes the problem of domestic violence very seriously, with increased concern over victim safety and support and an increase in the level of offender accountability. Victims state that they "feel safer" in their community. This was not the situation prior to this funding. In all of the communities, we have seen an almost instant change in police response, increased numbers of domestic incident reports, and more-appropriate reporting and charging of domestic violence cases following the mandatory trainings and the placing of an advocate in the police departments. We have also been able to work more closely with Erie County Family and IDV [integrated domestic violence] courts regarding coordinated community response to victims and, more particularly, underserved immigrant victims with language and cultural barriers.

—Village of Kenmore, New York

## General Grant Information

Information for this report was submitted by **268** individual Arrest Program grantees<sup>109</sup> for the July 1, 2009, to June 30, 2011, progress reporting period. **Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

*Seven percent of Arrest Program grantees reported that their grants specifically addressed tribal populations.*

- ▶ July–December 2009: **222**
- ▶ January–June 2010: **187**
- ▶ July–December 2010: **224**
- ▶ January–June 2011: **199**

Seven percent of Arrest Program grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **62** unique tribes or nations they were serving or intended to serve.

<sup>109</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

## Staff

Arrest Program staff provide training, victim services, law enforcement activities, prosecution, court services, supervision of offenders, and batterer intervention programs to increase victim safety and offender accountability. Being able to hire staff is crucial to the overall function and success of programs.

Grantees most often used grant funds for victim advocates and law enforcement officers.

**Table 5. Full-time equivalent staff funded positions by Arrest Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>202</b>	<b>179</b>	<b>212</b>	<b>196</b>
<b>Total FTE staff funded</b>	<b>755</b>	<b>673</b>	<b>761</b>	<b>730</b>
Victim advocates	210	199	229	224
Law enforcement officers	88	61	76	75
Prosecutors	60	57	65	67
Program coordinators	64	58	69	66
Probation officers	26	31	31	32
Legal advocates	41	28	39	40
Court personnel	29	18	24	21

FTE = full-time equivalent

NOTE: The numbers in staff categories do not add up to total FTEs because only the most frequently reported staff categories are presented.

### GRANTEE PERSPECTIVE

As a result of grant funding for victim advocacy, victim advocates are able to assist victims with filing for temporary orders of protection, accompany those victims to full order hearings, and maintain a relationship with victims to insure their safety by reporting any violations of the order. This, in turn, holds perpetrators accountable and increases victim safety and cooperation with prosecution. This cooperation extends to criminal proceedings as well, helping the victim through the difficult process of the criminal justice system. The advocates also attend these hearings with victims, providing emotional support and guidance through the criminal justice process. Without advocacy services, many victims would never seek orders of protection, community resources, or assist with prosecution of their batterer.

—Jefferson County, Missouri

**GRANTEE PERSPECTIVE**

The domestic violence detective's case load has increased substantially from 149 cases in 2003, the year when Arrest Program funding was first received, to more than 1,000 in 2009 (an increase of 571 percent). The increase in domestic violence cases can be attributed to grant funding in support of a dedicated detective to focus solely on crimes of domestic violence.

—*City of Blue Springs, Missouri*

## Training

Quality training is necessary for the development of an effective coordinated community response to sexual assault, domestic violence, dating violence, and stalking. Nearly all Arrest Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking victimization issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, and mental health and other professionals. This training improves professional responses to victims/survivors and increases offender accountability.

**This training improves professional responses to victims/survivors and increases offender accountability.**

The most common topics for training events were domestic violence overview, advocate response, law enforcement response, coordinated community response, safety planning for victims/survivors, criminal court procedures, domestic violence statutes/codes, protection orders, confidentiality, and stalking overview. Training may range from conferences and workshops to roll call training for law enforcement officers.

- ▶ Number of individual grantees using funds for training: **207** (77 percent of grantees)<sup>110</sup>
- ▶ Total number of training events: **5,887**
- ▶ Total number of people trained: **126,533**

<sup>110</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month period.

**Table 6. People trained with Arrest Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 126,533)	
	Number	Percent
Law enforcement officers	46,768	37
Multidisciplinary group	11,875	9
Victim advocates	11,338	9
Health professionals	7,610	6
Court personnel	4,936	4
Social service organization staff	4,632	4

NOTE: Data presented for the 6 most frequently reported categories only.

**GRANTEE PERSPECTIVE**

As a result of extensive training and advocacy with police/law enforcement and court and judicial personnel, an extremely lethal domestic violence case was resolved in "model" form. From the initial 911 call to the sentencing of the perpetrator, the entire system worked in support of the safety of the survivor and her children. Victim service advocates, following the survivor through the entire process, were extremely pleased with the safety measures—police response, drive-through at shelter facility, utilization of video conferencing, survivor and victim accompaniment by police and sentencing—taken to protect the survivor and victim service agency personnel. Without training and advocacy of all Policy Board members, this survivor may not have survived this lethal situation.

*—County of Butler, Pennsylvania*

**GRANTEE PERSPECTIVE**

As a result of training provided during a prior reporting period on the use of expert witnesses in domestic violence prosecutions, an increasing number of prosecutors are calling local victim advocates to testify in cases about the dynamics of domestic violence and the behavior of victims to educate juries in making more-appropriate verdicts. The advocates who have testified are building their skills and have made themselves available to prosecutors in communities across the state. The result of this promising practice has been an increase in the number of cases prosecutors take to trial and, subsequently, an increase in convictions for domestic abuse in both misdemeanor and felony level cases.

*—Oklahoma District Attorney's Council*

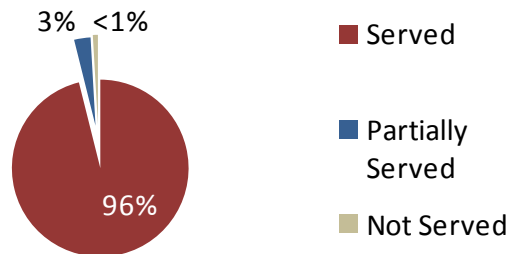
## Victim Services

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

**Research indicates that women who work with advocates more effectively access community resources . . .**

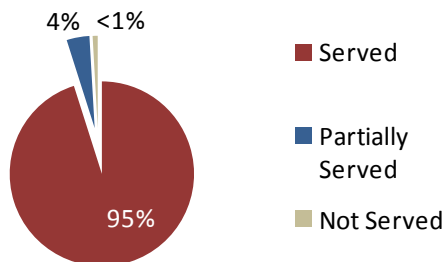
- ▶ Number of individual grantees using funds for victim services: **209** (78 percent)<sup>111</sup>
- ▶ Arrest Program grantees provided services to an average of **57,290** victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a 6-month reporting period.<sup>112</sup>

## Victims Seeking Services



### July–December 2009:

- ▶ **61,904** victims/survivors sought services from Arrest Program grantees.
- ▶ Of these, **61,319** (99 percent) victims/survivors received services, and 585 (<1 percent) were not served.



### January–June 2010:

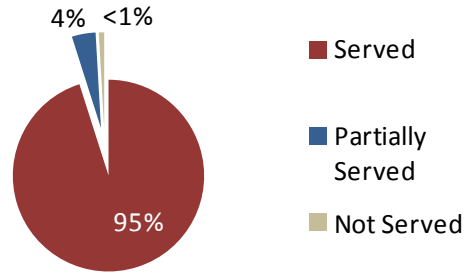
- ▶ **55,651** victims/survivors sought services from Arrest Program grantees.
- ▶ Of these, **55,129** (99 percent) victims/survivors received services, and **522** (<1 percent) were not served.

<sup>111</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>112</sup> This number represents a calculated average of all four 6-month reporting periods.

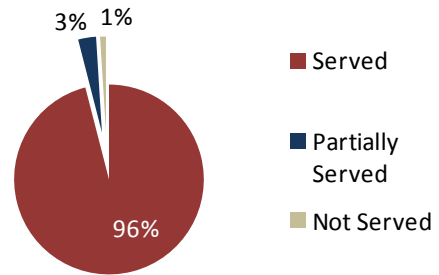
**July–December 2010:**

- ▶ **55,288** victims/survivors sought services from Arrest Program grantees.
- ▶ Of these, **54,757** (99 percent) victims/survivors received services, and **531** (<1 percent) were not served.



**January–June 2011:**

- ▶ **58,691** victims/survivors sought services from Arrest Program grantees.
- ▶ Of these, **57,957** (99 percent) victims/survivors received services, and **734** (1 percent) were not served.



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

**Reasons Victims Were Not Served or Were Partially Served**

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

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

The majority of victims/survivors served or partially served were victimized by a **current or former intimate partner** (62–65 percent).



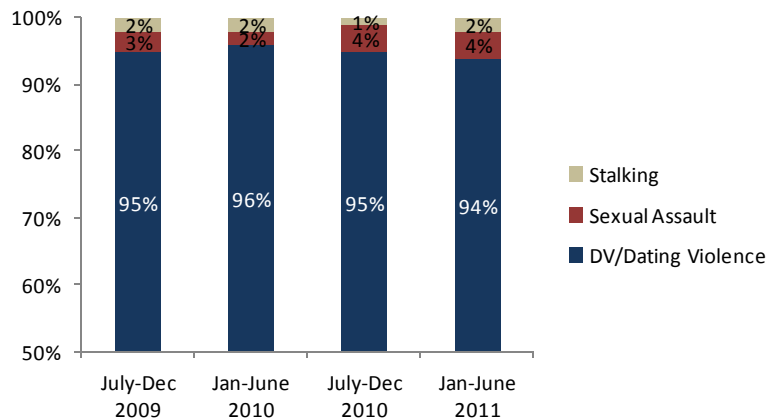
**Table 7. Relationship to offender of victims/survivors served by Arrest Program grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Current/former intimate partner	35,351	32,851	34,512	34,491	62–65
Dating relationship	14,837	12,848	11,575	12,271	22–26
Other family member	5,004	4,281	5,155	4,700	8–10

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

Arrest Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Those served by Arrest Program grantees were overwhelmingly victims/survivors of **domestic violence/dating violence** (94–96 percent).

**Figure 2. Provision of victim services by Arrest Program grantees, by type of victimization<sup>113</sup>**



## **Demographics of Victims Served and Partially Served**

Arrest Program grantees served or partially served an average of **57,290** victims/survivors in a 6-month reporting period.<sup>114</sup> The majority of those victims/survivors were **white** (44–49 percent), **female** (88–89 percent), and between the ages of **25 and 59** (70–72 percent).

<sup>113</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served do not reflect that.

<sup>114</sup> This number represents a calculated average of all four 6-month reporting periods.

**Table 8. Demographic characteristics of victims/survivors served by Arrest Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/Ethnicity</b>					
American Indian/Alaska Native	735	693	1,202	1,546	1–3
Asian	1,528	1,217	1,231	1,305	2–3
Black or African-American	19,548	17,107	16,808	15,055	30–35
Hispanic or Latino	8,723	8,996	8,922	8,126	16–18
Native Hawaiian or Pacific Islander	176	279	98	181	0–1
White	25,050	22,131	23,254	24,926	44–49
Unknown	5,702	5,118	3,489	6,946	NA
<b>Gender</b>					
Female	52,506	46,822	47,916	48,572	88–89
Male	6,427	5,598	6,049	6,389	11–12
Unknown	2,386	2,709	792	2,996	NA
<b>Age</b>					
13–17	1,247	1,372	1,449	1,586	2–3
18–24	12,903	11,012	11,635	11,546	22–23
25–59	39,825	34,625	36,209	35,614	70–72
60+	1,680	2,223	1,888	1,825	3–5
Unknown	5,664	5,897	3,576	7,386	NA
<b>Other</b>					
People with disabilities	2,708	2,156	2,263	2,744	4–5
People with limited English proficiency	6,539	6,485	5,001	5,163	9–12
People who are immigrants, refugees, or asylum seekers	5,471	4,107	4,444	4,462	7–9
People who live in rural areas	6,816	4,660	6,153	6,710	8–12

NA = not applicable

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

## **Types of Victim Services**

Arrest Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These services include victim advocacy (actions designed to help the victim obtain needed resources or services), crisis intervention, and helping victims navigate the legal system.

Victims/survivors of sexual assault, domestic violence, dating violence, and stalking often need a variety of services, including help with material goods and services,

health-related issues, school-related issues, financial and transportation needs, employment, and legal issues. Women with children also need assistance with childcare and other matters related to their children. Research indicates that women who work with advocates access community resources more effectively and that advocacy and other human services programs must recognize that a comprehensive response is essential to meet the needs of survivors (Allen et al., 2004).

All victims/survivors receive safety planning, referrals, and information as needed. Grantees report that the following services were provided most frequently (not a complete list) to victims/survivors over the four reporting periods:<sup>115</sup>

- Victim/survivor advocacy: **131,530**
- Criminal justice advocacy: **100,651**
- Crisis intervention: **89,831**
- Civil legal advocacy/court accompaniment: **65,110**
- Counseling services/support group: **44,303**

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<sup>115</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

**GRANTEE PERSPECTIVE**

Because of this grant, the St. Paul Intervention Project has been able to provide services to many more victims, specifically those who do not have a home phone or contact phone. Primarily, the advocates' only avenue to reach victims is via phone, thus, when one isn't available, the only option to reach them is then through the partnership between the advocate and officer doing home visits. There were multiple cases during this reporting period when the advocate was able to connect with a victim . . . through a home visit with the officer. Another result of the program funding is the increase in quality [of] services provided. Due to the teamwork and commitment by both the advocate and officer, victims receive in-depth advocacy and safety planning on the spot during a home visit. Together, we are able to offer transportation to Bridges to Safety for a victim to obtain an order for protection or accompany her back to her home to gather personal items, if [she is] staying elsewhere, and so on.

*—City of St. Paul, Minnesota*

**GRANTEE PERSPECTIVE**

The grant funds allowed our victim services agency to provide increased support for victims from the time of assault through and past trial proceedings or final disposition. The success of our advocacy program resulted in the local courts requesting an advocate at the courthouse to ensure victims have access to advocates at this crucial juncture, especially in cases where victims have yet to contact or speak with an advocate.

*—City of Port Townsend, Washington*

**GRANTEE PERSPECTIVE**

For the first time in Washington, D.C., there is a specially designated crisis counselor and a specially hired and trained attorney to serve victims of sexual assault. These positions were created to address gaps in the system in D.C. since prior to these positions being created, a survivor would have to wait three weeks up to many months before a counselor would have available appointments and there were no attorneys in D.C. trained in the unique legal needs of sexual assault survivors who were assaulted by non-intimate partners.

*—Office of Victim Services, Washington, D.C.*

**GRANTEE PERSPECTIVE**

As a result of the grant funding, incarcerated women are getting services, support, access to resources, and transition planning that did not exist before this project began. The incarcerated-women's advocate connects with a wide variety of agencies to facilitate transition from the jail to the community for the victims of abuse with whom she works.

—*Cumberland County, Maine*

**Hotline Calls**

Out of a total of **353,519** hotline calls received, half (**179,303**) came from victims/survivors.<sup>116</sup>

**Victim-Witness Notification/Outreach to Victims/survivors**

Grantees reported a total of **169,856** letters, phone calls, or visits to victims/survivors.<sup>117</sup>

**Criminal Justice**

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

<sup>116</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors, and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>117</sup> Number of notification and outreach activities is not unduplicated.

**GRANTEE PERSPECTIVE**

This funding has allowed Lincoln County to put into place a range of science-based solutions to address domestic violence in our community. Without this funding . . . those services (prosecution, victim advocacy, treatment, accountability through enforced probation) [would] not be provided at anywhere near the level they are being provided. The partnership brought about by this funding has directly led to the development and implementation of the Lincoln County Domestic Violence Court Program, which has already yielded phenomenal results as compared to the prior situation, including dramatically increased compliance and dramatically reduced failures to appear.

*—Lincoln County, Oregon*

**GRANTEE PERSPECTIVE**

The working relationships between the local Domestic Violence (DV) Response Unit, Family Justice Center (FJC), and the district attorney's office have led to increased interest in moving prosecutions to being based on physical evidence without the victim being required to take the stand. Because of this emerging trend for our area, additional training has occurred for first responders and 911 operators. With this new knowledge, they now pay special attention to making substantial written records and/or asking the right questions. "Excited utterances" are noted so that the testimony of first responders and 911 operators may be used by the prosecution. Recently, a victim of non-DV stalking came to the FJC and met with law enforcement from the DV Response Unit. Although there was not substantial evidence for an arrest to be made, the attending officer remembered another recent case in which there was a stalker. After reviewing records, he noted that both cases involved the same alleged stalker. After receiving permission from both ladies and working with them, there was sufficient evidence to result in an arrest of what appears to be a serial stalker.

*—Ouachita Parish, Louisiana*

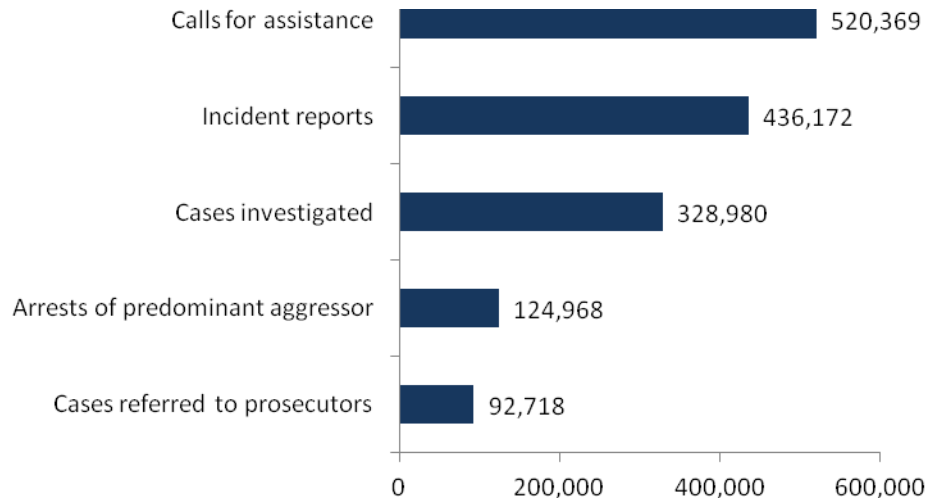
## Law Enforcement

The role of law enforcement is crucial in responding to violence against women. The response and attitude of law enforcement officers influence whether or not victims will report domestic violence offenses (Davis & Maxwell, 2002; Friday et al., 2006), and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court (Jolin et al., 1998). Law enforcement officers should be proactive and aggressive in addressing sexual assault, domestic violence, dating violence, and stalking incidents. Meaningful and serious responses by law

*Ninety-eight individual grantees (37 percent) are using funds for law enforcement.*

enforcement agencies—including arrest, providing victims with information pamphlets, taking down witness statements, and helping victims secure protection orders—were all associated with reduced reabuse (Klein, 2008a; Wordes, 2000)).

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



**Table 9. Law enforcement activities in Arrest Program for sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods, by type of victimization**

Activity	Domestic violence/dating violence			Total activities
	Sexual assault	Stalking	Domestic violence/dating violence	
Calls for assistance	10,166	6,007	504,196	520,369
Incident reports	9,562	3,871	422,739	436,172
Cases/incidents investigated	8,267	3,366	317,347	328,980
Arrests	2,015	1,599	121,354	124,968
Referrals of cases to prosecutor	1,789	1,707	89,222	92,718

## **Referrals to Victim Services**

Law enforcement staff made **136,734** victim/survivor referrals to governmental and non-governmental victim services.

### **GRANTEE PERSPECTIVE**

This funding has enabled our jurisdiction to identify the most dangerous domestic violence offenders. By funding the high-risk-team coordinator and the data base, we are able to identify repeat offenders and offenders with the most dangerous behavior, including the use of strangulation as a means of control. With budget cuts at the state level, law enforcement is asked to do more with fewer resources. By triaging the offenders in our jurisdiction and using enhanced prosecution, we are able to provide greater victim safety.

*—City of Northampton, Massachusetts*

### **GRANTEE PERSPECTIVE**

The stalking training has proven to have been very beneficial. It was attended by professionals from a wide range of service fields including advocates, law enforcement, victim assistants, health professionals, supervised visitation staff, batterer intervention staff, a district court judge, an attorney, and other governmental agency staff. As a result of this training, I feel this community is responding more efficiently with better understanding of the dynamics of stalking, in that we now better recognize stalking situations when they are occurring, separate from the more common types of domestic violence situations. Our law enforcement officers are now more responsive to taking reports and providing documentation, even when there has been no obvious crime committed, because of the realization that this may be a stalking situation. This early documentation can prove to be very important should the stalking case be substantiated at a later date. We are now correctly labeling stalking cases, and this is beginning to show in our collection of statistics. We had six cases classified as stalking in this reporting period, as opposed to none in the previous reporting period.

*—Chatham County, North Carolina*



## Prosecution

Prosecution of domestic violence offenders varies from state to state. Generally, misdemeanor offenses are handled by city or county officials in municipal or district courts and felony offenses are handled by county prosecutors in superior courts. After police arrest a suspect, it is usually up to the prosecutor to decide to charge the offender and prosecute the case. Research provides support for a coordinated community response to domestic abuse that involves effective prosecution, probation, and court-ordered counseling (Murphy, Musser, & Maton, 1998). Outreach to victims, coupled with the proper charging of abusers, followed by rigorous prosecution, safeguards victims/survivors and their children from further abuse and reduces overall recidivism by criminal abusers (Wooldredge & Thistlethwaite, 2005).

Close cooperation with law enforcement and victim advocates, specialized prosecution units, specialized training for prosecutors, and vertical prosecution have all contributed to higher prosecution and conviction rates (Klein, 2004). Jurisdictions with specialized prosecution programs boast high conviction rates (Klein, 2009).

- ▶ Number of individual grantees using funds for prosecution: **84** (31 percent of grantees)<sup>118</sup>
- ▶ Prosecutors received **225,252** sexual assault, domestic violence, dating violence and/or stalking case referrals, and accepted **174,719**<sup>119</sup> (78 percent) cases for prosecution.

**Table 10. Cases received and accepted by prosecutors funded by the Arrest Program for all four reporting periods, by type of victimization**

Type of case	Cases referrals received	Cases accepted for prosecution	Percent
<b>All cases</b>	<b>225,252</b>	<b>174,719</b>	<b>78</b>
Domestic violence/dating violence	216,570	167,684	77
Sexual assault	5,367	3,917	73
Stalking	3,315	3,118	94

<sup>118</sup> This number reflects an unduplicated count of grantees; grantees are reported only once, even if they reported data in more than one 6-month reporting period.

<sup>119</sup> Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period.

**Table 11. Prosecution of cases by prosecutors funded by the Arrest Program for all four reporting periods, by type of victimization**

Type of case	Cases Disposed of	Dispositions resulting in convictions <sup>120</sup>	
		Number	Percent
<b>All cases</b>	<b>162,584</b>	<b>94,474</b>	<b>58</b>
Domestic violence/dating violence	147,931 <sup>121</sup>	84,477 <sup>122</sup>	57
Sexual assault	3,315 <sup>123</sup>	2,546 <sup>124</sup>	77
Stalking	793 <sup>125</sup>	535 <sup>126</sup>	67

## Referrals to Victim Services

- ▶ Prosecution staff made **118,456** victim/survivor referrals to governmental and non-governmental victim services.

### **GRANTEE PERSPECTIVE**

A specialized prosecutor is keener to the unique prosecutorial process involved with domestic violence and sexual assault cases. By anticipating a recanting witness, and thereby an evidence-based prosecution, cases are moving forward that would otherwise be dismissed. This willingness to prosecute seemingly difficult cases provides reassurance to law enforcement, victims, and the community at-large. Furthermore, funding a specialized prosecutor eases the burden placed on three different district attorneys' offices and allows those offices to focus their attention and resources to other areas of concern.

*—Nevada Office of the Attorney General*

## Courts

Courts funded by the Arrest Program conduct a range of activities, including the following: networking with criminal justice and social service agencies to identify resources to address gaps in the system of services, providing extensive and ongoing training on sexual assault, domestic violence, dating violence, and stalking issues; implementing practices to ensure consistency in case handling, enhancing case information flow between partner agencies to improve judicial decision-making and

<sup>120</sup> Convictions, for purposes of this report, include cases of deferred adjudication.

<sup>121</sup> Includes a total of 102 domestic violence/dating violence homicide cases disposed of.

<sup>122</sup> Includes a total of 95 domestic violence/dating violence homicide cases resulting in conviction.

<sup>123</sup> Includes a total of 12 sexual assault homicide cases disposed of.

<sup>124</sup> Includes a total of 12 sexual assault homicide cases resulting in conviction.

<sup>125</sup> Includes a total of three stalking homicide cases disposed of.

<sup>126</sup> Includes a total of three stalking homicide cases resulting in conviction.

partner agency operations; emphasizing defendant monitoring and accountability; and enhancing protection for, and services to, victims.

Although relatively new, research has shown that specialized domestic violence courts are associated with decreased reoffending and reabuse (Klein & Crowe, 2008). Specialized domestic violence courts may

**Research has shown that specialized domestic violence courts are associated with decreased reoffending and reabuse**

increase both offender compliance with court-ordered conditions and impose enhanced penalties for non-compliance, and research indicates several positive outcomes resulting from the creation of a coordinated response to intimate partner violence that involved courts and justice agencies in a central role (Harrell et al., 2007).

- ▶ Number of individual grantees using funds for court activities: **27** (10 percent of grantees)<sup>127</sup>

## Judicial Monitoring

Judicial monitoring occurs when the court schedules regular court appearances at certain intervals to determine whether convicted offenders are complying with the terms of their sentences. Over the course of the 5-year Judicial Oversight Demonstration Initiative, judicial review hearings have proven to be effective tools for improving the system's ability to hold offenders accountable (Harrell et al., 2007).

- ▶ An average of **3,873** offenders were monitored in each 6-month reporting period. During the 2-year time period covered by this report, **31,120** judicial reviews of individual offenders were conducted.

Judges monitor offenders to review progress and compliance with court orders. The data reported below reflect the consequences imposed for violations of court orders. With each type of violation, the courts took no action in only **7** percent of the cases and issued fines in **5** percent of the cases. A significant number of cases resulted in the courts adding conditions (**18** percent) or partially (**30** percent) or fully (**27** percent) revoking probation. The courts issued a verbal or written warning in **21** percent of the cases.

<sup>127</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 12. Disposition of violations of probation and other court orders by courts funded by the Arrest Program for all four reporting periods**

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/incarcerated	
	N	%	N	%	N	%	N	%	N	%	N	%
<b>Protection order (N = 681)</b>	18	3	307	45	4	1	125	18	148	22	79	12
<b>New criminal behavior (N= 561)</b>	10	2	53	9	48	9	71	13	153	27	226	40
<b>Failure to attend mandated batterer intervention program (N = 858)</b>	5	1	212	25	22	3	108	13	207	24	304	35
<b>Failure to attend mandated offender treatment (N =589)</b>	6	1	44	7	6	1	48	8	432	73	53	9
<b>Other condition of probation or parole (N = 1,639)</b>	96	6	252	15	177	11	383	23	284	17	447	27

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

### **Referrals to Victim Services**

- ▶ Court staff made **8,308** victim/survivor referrals to governmental and non-governmental victim services.

**GRANTEE PERSPECTIVE**

The Ada County Domestic Violence Court introduced its integrated model that places families with a criminal domestic violence case and a divorce, custody or child protection case under a single judge. This practice assures accurate information for judicial decisions; compatible, consistent court orders; and improved, tailored outcomes for families. Idaho's integrated domestic violence courts continue to enhance safety for children and families and hold offenders accountable. Over the last year, domestic violence court coordinators have identified gaps and barriers in accessing services for victims, created services and treatment options in rural areas for victims and offenders, and facilitated the development of a coordinated community response to improve the handling of domestic violence cases within the justice system.

—*Idaho Supreme Court*

## 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

*Total number of new and continuing cases  
handled by probation: **25,414***

domestic violence. Many specialized domestic violence units enforce intensive supervision on their probationers, and many require attendance at batterer intervention programs. Some probation offices have also begun to reach out to victims to gain a better understanding of their needs. The American Probation and Parole Association states that “probation professionals should be acquainted with and sensitive to the needs of victims while performing their primary service responsibilities to the public and to offenders” (Klein, 2004).

- ▶ Number of individual grantees using funds for probation activities:  
**52** (19 percent of grantees)<sup>128</sup>

<sup>128</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

## **Offender Monitoring**

Probation officers monitor offenders to review progress and compliance with court orders. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance. An average of **6,354** offenders were monitored by Arrest Program-funded agencies in each of the four reporting periods covered by this report. During the same 2-year period these agencies reported the following contacts with individual offenders:

- ▶ **147,414** face-to-face contacts
- ▶ **85,659** telephone contacts
- ▶ **29,619** unscheduled surveillance contacts

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

A total of **11,653** violations were reported. The most frequently reported types of violations and responses to those violations were as follows:

- Failure to attend mandated batterer intervention programs **2,567** (22 percent) was the violation most likely to result in partial or full revocation of probation **1,158** (45 percent).
- New criminal behavior represented **2,247** (19 percent) of violations and most often resulted in partial or full revocation of probation (**1,373** or 61 percent).
- Failure to comply with protection orders accounted for **1,447** (12 percent) of violations and most often resulted in partial or full revocation of probation (**822** or 57 percent).

Grantees report taking numerous steps in response to violations of probation, as illustrated in Table 13.

**Table 13. Actions taken by Arrest Program grantees in response to violations of probation for all four reporting periods**

Violation	No action taken		Verbal/ written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/ incarcerated	
	N	%	N	%	N	%	N	%	N	%	N	%
<b>Protection order (N=1,447)</b>	57	4	218	15	25	2	325	22	316	22	506	35
<b>New criminal behavior (N = 2,247)</b>	228	10	122	5	103	5	421	19	542	24	831	37

**Table 13. Actions taken by Arrest Program grantees in response to violations of probation for all four reporting periods**

Violation	No action taken		Verbal/written warning		Fine		Conditions added		Partial revocation of probation		Probation revoked/incarcerated	
	N	%	N	%	N	%	N	%	N	%	N	%
Failure to attend mandated batterer intervention program (N = 2,567)	159	6	719	28	6	0	525	20	599	23	559	22
Failure to attend mandated offender treatment (N =1,257)	74	6	289	23	19	2	226	18	380	30	269	21
Other condition of probation or parole (N =4,135)	270	7	820	20	230	6	801	19	1,127	27	887	21

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

### **Referrals to Victim Services**

- ▶ Probation staff made **12,320** victim/survivor referrals to governmental and non-governmental victim services.

#### **GRANTEE PERSPECTIVE**

The Shoshone-Paiute Tribes have been fortunate to receive grant funding that allows the STOP Violence Against Women Programs department to continue their goals to offer a men's re-education program with an emphasis of incorporating Native practices and culture included during the 26-week process. This process for offender accountability has been operating for five years. The collaboration and coordination developed with the probation officer with the men's re-education facilitator and coordinator/director have instituted a CCR [coordinated community response] approach that holds offenders accountable with aggressive monitoring and enhancing victim safety.

*—Shoshone-Paiute Tribes*

**GRANTEE PERSPECTIVE**

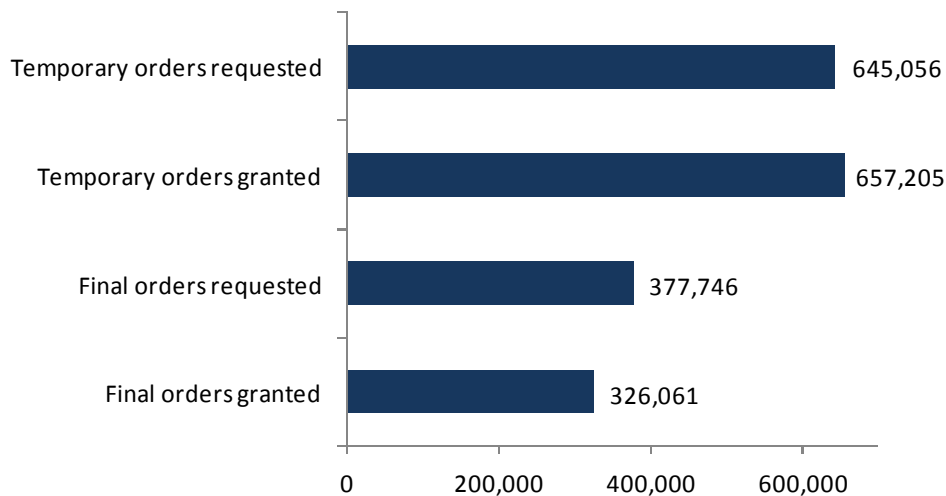
The grant provides a concerted effort between police, prosecutors, advocates, and probation to identify and focus on repeat offenders and eventually put them behind bars. By tracking individual repeat offenders, it identifies offenders that may be victimizing more than one [person], and in some instances, many different victims of domestic violence. The grant has allowed for many success stories of identifying an individual offender, tracking his crimes, enhancing the level of crime, prosecuting, sentencing the offender, and involving probation for intensified supervision. Without continuance of the grant, an investigative sergeant position, an assistant city attorney, and a paralegal position dedicated to repeat offenders may be lost.

—City of Minneapolis, Minnesota

## 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.<sup>129</sup>

**Figure 4. Protection orders requested and granted under the Arrest Program for all four reporting periods**



<sup>129</sup> Numbers represent cases in which complete data were available for both orders requested and granted. In some jurisdictions grantees report difficulty in obtaining protection order data; for example, if a city is the grant-funded jurisdiction and protection order data are collected at the county level, it is not possible to report precisely on the number of orders requested or granted in the city.



## Remaining Areas of Need

Arrest Program grant recipients cited several areas of remaining need. Among them are informed responses to victims/survivors from judges, as well as training for the judicial system on civil legal issues such as divorce, custody, child support, and visitation when domestic violence is present. Training for first responders, particularly law enforcement and victim advocates, was consistently mentioned as being critical for working effectively with victims/survivors.

### GRANTEE PERSPECTIVE

There needs to be increased training for court personnel, judges, attorneys and the community about domestic violence and the issues associated [with] working with domestic violence clients. Increased education among judges and more-uniform operational procedures of the various domestic violence courts would ensure better offender accountability.

—*Erie County, Pennsylvania*

### GRANTEE PERSPECTIVE

There continues to be a need to train new professionals, especially law enforcement, where the turnover is great. This is evidenced by a returning trend where officers are not pursuing arrests when there are protection order violations which occurred by phone, Internet, or text message. Without continued training, data collection/tracking and collaboration, system issues such as these would not be addressed in a quick and effective manner.

—*City of Grand Forks, North Dakota*

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

### GRANTEE PERSPECTIVE

There still needs to be an increase in the amount of orders of protection that are issued as well as the mandate into batterers programs. Where it is appropriate, probation needs to be utilized more in terms of batterer accountability. In addition, the issuance of warrants in criminal contempt cases and a sterner and stricter attitude toward batterers needs to be presented by the court.

—*Village of Kenmore, New York*

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

**GRANTEE PERSPECTIVE**

The most significant area of remaining need is responding to and investigating domestic assault, sexual violence, and stalking involving victims who come from diverse backgrounds. The greater Manchester area has 75 languages and dialects being spoken in the Manchester School District. The city of Manchester continues to be a resettlement area for refugees. This poses a problem for officers who attempt to communicate with these victims and [understand] their cultural background. Training for police officers and the ability to have interpreters readily available to police officers would help. Although the Manchester Police Department reaches out to these communities to build relationships, communication is still an issue.

*—City of Manchester, New Hampshire*

Other needs that grantees cited included training on data systems security and developing greater relationships with the faith community. Grantees said these relationships were important to victims/survivors of domestic violence who, in times of need, turn first to faith leaders.

**GRANTEE PERSPECTIVE**

Increased education and outreach to faith-based organizations and clergy leaders are needed. Many immigrant survivors may initially disclose domestic violence to their faith-based organizations while seeking support and spiritual care giving. Improving and expanding our relationships with faith-based organizations will continue to bridge the gap between the faith community and legal system.

*—Borough of Brooklyn, New York*

# Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program

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

Campuses address violent crimes against women by developing campus- and community-based responses. Campus-based responses include campus victim services, campus law enforcement, health services, residence life, campus administration, student organizations, and disciplinary boards. To be effective, these campus-based responses must be linked to local criminal justice agencies and service providers, including local law enforcement agencies, prosecutors' offices, courts, and nonprofit, nongovernmental victim advocacy agencies. This coordinated response enhances victim safety and holds offenders accountable.

**Institutions of higher education must develop services and programs tailored to meet the specific needs of victims of sexual assault, domestic violence, dating violence, and stalking on campuses.**

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

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

- To provide personnel, training, technical assistance, data collection, and other equipment with respect to the increased apprehension, investigation, and adjudication of persons committing sexual assault, domestic violence, dating violence, and stalking on campus.
- To develop and implement campus policies, protocols, and services that more effectively identify and respond to the crimes of sexual assault, domestic violence, dating violence, and stalking, and to train campus administrators, security personnel, and personnel serving on campus disciplinary or judicial boards on such policies, protocols, and services.
- To implement and operate education programs for the prevention of sexual assault, domestic violence, dating violence, and stalking.
- To develop, enlarge, or strengthen victim services programs on the campuses of institutions involved, including programs providing legal, medical, or psychological counseling for victims of sexual assault, domestic violence, dating violence, and stalking, and to improve delivery of victim assistance on campus. To the extent practicable, such an institution shall collaborate with any entities carrying out nonprofit and other victim services programs, including sexual assault, domestic violence, dating violence, and stalking victim services in the community in which the institution is located. If appropriate victim services are not available in the community or are not accessible to students, the institution shall, to the extent practicable, provide a victim services program on campus or create a victim services program in collaboration with a community based organization. The institution shall use not less than 20% of the funds made available through the grant for a victim services program provided in accordance with this paragraph.
- To create, disseminate, or otherwise provide assistance and information about victims' options on and off campus to bring disciplinary or other legal action, including assistance to victims in immigration matters.
- To develop, install, or expand data collection and communication systems, including computerized systems, linking campus security to local law enforcement for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions with respect to the crimes of sexual assault, domestic violence, dating violence, and stalking on campus.
- To provide capital improvements (including improved lighting and communications facilities, but not including the construction of buildings) on campuses to address the crimes of sexual assault, domestic violence, dating violence, and stalking.
- To support improved coordination among campus administrators, campus security personnel, and local law enforcement to reduce sexual assault, domestic violence, dating violence, and stalking on campus.

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

**GRANTEE PERSPECTIVE**

This program enables us to reach students at the most vulnerable time in their young adult lives. We have an opportunity to educate first year students about violence, offer services to those previously victimized, and offer opportunities for them to become involved in campus and community anti-violence groups. The feedback from student attendees of these programs has been positive and described as "empowering."

—*Eastern Kentucky University*

**GRANTEE PERSPECTIVE**

Because of OWW, we have been able to create a program that is well-recognized and on its way to becoming a hallmark and point of distinction for faith-based, private, liberal arts institutions. Rather than saying, "Why do we need this? We don't want to advertise rape and violence are problems here," campus leaders are beginning to say, "It's our role as a leader among our peers to take on this issue and model the way for addressing violence against women and actively creating a safer campus." This is a HUGE accomplishment and one that could not have happened, would not have happened, without Campus Program funding.

—*Pacific Lutheran University, Washington*

**GRANTEE PERSPECTIVE**

The most significant accomplishment that the funding has allowed is the ability to have a designated and specific person with appropriate training in these issues present on campus. Students feel comfortable speaking with the coordinator [who] has been well received by faculty and staff as well. No longer is it unclear to the campus community as to who the initial contact person should be, and students know where to find resources. Consequently, we have had more reports from survivors in the last six months than we had all last year. Additionally, the ongoing training available for a variety of staff through this funding and opportunities to attend California Coalition Against Sexual Assault's Training and Technical Assistance Institutes have been invaluable. The information has challenged the administration's thoughts and practices and has increased a level of investment in these issues.

—*Connecticut College*

## General Grant Information

Information for this report was submitted by **90** individual Campus Program grantees<sup>130</sup> for the July 1, 2009 to June 30,

*Six percent of Campus Program grantees reported that their grants specifically addressed tribal populations.*

2011 progress report period. **Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

- ▶ July–December 2009: **67**
- ▶ January–June 2010: **70**
- ▶ July–December 2010: **82**
- ▶ January–June 2011: **82**

Five Campus Program grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **50** unique tribes or nations they were serving or intended to serve.

## Staff

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

Grantees most often used grant funds to support program coordinators and trainer/educators.

**Table 14. Full-time equivalent staff positions funded by Campus Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for staff	52	67	70	79
<b>Total FTE staff funded</b>	<b>55</b>	<b>95</b>	<b>97</b>	<b>107</b>
Program coordinators	14	34	36	38
Trainers/educators	12	20	22	24
Victim advocates	10	13	12	14

<sup>130</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 14. Full-time equivalent staff positions funded by Campus Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Administrators	7	11	10	11
Support staff	5	11	10	11
Counselors	3	4	4	5

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

The most obvious and important response is the victim advocate position that is funded by our Campus grant. The difference in the level and amount of victim services being offered before the funding and now is enormous. Professional advocacy allows us to truly accompany and advocate for our students at every level of the campus and community procedures/services that they choose to use. The professionalization of our advocacy services challenges every area we work with to be more consistent and victim-centered themselves. So, significant changes in processes at student health, the campus discipline process, and campus police have followed.

—*University of North Carolina, Wilmington*

## Minimum Requirements

Each campus receiving Campus Program funds must address four requirements. The first requirement is that Campus grantees must create a coordinated community response to address violence against women on campus. This multidisciplinary response involves the entire campus as well as the larger community. Examples of internal partners include student affairs, student health, athletics, residence life, campus police, and campus judicial boards. Examples of external partners include local law enforcement, local victim services providers, prosecutors, and state domestic violence and sexual assault coalitions.

### GRANTEE PERSPECTIVE

We have seen substantial development of relationships on our CCRT [coordinated community response team] and visible strengthening of commitment to this project. For example, departments will send additional staff members simply because the staff wants to be involved. Interdepartmental communication has improved considerably and will result in a more streamlined response to student survivors of violence in 2010-2011, for example, by refining the response to student survivors in our residence halls. We are working to develop a single, cohesive message about violence on our campus and to get all departments "on the same page." These are huge achievements for our campus, which has been resistant to addressing these issues in the past, and would not have been possible without this grant.

—*Loyola University of Chicago, Illinois*

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

- ▶ **561,342** incoming students received prevention education (73 percent of all incoming students).
- ▶ **273,367** of those incoming students received prevention education supported with Campus Program funds (35 percent of all incoming students).

### GRANTEE PERSPECTIVE

The Coordinated Community Response Team activities continue to improve the manner in which information is given to victims/friends of victims about referrals. These meetings take place every six weeks and have continued to improve collaboration and communication with other parts of the University. As a result of these meetings, we have begun to streamline services provided to victims and begin to identify potential "holes" in the system. This team has been instrumental in planning our sexual assault prevention conferences and selecting speakers for campus community training events.

—*State University of New York, Albany*

The remaining two requirements are providing training for campus police and security, and training for judicial/disciplinary board members on violence against women<sup>131</sup>:

- ▶ **3,414** campus police/security officers received training with Campus Program funds.
- ▶ **1,074** judicial/disciplinary board members received training with Campus Program funds.

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<sup>131</sup> Attendees at training events are not necessarily unduplicated. Attendees may also be reported in this minimum requirements section in addition to the training section.



**GRANTEE PERSPECTIVE**

This spring we had two students expelled after being found in violation of the sexual assault policy, the first expulsions we have seen for sexual assault. Some members of the judicial council said they felt better prepared to hear this case [because] the training that was provided them with funds from the Campus grant. This case was a non-stranger rape case involving alcohol which are often the most difficult to sort through and establish facts. The judicial board handled the case carefully and ultimately found two of three accused to be in violation. While these cases will always be challenging, having the support of the Campus grant is helping our judicial to be better equipped when these cases are presented. We have more work to do but it's clear that our judicial board is open and eager to be better informed.

—*University of Mississippi*

## Training

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

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

**This training improves professional responses to victims/survivors and increases offender accountability.**

- ▶ Number of individual grantees using funds for training: **78** (87 percent of grantees)<sup>132</sup>
- ▶ Total number of training events: **1,707**
- ▶ Total number of people trained: **34,670**

<sup>132</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 15. People trained with Campus Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 34,670)	
	Number	Percent
Student affairs staff	10,816	31
Peer educator	7,228	21
Pre-professional students <sup>133</sup>	3,875	11
Educators	3,784	11
Multidisciplinary	1,575	5
Law enforcement <sup>134</sup>	1,514	4

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

**GRANTEE PERSPECTIVE**

From an aggregate standpoint, funding, and careful use of it, has allowed RUSO-VPP [Regional University System of Oklahoma’s Violence Prevention Program] to send coordinators to numerous additional trainings on the subjects of domestic violence, dating violence, sexual assault, and stalking. Most of the coordinators are now certified FLETC DVSA [Federal Law Enforcement Training Center Domestic Violence and Sexual Assault] trainers, and are certified bystander intervention trainers through Mentors in Violence Prevention (MVP). Others have received training on stalking and all have become more involved in coalition efforts, trainings, etc. RUSO-VPP is now a network across Oklahoma that not only provides victim services, education, and great presence in university communities and advocacy circles, but now also provides these universities and communities with "in-house" trainers, who can implement training as needed and via flexible schedules, etc.

—East Central University, Oklahoma

## Victim Services

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

**A critical component of the Campus Program is the development and enhancement of victim services...**

<sup>133</sup> Pre-professional students are students who will serve victims/survivors in a professional capacity upon completion of their program, e.g., social work, medical, psychology students.

<sup>134</sup> Law enforcement may be reported in this training section as well as the minimum requirements section if they attended multiple training events.

needed resources or services), crisis intervention, and legal advocacy (assistance navigating the criminal and/or civil legal system).

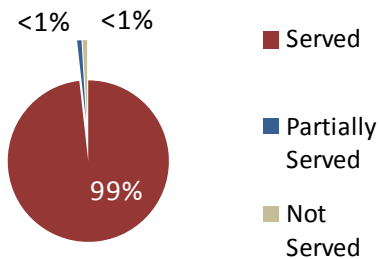
- ▶ Number of individual grantees using funds for victim services: **66** (73 percent of grantees).<sup>135</sup>
- ▶ Campus Program grantees provided services to an average of **1,104** victims/survivors<sup>136</sup> of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a 6-month reporting period.

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<sup>135</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

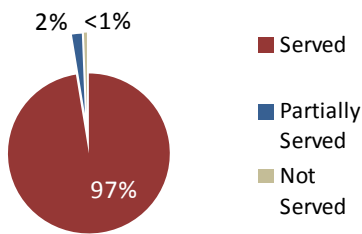
<sup>136</sup> This number represents a calculated average of all four 6-month reporting periods.

## Victims Seeking Services



### July–December 2009:

- ▶ **817** victims/survivors sought services from Campus Program grantees.
- ▶ Of these, **816** (99 percent) victims/survivors received services and **1** (<1 percent) was not served.

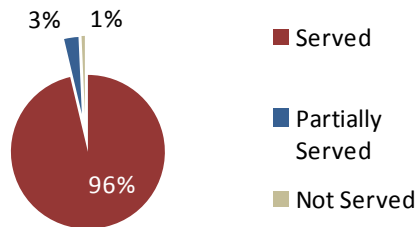


### January–June 2010:

- ▶ **1,088** victims/survivors sought services from Campus Program grantees.
- ▶ Of these, **1,081** (99 percent) victims/survivors received services and **7** (<1 percent) were not served.

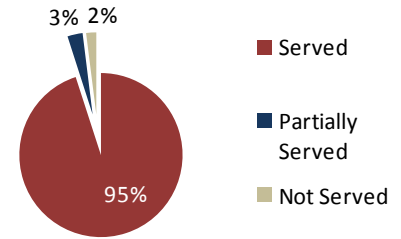
### July–December 2010:

- ▶ **1,204** victims/survivors sought services from Campus Program grantees.
- ▶ Of these, **1,195** (99 percent) victims/survivors received services and **9** (1 percent) were not served.



**January–June 2011:**

- ▶ **1,346** victims/survivors sought services from Campus Program grantees.
- ▶ Of these, **1,325** (98 percent) victims/survivors received services and **21** (2 percent) were not served.



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

**GRANTEE PERSPECTIVE**

Prior to the grant there were no centralized services for victims of interpersonal violence and no consistent institutional efforts for education and awareness on the issue. The Phoenix Center at Auraria is able to act as a clearinghouse for information, programming, and victim services that never before existed. It is breaking new ground and is working to create an expectation for these services among the various campus constituents. We have also been able to implement a 24/7 helpline that has not before been possible because there has not been an individual or office with available resources to develop the program. This is a huge benefit for such a large campus and would not otherwise have been attainable without the Campus grant.

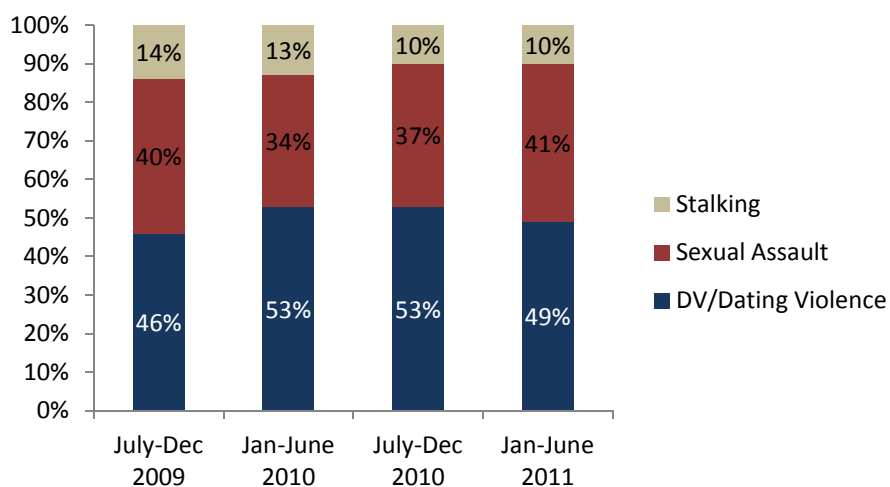
—University of Colorado, Denver

**Reasons Victims Were Not Served or Were Partially Served**

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

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

Those served by Campus Program grantees were predominantly victims/survivors of **dating/domestic violence** (46–53 percent).

**Figure 5. Provision of victim services by Campus Program grantees, by type of victimization**

The majority of sexual assault victims/survivors served and partially served in this period were victimized by an **acquaintance** (52 percent). The majority of dating/domestic violence victims/survivors were victimized by a **current or former spouse or intimate partner** (56 percent). The majority of stalking victims were victimized by a **current or former spouse/ intimate partner or an acquaintance** (28 percent).

**Table 16. Relationship to offender of victims/survivors served by Campus Program grantees**

Relationship to offender	Sexual assault		Dating/Domestic violence		Stalking	
	Number	Percent	Number	Percent	Number	Percent
Current or former spouse or intimate partner	149	18	1,286	56	163	28
Other family or household member	176	10	166	7	20	4
Acquaintance	918	52	172	8	161	28
Dating partner	245	14	512	23	145	25
Stranger	151	9	2	<1	44	8

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

## **Demographics of Victims Served and Partially Served**

Campus Program grantees served or partially served an average of **1,104** victims/survivors in a 6-month reporting period.<sup>137</sup> The majority of those victims/survivors were **white** (59–66 percent), **female** (93–95 percent), and between the ages of **18 and 24** (65–71 percent).

<sup>137</sup> This number represents a calculated average of all four 6-month reporting periods.

Victims/survivors of sexual assault were most frequently victimized by an **acquaintance** (56 percent). Victims/survivors of dating/domestic violence were most frequently victimized by a **current or former spouse or intimate partner** (60 percent), and victims/survivors of stalking were most frequently victimized by a **current or former spouse or intimate partner** (31 percent).

**Table 16. Relationship to offender of victims/survivors served by Campus Program grantees**

Relationship to offender	Sexual assault		Dating/Domestic violence		Stalking	
	Number	Percent	Number	Percent	Number	Percent
Current or former spouse or intimate partner	149	9	1,286	60	163	31
Other family or household member	176	11	166	8	20	4
Acquaintance	918	56	172	8	161	30
Dating partner	245	15	512	24	145	27
Stranger	151	9	2	<1	44	8

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

**Table 17. Demographic characteristics of victims/survivors served by Campus Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage Range
<b>Race/ethnicity</b>					
American Indian	17	50	42	36	3–6
Asian	51	53	52	66	5–9
Black or African-American	87	166	199	162	15–19
Hispanic or Latino	39	95	122	134	7–12
Native Hawaiian or Pacific Islander	0	19	3	9	0–2
White	381	534	620	671	59–66
Unknown	245	175	167	252	NA
<b>Gender</b>					
Female	759	1,027	1,106	1,242	93–95
Male	54	53	81	69	5–7
Unknown	3	1	8	14	NA
<b>Age</b>					
13–17	15	9	14	12	1–2
18–24	528	655	708	862	65–71
25–59	221	336	328	322	27–33
60+	5	15	20	11	1–2
Unknown	47	66	125	118	NA
<b>Other</b>					
People with disabilities	38	50	30	26	2–5
People with limited English proficiency	18	37	17	15	1–3
People who are immigrants, refugees, or asylum seekers	14	18	22	16	1–2
People who live in rural areas	35	137	122	146	4–13

NA = not applicable

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

## **Types of Victim Services**

Campus Program grantees provide direct services to students who are victims/survivors of sexual assault, domestic violence, dating violence, and stalking on college campuses. A coordinated network of support services, often in



partnership with the community, provides medical, legal, advocacy, and counseling services to victims/survivors on college campuses.

Grantees reported providing the following categories of services<sup>138</sup> with the most frequency:

- ▶ Victim advocacy: **2,711**
- ▶ Crisis intervention: **2,264**
- ▶ Support group and counseling services: **1,736**
- ▶ Academic/education advocacy: **773**
- ▶ Legal advocacy/court accompaniment: **748**

Victims/survivors requested protection orders with the assistance of Campus Program-funded staff. Of those protection orders:

- ▶ **309** temporary protection orders were requested and **288** were granted (93 percent).
- ▶ **255** final protection orders were requested and **241** were granted (95 percent).

#### **GRANTEE PERSPECTIVE**

We have noticed that the cases coming in are more complicated and require more counseling and advocacy time. While the actual numbers of clients has not risen dramatically, the clients have needed more case management which has required an increase in the amount of time we spend with the clients. These case management needs include providing them more extended counseling, and meeting with them more often to prepare for court and student conduct hearings, and assisting them with greater needs in navigating the university system.

—*Virginia Polytechnic Institute*

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<sup>138</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories are presented.

**GRANTEE PERSPECTIVE**

These funds have allowed our university to strengthen direct services provision to survivors. We are now able to offer a continuum of care through campus and community resources on an on-going basis from the time of initial reporting. The weekly Incident Team meetings and the addition of the victims service coordinator has increased the ease of communication between departments and has increased services provision to victims. Victims who may have formerly only been known to one department, i.e. campus police or residence life, are now brought to the attention of a multidisciplinary team, thus allowing for the quick provision of a full array of services including counseling offered by the Victims Services staff counselor. In addition, many survivors have reported directly to, and receive services through, the Office of Victims Assistance. Clients' satisfaction with the services provided by the Office of Victims Assistance was assessed using an anonymous online survey. The results of these surveys were overwhelmingly positive. All respondents noted that they felt that the victim services coordinator and the victim assistance staff counselor showed a true interest in clients' problems and concerns and that they would recommend the office to other students. Many also felt that the office had a positive impact on their remaining at Winthrop University.

—*Winthrop University, South Carolina*

**Victims/survivors<sup>139</sup> Reporting Crimes**

The Campus Program seeks to strengthen security and investigative strategies to prevent and prosecute violent crimes against women on campuses. Campus Program grantees reported that among victims/survivors who sought services provided with Campus Program funds:

- ▶ **473** victims/survivors reported crimes occurring on campus—of those, **416** reported to campus police/security and **57** reported to community law enforcement.
- ▶ **829** victims/survivors reported a crime occurring off campus—of those, **650** reported to community law enforcement and **179** reported to campus police/security.

<sup>139</sup> The numbers of victims survivors presented here are not unduplicated—the same victims/survivors may have reported crimes to both campus police/security and community law enforcement and may have reported more than one crime, on and/or off campus, during the two years covered by this report.

## Campus and Community Measures

Campus Program grantees provide information, to the extent that information is available, on sexual assault, domestic violence, dating violence, and stalking offenses that occur on campus and on public property or other property related to the institution, that are reported to campus security or local law enforcement.<sup>140</sup> Of those offenses reported by Campus grantees,

- ▶ **648** offenses resulted in criminal charges being filed in the local jurisdiction.
- ▶ **755** offenses resulted in campus/disciplinary board actions.

### GRANTEE PERSPECTIVE

Primarily, the Campus Program funding has leveraged greater institutional attention and focus on the importance of [this issue of] violence against women on college campuses. Simply, the funding re-focused the efforts to prevent sexual assault, dating violence, and stalking not only as political causes but also university responsibilities. It has also increased the visibility and, ideally, referrals to community-based victim service agencies. The branding process the funding inspired provided campus and community members a chance to unite around common goals and purposes. Students report having a sense that there is a common vision about addressing sexual assault on a campus that is highly decentralized. Attention to domestic violence, dating violence, and stalking are more at the forefront of decision-making and educational efforts than in years past, and the intersections of threat assessment/early intervention programs and violence against women are ever-emerging. Relationships with the local [sexual assault nurse examiner] SANE program and University Housing have been strengthened immensely, and University Housing has requested additional education for its student staff in response to the implementation of a first year education program (90% of first year students live in University housing). Finally, institutional efforts to report and disclose crime data have been vastly improved in the areas of helping students understand their rights and responsibilities.

—*University of Wisconsin, Madison*

## Remaining Areas of Need

Campus Program grantees most frequently indicated two areas of remaining need: training and education for various groups, and services for and response to victims/survivors.

Grantees report that more training for law enforcement, campus judicial and disciplinary boards, campus administrators, and faculty and staff is crucial to

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<sup>140</sup> This information is not limited to offenses responded to with Campus Program funding.

keeping students safe, as these are the people who make policy, hear cases, interact with students on a daily basis, and are concerned for their safety while they are on campus. Grantees described the need to address victim/survivor under-reporting, as well as victim/survivor safety and offender accountability, by providing students, faculty and staff, and law enforcement with the tools to respond in sensitive and appropriate ways to victims/survivors who disclose incidents. Training specific to law enforcement and campus judicial and disciplinary boards is essential to victim/survivor safety and offender accountability on campus. Such training will inform their actions and lead to improved outcomes for victims/survivors.

**GRANTEE PERSPECTIVE**

The success of the effort to end violence against women is based upon the need for fundamental cultural change. Training continues to be an often overlooked gap in the safety net for victims of sexual assault and relationship abuse. At Stanford, students who experience sexual assault, relationship abuse, or stalking are able to choose from a variety of existing campus support networks to respond to their needs. Therefore, the continued need to train all departments on campus to have an effective first response is imperative.

*—Stanford University, California*

Education for students to prevent these crimes from occurring in the first place is also a fundamental need on campuses. Although well-trained responders are critical, primary prevention of sexual assault, dating violence, stalking, and domestic violence is paramount. Grantees stress the need for bystander awareness education to give students, especially male students, the skills to prevent violence. Increasing bystander awareness and motivation to intervene to prevent assaults is an important component of campus response, as students can be instrumental in preventing these crimes. Providing education programs on sexual assault, domestic violence, dating violence, and stalking on campus will ideally lead to an increase in the reporting of these crimes and an increase in the number of victims/survivors seeking support services.

**GRANTEE PERSPECTIVE**

On-going education and training are still needed to improve services to victim/survivors of sexual assault, domestic violence, dating violence, and stalking. The turnover in staff, students, and faculty on campus is inevitable and, therefore, continued diligence to reach out to the campus community is imperative. The campus community will benefit from on-going education on bystander intervention, safety planning for domestic violence survivors, and threat assessment when working with survivors of stalking. Students continue to need to be educated on bystander awareness and ways they could assist a friend who has been victimized. The Violence Prevention Project continues to collaborate with campus partners to provide on-going education on survivor rights, options, and campus policy regarding intimate partner violence.

*—California State Polytechnic University, Pomona*

Developing and enhancing relationships with community and campus law enforcement is another crucial need to ensure victim/survivor safety and offender accountability on college campuses. Although many grantees have established and continue to maintain successful relationships with law enforcement, both campus and community-based, some campuses still struggle to do so.

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

**GRANTEE PERSPECTIVE**

While we are very happy with what we have been able to accomplish under the AWARE Project, we recognize that even a successful program can get better. For example, one of our biggest areas for improvement is in assuring that our services are relevant to our entire population. Although we have worked to assure that our services are open and available to all victims, regardless of sexual orientation, race, or gender, we acknowledge that this openness may not be immediately apparent to members of these populations. In our effort to reach more survivors, we are trying to do more to advertise our facilities as welcoming, while assuring that this is truly the case.

*—St. Lawrence University, New York*

Other areas of remaining need reported include program evaluation, economic supports, emergency shelter on campus, and offender treatment and education for student offenders on campus.



# Grants to Enhance Culturally and Linguistically Specific Services for Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program

The Grants to Enhance Culturally and Linguistically Specific Services for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking (Culturally and Linguistically Specific Services Program [CLSSP]) funds projects that promote the maintenance and replication of existing successful sexual assault, domestic violence, dating violence, and stalking community-based programs that provide culturally

**This program supports the development of innovative culturally and linguistically specific strategies and projects to enhance access to services and resources for victims of violence against women.**

and linguistically specific services and other resources. The program also supports the development of innovative culturally and linguistically specific strategies and projects to enhance access to services and resources for victims of violence against women.

This program creates a unique opportunity for targeted community-based organizations to address the critical needs of sexual assault, domestic violence, dating violence, and stalking victims in a manner that affirms a victim's culture and effectively addresses language and communication barriers.

Advocates report that survivors are more inclined to seek services from organizations that are familiar with their culture, language, and background and that there is no "one size fits all" approach to adequately addressing these critical needs. Culturally specific community-based organizations are more likely to understand the complex multi-layered challenges and obstacles that victims from their communities face when attempting to access services in response to sexual assault, domestic violence, dating violence, and stalking. Culturally specific community-based organizations are also better equipped to form essential



relationships and engage their communities in the creation and implementation of services relevant to the diverse and unique needs of the victims. They play a vital role in providing services that are relevant to their communities, and they address complex needs.

**GRANTEE PERSPECTIVE**

During this period, they have had two Arab and Muslim women and an Arab Muslim man come for help because of sexual assault. This is very significant for two reasons. First, it is unprecedented for men in the community to seek help (outside of immediate family resources). Culturally, men are not allowed to show themselves as being “weak” and needing support from non-familial entities. Second, the topic of sexual assault is most taboo back home in the Arab world. In many countries in the Arab world, if someone comes out and talks about sexual assault, they are at high risk of being killed. Here, because of the trust that the Arab Culture and Community Center has built with the community, and knowing that there are laws that can protect them in the United States, they were able to break a wall of silence that is rarely done.

*—Asian Women’s Shelter, California*

**GRANTEE PERSPECTIVE**

The relationship we have gained with the police has been instrumental. We have been introduced to the domestic violence police officers and they are now aware of our program. They have invited the Promotoras to present and have come to our offices to begin a dialogue with them. This relationship never existed in the past. It was always tense with the police. CLSSP helped us approach the police and begin such a relationship where the Promotoras are no longer fearful. As a result of our relationship with the police, we have been invited to sit in the precinct several times per month and meet with survivors that come in to file complaints and/or to follow up with complaints. The Promotoras are trained to engage and connect survivors to services so the police suggested they could use their [Promotoras] help in terms of the language and informing survivors about resources. We will be following up with such activities during the next contract period, if renewed. This experience we've had with the police has been eye opening. It seems they welcome resources and want to help victims just as much as we do. To have been able to begin an open dialogue with the officers has really taught us all a lot about one another.

*—Voces Latinas Corporation, New York*

## General Grant Information

Information for this report was

submitted by **72** individual CLSSP grantees<sup>141</sup> for the July 1, 2009 to June

30, 2011 progress report period. **Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each period was as follows:

*Three percent of CLSSP grantees reported that their grants specifically addressed tribal populations.*

- ▶ July–December 2009: **45**
- ▶ January–June 2010: **40**
- ▶ July–December 2010: **71**
- ▶ January–June 2011: **72**

Three percent of CLSSP grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **7** unique tribes or nations they were serving or intended to serve.

**Table 18. Number of CLSSP grantees serving culturally and linguistically specific populations by type of population**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
African	10	10	15	15
American Indian or Alaska Native	2	2	6	7
Asian	22	21	30	31
Black or African American	5	3	13	15
D/deaf or hard of hearing	4	3	6	4
Lesbian, gay, bisexual, transgender, or intersex	8	6	15	17
Hispanic or Latino	20	20	39	41
Immigrants, refugees, or asylum seekers	34	31	48	53
Middle Eastern	14	12	19	22
Pacific Islander	11	9	16	15

<sup>141</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one six-month reporting period.

**Table 18. Number of CLSSP grantees serving culturally and linguistically specific populations by type of population**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Religious	8	5	10	9
Other	4	5	8	7

## Staff

CLSSP-funded staff provide victim services, training, outreach, advocacy, counseling, and court and medical accompaniment to increase victim safety and offender accountability. Being able to hire staff is critical to the overall function and success of programs.

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

**Table 19. Full-time equivalent staff positions funded by CLSSP grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>31</b>	<b>39</b>	<b>59</b>	<b>71</b>
<b>Total FTE staff funded</b>	<b>17</b>	<b>68</b>	<b>97</b>	<b>142</b>
Program Coordinators	5	13	19	23
Victim advocates	3	15	23	36
Administrators	2	7	11	13
Legal advocates	.3	.5	1	2
Support staff	1	4	5	10

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

It has made a huge difference having an Urdu-speaking and Muslim therapist on staff. Many of the clients don't have to go through the extra barrier of explaining their culture, religion, and can express themselves in their own language. It makes it easier for them to focus on their goals and their healing . . . the fact that our staff are culturally competent leads to us getting referrals from other agencies and communities to provide counseling to other immigrant survivors. This is wonderful and challenging in that it can increase our case load and be difficult to meet all the needs of everyone who is referred to us. At times, we get very close to reaching our capacity.

—Raksha, Inc., Georgia

**GRANTEE PERSPECTIVE**

Through our program we have made it possible for Limited English Proficiency clients to be prepared to go to court hearings. We offer qualified, trained interpreters and translators to make sure the clients understand any forms that need to be filled out, make sure the client fills these forms out and accompany the victims/survivors to court, police stations, or any other service agency when it is needed. By offering these trained and qualified interpreters and translators, we improve the response time and quality of the services and assistance that the agencies give to the victims/survivors. Clients also feel prepared and secure in knowing that their voices will be heard. They don't have to have the added stress of searching for someone to translate for them—a stranger, family member or child. They don't have to worry about having intimate details of what the victim/survivor has been dealing with become public knowledge within the community.

—*Hispanic Center of Western Michigan*

## Training

Quality training is necessary for the development of an effective coordinated community response to sexual assault, domestic violence, dating violence, and stalking. Nearly all CLSSP grantees provide training on sexual assault, domestic violence, dating violence, and stalking victimization issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, and mental health and other professionals. This training improves professional responses to victims/survivors and increases offender accountability.

**This training improves professional responses to victims/survivors and increases offender accountability.**

The most common topics for training events were cultural issues; domestic violence overview, dynamics, and services; barriers to accessing support services; working with victims/survivors with limited English proficiency; immigration issues; advocate response; and safety planning for victims/survivors.

- ▶ Number of individual grantees using funds for training: **58** (81 percent of all grantees)<sup>142</sup>
- ▶ Total number of training events: **864**
- ▶ Total number of people trained: **15,530**

<sup>142</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 20. People trained with CLSSP funds for all four reporting periods: selected professional positions**

Position	People trained (N = 15,530)	
	Number	Percent
Victim advocates	2,244	14
Mental health professionals	1,337	9
Health professionals	1,284	8
Law enforcement officers	1,196	8
Multidisciplinary groups	1,168	8
Social service organization staff	1,052	7
Attorneys/law students	1,042	7

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

**GRANTEE PERSPECTIVE**

Korean American Women In Need (KAN-WIN) staff provided training to 40 medical professors and students at the University of Illinois-Chicago for those students who would begin their clinical practice in emergency rooms. KAN-WIN staff provided specific guidelines in working with victims of domestic violence and sexual assault in emergency rooms. For example, KAN-WIN staff reminded the audience that they are required to provide language appropriate services to patients with limited English proficiency. They were told not to use a husband as an interpreter if they are suspicious of any forms of abuse and to follow up with victims directly by providing interpreting services. They were also encouraged to work with domestic violence and sexual assault agencies and advocates to assist victims. KAN-WIN staff explained to the audience about how their failure in providing appropriate services in medical systems could impact immigrant victims of domestic violence and sexual assault, along with specific cases that KAN-WIN clients experienced. One Korean speaking domestic violence victim-- was accompanied to the emergency room by her abusive boyfriend who was fluent in English after an incident of serious physical abuse. The boyfriend interpreted all communications with doctors and nurses until she asked a nurse to take her to the bathroom . . . using body language and a few words of English [that] she knew [she asked the nurse to call the police.].

*—Korean American Women in Need, Illinois*

## Community Education

CLSSP staff provide general information to the community to increase awareness of sexual assault, domestic violence, dating violence, and stalking. Community

education can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.<sup>143</sup>

The most common topics for community education events were domestic violence overview, dynamics, and services; cultural issues; healthy relationships/domestic violence prevention (community); barriers in accessing support services; immigration issues; and culturally and linguistically specific prevention programs.

Number of individual grantees using funds for community education: **63** (88 percent of grantees)<sup>144</sup>

- ▶ Total number of education events: **1,834**
- ▶ Total number of people educated: **50,490**

**Table 21. People educated with CLSSP funds for all four reporting periods: selected groups**

Group	People educated (N = 50,490)	
	Number	Percent
Community members	21,724	43
Middle/high school students	5,316	11
University/college students	5,112	10
Parents or guardians	4,988	10
Community groups	3,925	8
Faith-based groups	3,607	7

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

<sup>143</sup> Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, stalking, and/or child victimization that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

<sup>144</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

### GRANTEE PERSPECTIVE

This grant funds our prevention program. Our prevention approach is a leadership development strategy that trains former Spanish-speaking victims (child and adult) of domestic violence to create materials and educate the community about preventing domestic violence. All of the materials that we create through this grant, as well as the presentations, are tailored to reach the Spanish-speaking immigrant community and/or service providers who will serve immigrant victims. Additionally, our approach was recently recognized by the Robert Wood Johnson Foundation as one of the most promising approaches in the nation to prevent domestic violence in immigrant communities.

The funding has enabled us to train former victims and child witnesses to be the leaders in the domestic violence prevention movement. It has also enabled them to develop messages which truly resonate with the Latino immigrant community. This approach has been recognized nationally as an exemplary way of preventing domestic violence in immigrant communities and we are so grateful to the OVW for their support!

—*Enlace Comunitario, New Mexico*

## Victim Services

Victims/survivors need comprehensive support services that encompass a wide array of needs. These services may include providing advocacy and support to a victim/survivor who is seeking a protection order, providing accompaniment during medical procedures such as a sexual assault forensic examination, and providing safety planning, accompaniment to court, shelter and transitional housing assistance, or immigration assistance.

For many diverse cultures, when sexual assault, domestic violence, dating violence, and/or stalking occur, unique problems are encountered that significantly

**Victims/survivors need comprehensive support services that encompass a wide array of needs.**

influence whether a victim/survivor will seek assistance. Many victims/survivors of sexual assault, domestic violence, dating violence, and stalking experience isolation both physically and emotionally. Employment opportunities may be scarce, and victims/survivors may not have access to transportation, interpreter services, or even phone service. Accessing services may become impossible for the victim/survivor, who most likely has no experience with “the system” seeking help to begin with and is overwhelmed with the prospect of overcoming the obstacles.

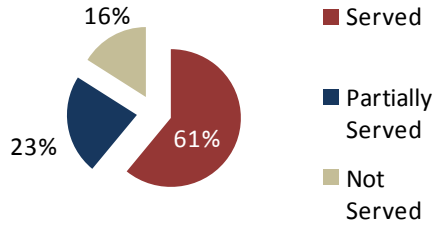
- ▶ Number of individual grantees using funds for victim services: **61** (85 percent of grantees)<sup>145</sup>

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<sup>145</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

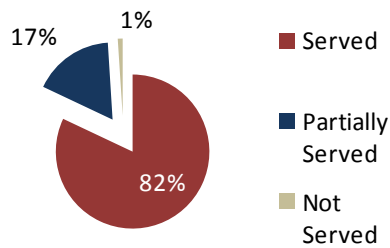
- ▶ CLSSP grantees provided services to an average of **3,164** victims of sexual assault, domestic violence, dating violence, and stalking.<sup>146</sup>

### Victims Seeking Services



#### July–December 2009:

- ▶ **823** victims/survivors sought services from CLSSP grantees.
- ▶ Of these, **689** (84 percent) victims/survivors received services, and **134** (16 percent) were not served.

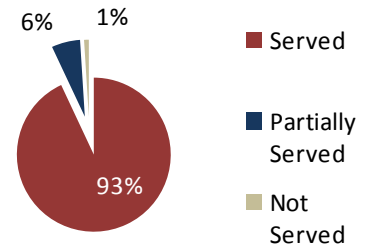


#### January–June 2010:

- ▶ **2,453** victims/survivors sought services from CLSSP grantees.
- ▶ Of these, **2,425** (99 percent) victims/survivors received services, and **28** (1 percent) were not served.

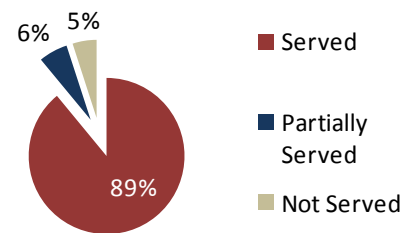
#### July–December 2010:

- ▶ **3,760** victims/survivors sought services from CLSSP grantees.
- ▶ Of these, **3,726** (99 percent) victims/survivors received services, and **34** (1 percent) were not served.



#### January–June 2011:

- ▶ **6,103** victims/survivors sought services from CLSSP grantees.
- ▶ Of these, **5,815** (95 percent) victims/survivors received services, and **288** (5 percent) were not served.



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

<sup>146</sup> This number represents a calculated average of all four 6-month reporting periods.



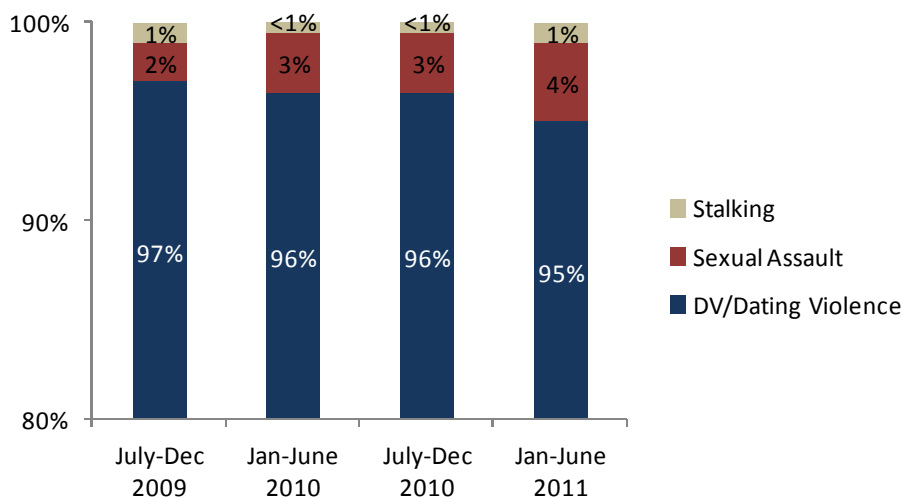
## **Reasons Victims Were Not Served or Were Partially Served**

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

- ▶ Program unable to provide service because of limited resources/priority setting
- ▶ Services were not appropriate for victim/survivor
- ▶ Victim/survivor did not meet statutory requirements
- ▶ Transportation
- ▶ Program reached capacity

More than **95** percent of victims/survivors served during the last two reporting periods received services for **domestic violence and dating violence**. There was a slight increase in the percentage of victims/survivors receiving services for sexual assault and stalking.

**Figure 6. Provision of victim services by CLSSP grantees, by type of victimization<sup>147</sup>**



The majority of victims/survivors served or partially served were victimized by a **current or former spouse or intimate partner** (71–89 percent).

<sup>147</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served do not reflect that fact.

**Table 22. Relationship to offender of victims/survivors served by the CLSSP grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Spouse or intimate partner	436	1,948	3,119	4,432	71–89
Dating relationship	124	40	343	802	2–20
Other family or household member	41	142	233	395	6–7

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

### **Demographics of Victims Served and Partially Served**

CLSSP grantees served or partially served an average of **3,164** victims/survivors in a 6-month reporting period.<sup>148</sup> Those victims/survivors were most likely to be **Hispanic or Latino** (21–47 percent), **female** (91–96 percent), and between the ages of **25 and 59** (76–83 percent).

**Table 23. Demographic characteristics of victims/survivors served by CLSSP grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian	1	183	8	225	4–9
Asian	283	622	765	1,188	22–56
Black or African-American	88	285	605	727	13–18
Hispanic or Latino	107	755	1,559	2,530	21–47
Native Hawaiian or Pacific Islander	1	4	4	19	<1
White	29	196	365	821	6–15
Unknown	183	421	431	316	NA
<b>Gender</b>					
Female	645	2,194	3,348	5,199	91–96
Male	26	107	289	537	4–9
Unknown	18	124	89	79	NA
<b>Age</b>					

<sup>148</sup>This number represents a calculated average of all four 6-month reporting periods.

**Table 23. Demographic characteristics of victims/survivors served by CLSSP grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
13–17	8	29	83	111	1–2
18–24	56	273	420	676	12–14
25–59	380	1,533	2,573	3,949	76–83
60+	14	118	303	462	3–9
Unknown	231	472	347	617	NA
<b>Other</b>					
People with disabilities	15	57	79	132	2
People who are D/deaf or hard of hearing	0	16	31	34	1
People with limited English proficiency	278	1,408	1,927	2,923	40–58
People who are immigrants/refugees/ asylum seekers	377	1,459	1,932	2,914	50–60
People who live in rural areas	12	202	130	400	2–8

NA = not applicable

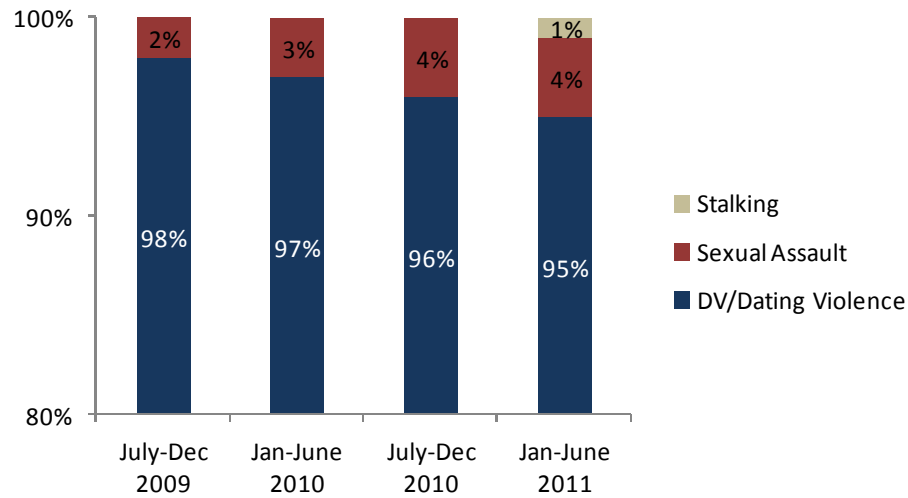
NOTES: Data include victims/survivors who were fully or partially served. Because some victims/survivors identify with more than one race/ethnicity, data may exceed the total number of victims/survivors served. Percentages based only on victims/survivors for whom the information was known.

## **Secondary Victims**

CLSSP grantees provided services to an average of **707** secondary victims.

Secondary victims are individuals who are indirectly affected by the domestic violence, dating violence, sexual assault, and/or stalking—children, siblings, spouses or intimate partners, grandparents, other affected relatives, friends, neighbors, etc.

**Figure 7. Provision of services to secondary victims by CLSSP grantees, by type of victimization<sup>149</sup>**



### **Types of Victim Services**

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

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

Grantees report that the following services were provided most frequently (not a complete list) over the four 6-month reporting periods:<sup>150</sup>

- ▶ Counseling/support group: **6,231**
- ▶ Victim advocacy: **5,655**

<sup>149</sup> The overall number of secondary victims/survivors served represents an unduplicated count; this means that each secondary victim/survivor is counted only once by each grantee, regardless of the number of times that secondary victim/survivor received services during each reporting period.

<sup>150</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Services to children were only reported during the first two reporting periods of this report. Only the most frequently reported categories of services are presented.

- ▶ Crisis intervention: **5,344**
- ▶ Language services: **3,118**
- ▶ Civil legal advocacy/court accompaniment: **2,365**
- ▶ Material assistance: **1,265**
- ▶ Transportation: **1,037**

**GRANTEE PERSPECTIVE**

As the result of Culturally and Linguistically Specific Services Program funding Project DVORA [Domestic Violence Outreach, Response, & Advocacy] was able to provide financial assistance to remove barriers to safety for survivors of domestic violence. Not only were we able to assist with helping people maintain their basic needs, such as offering gift cards to grocery stores and gas stations, but we were also able to assist in people's safety by providing first and last month's rent to secure safe housing, installing new locks on homes, and helping pay for home alarm systems. Because of this grant, we were able to advocate [for] participants culturally specific needs. Abusive partners often withhold Jewish divorces, called gets, to keep women trapped in their marriages. With this funding we were able to work with a Rabbi to assist a woman in obtaining her religious divorce; otherwise, she would have been beholden to the man who was abusing her. This funding also allowed us to work with Rabbis and teachers at a Jewish school to safety-plan around abusers who were using the Jewish community to gain access to our participants.

*—Jewish Family Service, Washington*

**Immigration Matters**

**Table 24. Immigration matters addressed by CLSSP grantees**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Immigration matters (unduplicated count of victims receiving assistance in one or more categories below)	88	410	450	618
VAWA self-petition	22	86	113	154
Cancellation of removal	2	5	10	18
Work authorization	10	40	57	86
U-visa	25	87	131	165
T-visa	5	8	7	19
Other immigration matters <sup>151</sup>	26	168	180	122

<sup>151</sup> Examples of “other immigration matters” include asylum, green cards, legal permanent status applications, change of status, I-75 waivers, and H4 applications.

## **Hotline Calls**

- ▶ Of a total of **31,672** hotline calls received, more than half (**18,875**) were received from victims/survivors.<sup>152</sup>

## **Victim-Witness Notification/Outreach to Victims/Survivors**

- ▶ Grantees reported a total of **2,630** unsolicited letters, phone calls, or visits to victims/survivors.<sup>153</sup>

### **GRANTEE PERSPECTIVE**

MP is a 59-year-old woman from Haiti who was sexually assaulted in her home by a 19-year-old man who had previously stalked her. At the time of the assault, MP lived alone and spoke very little English. During the attack, she was beaten repeatedly. Once her attacker left, she was able to call for help. She was taken to Miami-Dade County's rape treatment center for care and counseling. From there, she was referred to FIAC [Florida Immigrant Advocacy Center's] Nou Kab [*We Can* in Haitian Creole]. FIAC was able to help her obtain a U-visa based on her collaboration with law enforcement in both the investigation and prosecution of her perpetrator, and a work permit. MP is currently employed. She still has difficulties being at home alone, but through therapy she feels she will overcome her fear. She told the Nou Kab attorney that she felt tremendous gratitude for the community support she received in the aftermath of her ordeal.

—*Florida Immigrant Advocacy Center*

## **Remaining Areas of Need**

The most often cited areas of remaining need by CLSSP grantees were services to traditionally underserved victims/survivors. Grantees consistently reported a lack of access to victim services for Limited English Proficient (LEP) individuals, including immigrants and refugees. There is a deficiency in professionals who provide services in languages other than English, as well as qualified, trained interpreters.

<sup>152</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors, and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>153</sup> Number of notification and outreach activities is not unduplicated.

**GRANTEE PERSPECTIVE**

Of great concern are ethical issues surrounding interpretation services. Access to qualified, trained interpreters is often an issue, as is proper use of such interpreters. Further, many service providers within both the criminal justice system and the social services system lack education on working effectively with interpreters and knowledge of civil rights law as it relates to interpreting. In general, mainstream services lack the training and knowledge necessary to provide effective, comprehensive services to immigrant victims of domestic violence. Therefore, it is difficult for these victims to navigate the systems required in order to receive help.

*—International Institute of Buffalo, New York*

Further, grantees consistently reported victims/survivors not accessing critical victim services because they fear deportation as a result of recent immigration laws. Grantees cited training for law enforcement, the criminal justice system, and clergy, as well as general community member education, as areas of need in the response to victims/survivors. In order to improve access to services, keep offenders accountable, and ensure victim safety, these professional and community stakeholders need training on the particular language barriers and cultural sensitivities of the communities they serve.

**GRANTEE PERSPECTIVE**

One of the biggest challenges that we are facing impacts our ability to provide services to our target population of Arab-American victims of violence continues to be the communities' perception of domestic violence, sexual assault, teen dating violence, and stalking. Without the support of the community, it is very difficult for victims to come forward and get help in ending the violence. Often times when a victim speaks out against the abuse or assault, they are ostracized by the community and then tend to receive minimal support. One of the goals of the project is to educate community members [about] domestic violence, sexual assault, dating violence, and stalking in order for them to provide support for the victims. Since beginning the project, we have been able to create a relationship with religious leaders, who are allowing us space and time to talk to their congregations... Although some of the religious leaders have opened their doors, we are still having a difficult time engaging other religious leaders throughout New York City and community leaders in order to discuss these issues and their effect on the community. Often times, they do not return calls or even refuse to meet with us. There is a belief that our project's aim is to destroy the family structure.

*—The Arab-American Family Support Center, New York*

Grantees also regularly discussed a need for increased affordable permanent housing, along with transitional housing and emergency shelter. Victims/survivors fleeing domestic violence situations often find barriers in locating permanent and stable housing because of economic difficulties. These needs only increase for immigrants, refugees, and LEP victims/survivors. Grantees consistently reported the

need for increased funding for emergency/transitional housing with a focus on minority populations, and the ability to respond appropriately and sensitively to the distinct cultural and language needs of these underserved victims/survivors.

**GRANTEE PERSPECTIVE**

Women tend to feel comfortable with organizations working in the South Asian community that are familiar with their cultural practices and linguistic differences. Even when South Asian women do seek help from mainstream agencies, they are not always served adequately. South Asian battered women state that they face considerable difficulties in seeking services from these agencies due to differences in language, religious, and cultural practices. Consequently, South Asian women tend to avoid mainstream shelters as they view these establishments to be culturally insensitive and unable to accommodate their diet requirements, daily religious rituals, personal habits, language needs, etc. It is clear that interventions with South Asian victims of abuse can be effective only when the workers better understand the factors that affect the individual.

*—Manavi, Inc., New Jersey*





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

The Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disability Program) was authorized by Congress in VAWA 2005. Congress, the Office on Violence Against Women, and victim advocates recognized the need to focus on sexual assault, domestic violence, dating violence, and stalking against individuals with disabilities and Deaf individuals because the proliferation of such violence and the gaps in service provision and in the criminal justice response for this population. The goal of this program is to create sustainable change within and between organizations that results in accessible, safe, and effective services for individuals with disabilities and Deaf individuals who are victims of sexual assault, domestic violence, dating violence, and stalking and accountability for perpetrators of such crimes.

**The goal of this program is to create sustainable change within and between organizations that results in accessible, safe, and effective services for individuals with disabilities and Deaf individuals who are victims of sexual assault, domestic violence, dating violence, and stalking and accountability for perpetrators of such crimes.**

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

The statutory purpose areas of the Disability Program are as follows:

- To provide personnel, training, technical assistance, advocacy, intervention, risk reduction, and prevention of sexual assault, domestic violence, dating violence, and stalking against disabled individuals.
- To conduct outreach activities to ensure that disabled individuals who are victims of sexual assault, domestic violence, dating violence, and stalking receive appropriate assistance.
- To conduct cross-training for victim service organizations, governmental agencies, courts, law enforcement, and nonprofit, nongovernmental organizations serving individuals with disabilities about risk reduction,

intervention, prevention, and the nature of sexual assault, domestic violence, dating violence, and stalking for disabled individuals.

- To provide technical assistance to assist with modifications to existing policies, protocols, and procedures to ensure equal access to the services, programs, and activities of victim service organizations for disabled individuals
- To provide training and technical assistance on the requirements of shelters and victim services organizations under federal anti-discrimination laws, including
  - (A) the Americans with Disabilities Act of 1990 [42 U.S.C. 12101 et seq] and
  - (B) section 794 of title 29.
- To modify facilities, purchase equipment, and provide personnel so that shelters and victim service organizations can accommodate the needs of disabled individuals
- To provide advocacy and intervention services for disabled individuals who are victims of sexual assault, domestic violence, dating violence, and stalking.
- To develop model programs providing advocacy and intervention services within organizations serving disabled individuals who are victims of sexual assault, domestic violence, dating violence, or stalking.

Grantees are required to identify and support multidisciplinary collaborative teams composed of, at a minimum, at least one nonprofit, nongovernmental victim services organization or tribal organization serving victims/survivors, such as a state or tribal domestic violence or sexual assault coalition, and at least one nonprofit, nongovernmental organization or tribal organization serving individuals with disabilities. Furthermore, grantees are required to identify whether the multidisciplinary collaborative team has a state focus or a local focus.

#### **GRANTEE PERSPECTIVE**

We continue to experience positive unintended consequences as part of this grant project: (1) We continue to see an increase in case referrals and consultations between Family Services Inc. (FSI) and Taconic Resources for Independence (TRI) which allows clients to connect easily with the full range of services needed. Staff from both agencies have been able to work together to make the process more efficient and less stressful for clients. (2) There has been a significant increase in the number of Deaf clients being seen in both the Crime Victims Assistance Program and Battered Women's Services. We have been working closely with TRI's Mid Hudson Interpreter Service to ensure that these clients receive accessible and responsive services.

*—Family Services Inc., New York*

**GRANTEE PERSPECTIVE**

The most important aspect of the grant thus far is the time to plan, a luxury for a group of local non-profit agencies. The majority of other funding sources are focused on getting to the deliverables and implementation, not allowing agencies to truly build the relationships needed for sustainability. Without this funding, when we would see a problem or need, we would react and hope to find a temporary fix, and if it doesn't work, we try something else. The Disability Program funding has allowed us to participate in developing this new collaboration with a shared mission and values, to be proactive and build strong connections to find ways to make long lasting changes through sharing the wealth of expertise at the table. It has provided the opportunity for important discussions on topics of oppression, discrimination, forms of violence, disability, empowerment, and self determination, that we would not have otherwise been able to devote the time to. In addition, the grant has facilitated relationship-building within our local collaboration and with peers across the country through Vera's All-site meetings to learn best practices and be proactive in our work. Through the planning and development phase, our partner agencies have all come together proactively and have been able to educate each other about the details of the work we do and how it is connected; and to see each other as resources for people with disabilities who have experienced abuse. It has been a positive, fulfilling experience for the staff and agencies involved.

—*Domestic Abuse Intervention Program, Minnesota*

## General Grant Information

Information for this report was submitted by **47** individual Disability Program grantees<sup>154</sup> for the July 1, 2009 to June 30, 2011 progress report period. **Unless otherwise noted, data was included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

- ▶ July–December 2009: **40**
- ▶ January–June 2010: **35**
- ▶ July–December 2010: **40**
- ▶ January–June 2011: **34**

## Staff

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

Grantees most often used grant funds to support program coordinators.

<sup>154</sup> This number reflects an unduplicated count of grantees; grantees were counted only once, even if they reported data in more than one 6-month reporting period.

- ▶ Number of individual grantees using funds for staff: **46** (98 percent of grantees)<sup>155</sup>

**Table 25. Full-time equivalent staff positions funded by Disability Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>38</b>	<b>34</b>	<b>38</b>	<b>32</b>
<b>Total FTE staff funded</b>	<b>71</b>	<b>59</b>	<b>57</b>	<b>55</b>
Program coordinators	31	22	26	26
Administrators	14	12	11	8
Advocates <sup>156</sup>	11	10	8	10
Support staff	6	7	5	6
Trainers/educators	5	4	2	2

FTE = full-time equivalent

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

**GRANTEE PERSPECTIVE**

This grant funding has allowed us to fund staff time in ten agencies working in the fields of domestic violence, sexual assault and disability services for the sole purpose of trying to make services more accessible for individuals with disabilities! This has truly been a wonderful opportunity to dedicate focused time on really thinking more deliberately and thoughtfully about what it means to be truly accessible service providers.

*—Day One, Rhode Island*

**GRANTEE PERSPECTIVE**

This funding has allowed us to hire dedicated staff to create the connections necessary to implement lasting systems change in Delaware. We are able to train a core group in the intersections of domestic violence, disabilities, and mental health who can then identify opportunities to disseminate this knowledge and understand and overcome the barriers to lasting change.

*—Delaware Coalition Against Domestic Violence*

<sup>155</sup> This number reflects an unduplicated count of grantees; grantees were counted only once, even if they reported data in more than one 6-month reporting period.

<sup>156</sup> This number includes FTEs for staff reported as deaf advocates, disability advocates, legal advocates, victim advocates, and victim assistants.

## Training

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

**Quality training builds a safer community for all.**

The most common topics of training events were disability rights organizations, guardianship issues, recognizing and responding to violence against women with disabilities, barriers to accessibility, confidentiality, domestic violence and sexual assault overview, dynamics, and services, safety planning for victims/survivors with disabilities, resources for victims/survivors with disabilities, and Americans with Disabilities Act.

- ▶ Number of individual grantees using funds for training: **25** (53 percent of grantees)<sup>157</sup>
- ▶ Total number of training events: **381**
- ▶ Total number of people trained: **8,957**

**Table 26. People trained with Disability Program funds for all four reporting periods: selected professional positions**

Position	People trained (N =8,957)	
	Number	Percent
Disability organization staff	2,748	31
Domestic violence program staff	1,280	14
Volunteers	1,056	12
Dual sexual assault and domestic violence program staff	1,040	12
Personal care attendants	829	9
Government agency staff	347	4
Sexual assault program staff	342	4

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

<sup>157</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

### GRANTEE PERSPECTIVE

The training activities provided participants with greater understanding about accessibility, disabilities, and violence against women with disabilities and Deaf women. For example, the training on Deaf culture provided participants with concrete examples that illustrated some of the barriers experienced by Deaf survivors when trying to access mainstream services. Victim advocates were able to ask questions directly and work on possible solutions to address difficult scenarios. Participants (all hearing) had a firsthand opportunity to interact with a Deaf case manager and advocate, which allowed them to relate in a more direct way with the Deaf culture. Participants expressed greater understanding of these issues at the conclusion of the training and are still in the process of revising their intake procedures to make such processes more accessible to Deaf survivors. Pilot site members and partners received training on assistive technology that allowed them to view some of the adaptive equipment utilized by Deaf individuals. They were also able to "practice" using the technology in person. This training helped eliminate anxiety experienced by hearing individuals when having to communicate with Deaf survivors during a relay call or by using TTY.

—*Disability Rights Network of Pennsylvania*

## Community Education

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

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

- ▶ Number of individual grantees using funds for community education: **13** (28 percent of grantees)<sup>158</sup>
- ▶ Total number of education events: **81**
- ▶ Total number of people educated: **2,231**

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<sup>158</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 27. People educated with Disability Program funds for all four reporting periods: selected categories**

Group	People educated (N=2,231)	
	Number	Percent
Individuals with disabilities	823	37
Community groups	795	36
Community businesses	137	6
Parents/guardians of individuals with disabilities	117	5
Deaf individuals	102	5

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

### GRANTEE PERSPECTIVE

Although the majority of the activities funded by our grant during this period were focused on the needs assessment process and later the beginning of the writing of the needs assessment report, there were some unintended consequences that resulted from the focus groups and interviews process. This was particularly prevalent among members of the D/deaf community. As a result of these activities D/deaf focus groups' participants were made aware of referral sources to sexual assault/domestic violence programs in their area. Awareness about violence in the lives of D/deaf individuals and an increase in the number of reports of cases, particularly domestic violence cases, started to occur. This resulted in a larger than usual number of survivors seeking domestic violence services.

—*Disability Rights Network of Pennsylvania*

## Technical Assistance

Grantees provide technical assistance to service providers to improve services to individuals with disabilities who are victims/survivors of sexual assault, domestic violence, dating violence and/or stalking. Technical assistance is provided through site visits and other types of consultations.

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



- ▶ Number of individual grantees using funds for technical assistance: **24** (51 percent of grantees)<sup>159</sup>
- ▶ Total number of technical assistance activities provided: **6,274**

### GRANTEE PERSPECTIVE

Technical assistance, in all of its forms, continues to serve as a mainstay of the Disability Grant Project's focus. Whether via e-mail, face-to-face interactions, telephone or on-site consultations, we continue to offer and respond to questions, concerns and needs from individuals and organizations within our pilot communities, staff from within our statewide collaborative organizations, and other disability, domestic violence, sexual assault, human services, consumer-run, and governmental organizations that seek assistance with a disability and anti-violence related issue. Of particular relevance was a recent request received from a domestic violence program director, for whom our Project conducted an on-site accessibility audit nearly seven years ago. She had a pregnant mother who needed to come into emergency shelter, but was reluctant to do so because the battered woman's son had autism and would find it difficult in a new and communal environment. Moreover, this mother had concerns about whether the program could, indeed, accommodate her needs and her son's needs, even though the director welcomed the opportunity. This director contacted us specifically because of the relationship we had built while conducting that assessment—she stated that she knew we would work with her to figure out how to best accommodate this family. The Project's Trainer/Consultant, who specializes in working with individuals with developmental disabilities, especially with individuals with autism, joined the call and talked through with the director some of the dynamics and communication issues that arise for teens with autism. Together, options were developed for the family and the program that would allow the privacy, space and support that might be needed to ensure the family received safe, effective and appropriate support and services. The director commented about what a valuable resource the Project brought to programs and families facing violence.

—*Disability Rights Wisconsin, Inc.*

## Planning and Development

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

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<sup>159</sup> This number represents an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

cross-training with MOU partners, developing needs assessment reports, and developing strategic plans.

- ▶ Number of grantees using funds for planning and development: **30** (64 percent of grantees)
- ▶ Number of people attending planning and development activities: **1,737**

#### GRANTEE PERSPECTIVE

The members of our collaborative have known for a long time that the needs of survivors of domestic violence who have psychiatric disabilities are not well met. However, the funding from the OVW Disability Program has allowed us to move from this general shared understanding of the need to a much more specific understanding of the policy and practice barriers to fully serving the needs of this group of survivors. Beginning with informal conversations and moving to more structured discussions, to planning for the needs assessment and the deeper conversations on the actual needs, the specific questions we uncovered have forced us to think more clearly and systematically about these issues. The process of developing a needs assessment, in particular, demanded that we move from abstraction to specificity; from generalities to details. In addition, having the opportunity to directly interact with domestic violence and mental health program staff—the people who do the work—and with survivors, themselves, helped us to make sure that our plans remain grounded in the fiscal, programmatic, political and geographic realities of their systems.

—*Hektoen Institute for Medical Research, Illinois*

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

- ▶ Number of site visits conducted by OVW technical assistance providers: **59**
- ▶ Number of consultations conducted by OVW technical assistance providers: **903**

## Remaining Areas of Need

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

justice professionals and victim service providers was consistently mentioned as being vital in responding effectively to victims/survivors with disabilities.

**GRANTEE PERSPECTIVE**

There is still a significant lack of awareness that victims with disabilities exist, that the barriers to service are often overwhelming, and that the lack of disclosure doesn't [necessarily] indicate an absence of violence. There is a pressing need to create awareness among service providers, criminal justice, community members, and health care systems in understanding the intersection of disability and violence. In addition, there is a lack of awareness related to accessibility and the many barriers that persons with disabilities face.

*—30th Judicial District Domestic Violence-Sexual Assault Alliance, Inc.,  
North Carolina*

Grantees also cited as issues the need to overcome the stigma of mental health disabilities, the need for outreach to the community, the need to provide access to services for culturally diverse individuals, and the need to develop consistent policies or protocols for screening and responding to victims/survivors with disabilities.

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

**GRANTEE PERSPECTIVE**

Project collaborators and pilot site organizations currently share an enhanced awareness of the need for more effective responses to victims with disabilities; however, people with disabilities continue to experience barriers to full access, inclusion and effective responses to violence from disability and domestic violence/sexual assault (DV/SA) agencies alike. Throughout this reporting period, it is clear that more person-centered, cross-systems efforts are needed. While increased recognition exists about violence against individuals with disabilities, there remains a lack of consistency in effective and appropriate DV/SA services. Service gaps exist, especially for individual victims of minority backgrounds, and those with severe intellectual or psychiatric disabilities. Disability services statewide fail to address the specific needs of DV, SA, and stalking victims. Many program staff are more aware of the services that individual victims with disabilities want and need. What now is required is to get diverse and well-established alliances among SA, DV, and disability programs to secure meaningful cross-systems services for victims.

*—Disability Rights Wisconsin Inc.*

Grantees mentioned the lack of affordable housing for victims/survivors with disabilities and their children. Grantees also reported communication barriers that D/deaf and hard of hearing victims/survivors face when trying to access services.

**GRANTEE PERSPECTIVE**

In our local community the most significant area of remaining need with regard to obstacles faced by individuals with disabilities and Deaf individuals is the attitudinal barriers caused by lack of awareness, ignorance or preconceived notions regarding the abilities and the rights of individuals with disabilities and Deaf individuals. These barriers still exist across systems and communities dealing with issues of access to victim and other social services, housing, employment, and civil rights.

*—Montgomery County, Ohio*



# Legal Assistance for Victims Grant Program

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

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

The LAV Program makes awards to law school clinics, domestic violence victims' programs and shelters, bar associations, rape crisis centers, and other sexual assault services programs; private nonprofit entities; Indian tribal governments and tribal organizations; territorial organizations; legal aid or statewide legal services; and faith- and/or community- based legal service providers. Grant funds may be used for direct legal services to victims of sexual assault, domestic violence, dating violence, and stalking in matters arising from abuse or violence and to provide enhanced training for lawyers representing these victims as well as for advocates. The objective of the LAV Program is to develop innovative, collaborative projects that provide quality representation to victims of sexual assault, domestic violence, dating violence, and stalking

Lawyers and legal advocates providing services through the LAV Program must be trained and mentored by personnel from respected domestic violence and/or sexual assault programs within the community to be served. Non-lawyers must be fully supervised by attorneys in accordance with local bar rules. Lawyers with less than 5 years of experience providing direct legal assistance to victims of domestic violence and sexual assault must be supervised by an attorney with at least 5 years of such experience. Lawyers may not be supervised by non-lawyers unless specifically permitted by local bar rules. Training and mentoring should be ongoing to address issues that may arise during the course of the project.

The LAV Program provides an opportunity for communities to examine how the legal needs of victims/survivors are met. By statute, funds may be used to do the following:

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

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

OVW has a special interest in establishing or strengthening the following: programs that assist victims/survivors on lands within the jurisdiction of an Indian tribe; legal advocacy programs that are operated out of or under the direct auspices of sexual assault or domestic violence victim services organizations or shelters; projects focused solely or primarily on providing a broad range of legal assistance to victims/survivors of sexual assault; and programs that provide holistic representation that goes beyond the victim's need for a protection order and includes legal proceedings that address child support, child custody, legal separation/divorce, unemployment, and/or housing.

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

**GRANTEE PERSPECTIVE**

The Sexual Assault Legal Institute [SALI] continues to be the only program in Maryland (and one of a very few in the country) devoted exclusively to addressing legal needs of sexual assault survivors. We are grateful for the continued funding and support that the LAV Program has provided. The LAV Program has provided the structural support needed to help create a survivor-centered response to sexual assault within Maryland's legal system. Because of the LAV Program, survivors in Maryland are now provided with information about where to seek legal help from police and prosecutors as part of the state-mandated information for crime victims. Because of the LAV Program, counselors at rape crisis centers are more aware of legal solutions and options their clients have AND have a place to send those clients for help. Because of the LAV Program, the Maryland Legal Services Corporation and Maryland legal services providers now think of sexual assault survivors as a group that has legal needs in both the civil and the criminal courts. With LAV support, the Sexual Assault Legal Institute has developed into a vital part of the legal safety net for economically disadvantaged crime victims in Maryland. It is important to recognize that SALI is more than a number of legal cases or people trained, but has developed into a community resource for survivors and those who work with survivors. LAV funding has made this possible.

*—Maryland Coalition Against Sexual Assault*

**GRANTEE PERSPECTIVE**

. . . New York City's Family Courts were inundated with victims of domestic violence who received no legal assistance when they first entered family court seeking orders of protection. Victims' legal needs are considerable at this early stage. They are uneducated about their rights and the remedies available to them, and do not know how to allege the violence they have suffered in a way that will enable them to receive the remedies they need for their safety, such as exclusion of the batterer from the home or temporary child support. They usually lack the knowledge and/or the confidence to request this relief from family court judges in intimidating pro se intake hearings. Many victims have concurrent custody, visitation, support, divorce, criminal, and immigration matters at this time. Without representation or advocacy and bewildered by an inhospitable legal system, many victims fail to receive the relief they need for their safety.

*—Sanctuary for Families, Inc., New York*



## General Grant Information

Information for this chapter was submitted by **206** individual LAV Program grantees<sup>160</sup> for the July 1, 2009 to June 30, 2011 progress reporting period. **Unless otherwise noted,**

**data were included for all four 6-month reporting periods.**

*Six percent of Legal Assistance Program grantees reported that their grants specifically addressed tribal populations.*

The number of grantees reporting in each 6-month period was as follows:

- ▶ July–December 2009: **154**
- ▶ January–June 2010: **120**
- ▶ July–December 2010: **176**
- ▶ January–June 2011: **151**

Six percent of LAV Program grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **38** unique tribes or nations they were serving or intended to serve.

## Staff

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

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

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<sup>160</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 28. Full-time equivalent staff funded by Legal Assistance Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>151</b>	<b>119</b>	<b>173</b>	<b>150</b>
<b>Total FTE staff funded</b>	<b>465</b>	<b>388</b>	<b>481</b>	<b>453</b>
Attorneys	256	219	260	244
Paralegals	51	53	49	50
Victim advocates	37	35	45	44
Legal advocates	44	25	48	46
Support staff	29	19	28	23
Program coordinator	19	13	22	17
Administrator	18	14	18	18

FTE = full-time equivalent

NOTE: The numbers in staff categories do not add up to total FTEs because only the most frequently reported staff categories are presented.

#### GRANTEE PERSPECTIVE

As a result of LAV funding, Citizens Opposed to Domestic Abuse (CODA)'s Legal Program has increased its number of court appearances in support of victims. LAV funding allowed CODA to hire a full-time paralegal. The paralegal's support and assistance to the attorney and CODA's legal program in general has resulted in significant improvements in efficiency. The paralegal not only makes it possible to serve more clients, she also permits CODA Legal Program to become involved in more intricate issues that result in more lengthy and complex litigation.

—*Citizens Opposed to Domestic Abuse, South Carolina*

#### GRANTEE PERSPECTIVE

During this reporting period, our attorney positions were once again fully staffed. What a difference this makes! Our statistics show that we were able to serve more clients than we ever have before. Additionally, staff attorneys are able to complement the work of our volunteers by allowing us to take on the more complex and demanding cases that are not always appropriate for a volunteer.

—*Alaska Network on Domestic Violence & Sexual Assault*

## Training and Technical Assistance

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

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

**This training improves professionals' understanding of the complex issues faced by victims/survivors.**

- ▶ Number of individual grantees using funds for training: **153** (74 percent of grantees)<sup>161</sup>
- ▶ Total number of training events: **2,987**
- ▶ Total number of people trained: **61,584**

**Table 29. People trained with Legal Assistance Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 61,584)	
	Number	Percent
Attorneys	11,507	19
Victim advocates (domestic violence, sexual assault, and dual)	11,299	18
Law students	5,630	9
Multidisciplinary	5,608	9
Law enforcement officers	3,386	5
Health professionals	3,196	5
Social services organization staff	2,719	4
Volunteers	2,070	3
Mental health professionals	1,822	3
Government agency staff	1,638	3
Victim assistants	1,590	3

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

<sup>161</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

These trainings have been extremely effective. All agencies involved have gained a host of information to bring back to their organization for use in assisting victims of domestic abuse. This information has been so valuable that a judge in one of our rural areas has begun to take a different approach in deciding domestic violence cases. Initially, he viewed a request for a protection order from an all-or-nothing standpoint. For instance, if a victim was seeking a protection order but did not have a police report to accompany her petition, he would deny the request outright. In other cases, if the victim had previously filed but dismissed, he would not honor a new petition based on the prior dismissals. He felt that if the abuse occurred it should have been reported or felt that a victim was just using the system if she did not follow through with her initial requests. However, after it was explained to him that on many occasions, a victim may not report the abuse out of fear or a victim may go back to the abuser several times before she decides to finally end it or has been pressured to dismiss the petitioner, he is taking a more favorable approach to their requests for protection orders. The contract attorney who handles the protection orders in that area has reported that the judge is doing much better. He still screens them out of concern, but there are fewer petitions that are being denied out right. This is progress, which was a result of educating. We ALL need to be continuously educated on the effects of domestic violence as it relates to victims and abusers. Of course, as a result of these trainings, the numbers of referrals to our office is a constant reminder that the word is getting out to all concerned agencies that we are here to help a victim of domestic abuse.

—*Southwest Louisiana Law Center, Inc.*

**GRANTEE PERSPECTIVE**

LAV Program funding has allowed us to significantly increase our services to victims of sexual assault and has provided us the opportunity to gain an expertise in this area. During this reporting period, we have been able to provide two trainings specific to legal issues and remedies for sexual assault victims. These trainings would not have been possible to provide without LAV Program funding. The interest in assisting victims of sexual assault that arose from the trainings has resulted in a cadre of pro bono attorneys who are willing to take cases for victims of sexual assault, thereby expanding the services provided by the pro bono panel managed by our project partner, the Volunteer Lawyers Project.

—*Pine Tree Legal Assistance, Inc., Maine*

LAV Program grantees provide technical assistance to a range of professionals, including attorneys, victim advocates, judges, legal services staff, mediators, friends of the court, and guardians ad litem who are dealing with victims/survivors of sexual assault, domestic violence, dating violence, and stalking. The highest percentage of grantees provided technical assistance to attorneys, which might entail assisting attorneys filing immigration paperwork or working with less experienced attorneys preparing for trial. A total of **112** individual grantees (54 percent of all grantees)<sup>162</sup> reported providing technical assistance to victim advocates and attorneys, followed by legal services staff, prosecutors, judges, and friends of the court/mediators/guardians ad litem.<sup>163</sup>

#### **GRANTEE PERSPECTIVE**

In large part due to the trainings, technical assistance calls from attorneys, law enforcement officers, and other allies have increased. During this period, the immigration project attorney (IPA) and legal advocacy coordinator responded to 152 technical assistance requests from attorneys, law enforcement officers, and other allies. In addition, the IPA has received technical assistance calls and offers to take cases, immediately after trainings. Law enforcement officers' interest in assisting immigrant survivors with U Visa certifications has also increased, and collaborations between law enforcement agencies and member programs have improved in many areas. These increased training efforts have also resulted in an increase in referrals to Kansas Coalition Against Sexual and Domestic Violence as well as our member program agencies. More frequently, member program advocates and allies are recognizing immigration concerns and calling for assistance and consultation when needed. Overall, these trainings have been very effective in raising awareness of advocates, attorneys, and allies regarding issues affecting survivors, and have resulted in an increase of requests for technical assistance and collaboration.

*—Kansas Legal Services, Inc.*

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<sup>162</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported providing technical assistance in more than one 6-month reporting period.

<sup>163</sup> LAV Program grantees report only that they provided technical assistance to specific categories of legal or other professionals; they do not report the number of professionals receiving the technical assistance nor do they report the number of technical assistance activities they provide.

**GRANTEE PERSPECTIVE**

There is a further tangible benefit to the rural advocacy component of this project that would otherwise not be realized. While coalition legal department staff have routinely fielded technical assistance requests regarding issues specific to victims living in rural areas, and have incorporated information about overcoming barriers to legal representation of victims in rural areas into our training, we have never before been able to dedicate resources to focus on these issues. Our new ability to build expertise around these issues and compile training and technical assistance packets to support attorneys and advocates who work in rural areas would not otherwise have been realized without these funds. This focus has brought the barriers and challenges of working with rural victims to the forefront. The impact will be long-term and far-reaching [because] once the expertise is developed and concentrated, we will be able to continue to serve our constituencies on these issues beyond the project funding.

—*Pennsylvania Coalition Against Domestic Violence*

## Victim Services

The LAV Program provides a wide range of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Beyond traditional legal services, lawyers and non-lawyers provide safety planning and other support services. The partnerships between legal service providers and victim services programs allow the grantees to increase the number

**Victims/survivors require competent legal representation so they can be free of abusive relationships and remain safe and financially independent and achieve complete autonomy.**

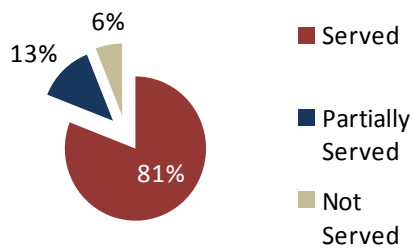
and type of support services they offer to victims/survivors. The Legal Assistance Program recognizes that victims/survivors require competent legal representation so they can be free of abusive relationships and remain safe and financially independent and achieve complete autonomy. The need for legal services includes emergency access to protection orders, legal representation in divorce and custody matters, housing, economic assistance, employment advocacy, and immigration assistance. Economic viability is a critical factor in the decision-making process for a battered woman or sexual assault victim/survivor who is considering separation from the perpetrator.

- ▶ Number of individual grantees using funds for victim services: **205** (99.5 percent of grantees)<sup>164</sup>
- ▶ In each 6-month reporting period, LAV Program grantees provided services to an average of **35,617** victims/survivors of sexual assault,

<sup>164</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

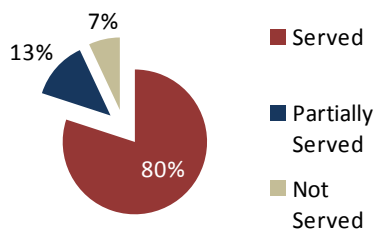
domestic violence, dating violence, and stalking to help them become and remain safe from violence.<sup>165</sup>

## Victims Seeking Services



### July–December 2009:

- ▶ **39,476** victims/survivors sought services from Legal Assistance Program grantees.
- ▶ Of these, **37,168** (94 percent) victims/survivors received services, and **2,308** (6 percent) were not served.

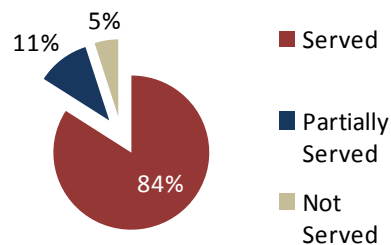


### January–June 2010:

- ▶ **33,978** victims/survivors sought services from Legal Assistance Program grantees.
- ▶ Of these, **31,659** (93 percent) victims/survivors received services, and **2,319** (7 percent) were not served.

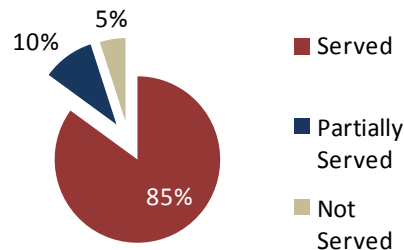
### July–December 2010:

- ▶ **38,936** victims/survivors sought services from Legal Assistance Program grantees.
- ▶ Of these, **36,834** (95 percent) victims/survivors received services, and **2,102** (5 percent) were not served.



### January–June 2011:

- ▶ **38,845** victims/survivors sought services from Legal Assistance Program grantees.
- ▶ Of these, **36,805** (95 percent) victims/survivors received services, and **2,040** (5 percent) were not served.



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

<sup>165</sup> This number represents a calculated average of all four 6-month reporting periods.

services and did not receive the service(s) they were seeking, if those services were funded under the LAV Program grant.

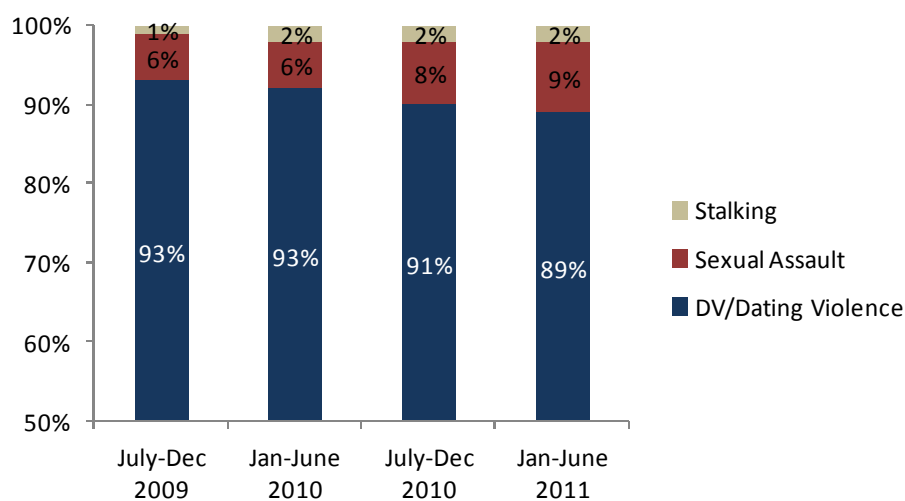
### **Reasons Victims Were Not Served or Were Partially Served**

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

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

LAV Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Those served by LAV Program grantees were overwhelmingly reported as victims/survivors of **domestic violence/dating violence** (89–93 percent).

**Figure 8. Provision of victim services by Legal Assistance Program grantees, by type of victimization<sup>166</sup>**



The majority of victims/survivors served or partially served were victimized by a **current or former spouse or intimate partner** (85–89 percent).

<sup>166</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence/dating violence, and stalking victims/survivors served do not reflect that fact.



**Table 30. Relationship to offender of victims/survivors served by Legal Assistance Program**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Spouse or intimate partner	32,836	28,332	31,790	31,801	85–89
Dating relationship	1,992	1,088	2,225	2,257	3–6
Other family member	1,747	1,445	1,830	2,113	5–6

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

### **Demographics of Victims Served and Partially Served**

LAV Program grantees served or partially served an average of **35,617** victims/survivors in a 6-month reporting period.<sup>167</sup> The majority of those victims/survivors were **white** (49–53 percent), **female** (93–94 percent), and between the ages of **25 and 59** (76–77 percent).

**Table 31. Demographic characteristics of victims/survivors served by Legal Assistance Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian	1,026	568	709	788	2–3
Asian	1,655	2,023	1,608	1,865	5–7
Black or African-American	4,450	3,551	4,860	5,515	12–16
Hispanic or Latino	9,968	8,687	9,653	9,737	27–29
Native Hawaiian or Pacific Islander	210	132	127	201	0–1
White	18,327	15,224	18,524	16,854	49–53
Unknown	1,822	1,704	1,627	2,082	NA
<b>Gender</b>					
Female	34,628	29,385	34,376	34,202	93–94
Male	2,386	2,098	2,323	2,181	6–7
Unknown	154	176	135	422	NA
<b>Age</b>					
13–17	849	628	844	910	2–3
18–24	6,481	5,341	6,611	6,614	18–19
25–59	27,597	23,526	27,295	26,824	76–77
60+	842	938	876	900	2–3

<sup>167</sup> This number represents a calculated average of all four reporting periods.

**Table 31. Demographic characteristics of victims/survivors served by Legal Assistance Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Unknown	1,399	1,226	1,208	1,557	NA
<b>Other demographics</b>					
People with disabilities	2,710	2,008	2,659	2,843	6–8
People with limited English proficiency	7,769	7,290	7,276	7,854	20–23
People who are immigrants, refugees, or asylum seekers	9,621	8,461	8,605	9,398	23–27
People who live in rural areas	8,908	6,939	8,734	8,624	22–24

NA = not applicable

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

### **Non-legal Victim Services**

LAV Program grantees provide other support services and safety planning as needed.

Grantees report that the following non-legal services were provided to victims/survivors over the four reporting periods:<sup>168</sup>

- ▶ Safety planning (provided by lawyers): **58,761**
- ▶ Safety planning (provided by other staff): **52,098**
- ▶ Support services (provided by lawyers): **19,695**
- ▶ Support services (provided by other staff): **31,622**
- ▶ Pro se clinics/group services (provided by lawyers): **3,902**
- ▶ Pro se clinics/group services (provided by other staff): **5,335**
- ▶ Non-attorney legal advocacy (provided by other staff): **33,422**

<sup>168</sup> Victims were reported once for each category of service received in each reporting period. However, victims may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

### GRANTEE PERSPECTIVE

The LAV funding has allowed the project and its partner agencies to increase provisions of supportive services to this population. For example, AWC [Asian Women’s Center] increased its outreach efforts to the Japanese immigrant community, often overlooked among domestic violence service providers because of stereotypes around higher levels of education and economic privilege. The funding has allowed the project and its partner agencies to increase coordination between legal services and the community service providers, with each of the partners fulfilling different roles . . . During this reporting period, the program has served clients from India, Bangladesh, Pakistan, Lebanon, China, Sri Lanka, Yemen, South Korea, Indonesia, Japan, Turkey and Guyana, many of whom would not be reached but for the efforts of program partners.

—*Queens Legal Services Corporation, New York*

## Legal Issues

LAV Program grantees represent victims/survivors of sexual assault, domestic violence, dating violence, and stalking in a variety of legal matters, including family law (divorce, child custody, and visitation), protection orders, immigration, and housing. A 2004 study indicated that the majority of victims had legal needs and that, for some of these victims, the legal problem was not directly related to either the criminal prosecution or the protection order, but instead was related to housing, custody and visitation, or other legal issues (Allen et al., 2004).

- ▶ Total number of legal issues<sup>169</sup> addressed: **204,782**
- ▶ Average of victims/survivors who received assistance with multiple legal issues in each 6-month reporting period: **7,758** (22 percent of those receiving services)

### GRANTEE PERSPECTIVE

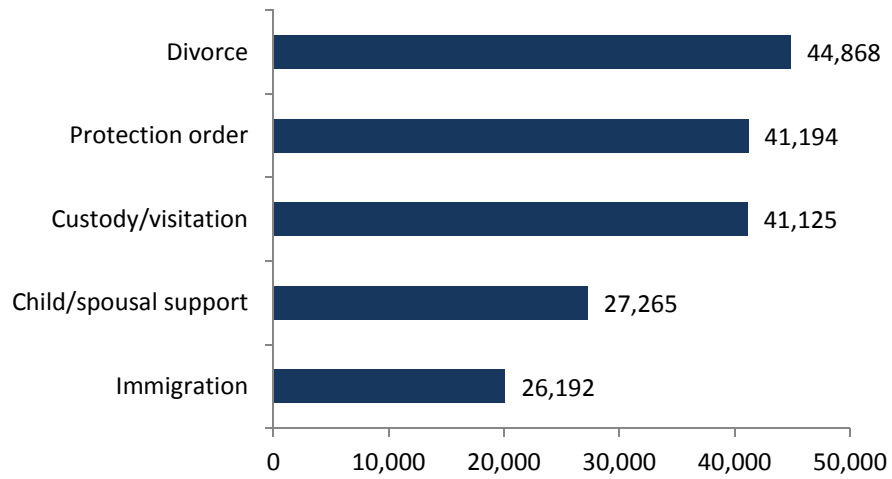
Although there is not a legal presumption in our state for joint physical custody, we do have judges and custody masters who seem to give preference to it. Having LAV funds enable us to zealously represent the victim/survivor on both fronts, custody and support. Our clients rely on us to obtain for them a custody order that is in the best interests [of] themselves and their children and to obtain a fair support order that enables them to provide for themselves and their children. This often means that our cases often do not settle at the master’s level and we have to proceed to a hearing before the judge. We have the resources to prepare good, solid cases and achieve the legal results that best serve our clients.

—*A Woman’s Place, Pennsylvania*

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<sup>169</sup> Legal issues represent the total number of new and pending matters for which victims received assistance. Victims/survivors are counted only once for each legal issue addressed during a 6-month reporting period.

**Figure 9. Legal issues addressed by Legal Assistance Program grantees for all four reporting periods**



## Legal Outcomes

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

- ▶ Number of issues disposed of: **108,354**

**Table 32. Outcomes of legal matters addressed by Legal Assistance Program grantees for all four reporting periods**

Legal matter	Outcomes (N = 108,354)		Information/ referrals/ advice (%)	Court decision (%)	Brief services (%)	Negotiated resolution/ filed action (%)
	Number	Percent				
Protection order	32,132	30	37	34	9	12
Divorce	24,824	23	46	22	13	9
Child custody/ visitation	23,287	21	44	24	14	11
Child/spousal support	13,140	12	43	25	14	10
Immigration	11,342	10	27	1	10	4

NOTES: Outcomes data represent issues disposed of, not the number of victims/survivors. Percentages for outcomes are based on the number of issues disposed of in each category; not all categories of outcomes or legal matters are included.

#### GRANTEE PERSPECTIVE

Sexual Assault Legal Services and Assistance (SALSA) has also effectively represented victims with a wide variety of other civil legal needs—including winning an administrative appeal to reinstate unemployment benefits to an immigrant sexual assault victim harassed by her employer, preserving subsidized housing for sexual assault victims, obtaining protection orders, assisting with immigration concerns and U-visas and numerous family law matters. One third of the clients SALSA represented were people with disabilities and one third were teen victims age 13–17, reflecting our case selection criteria, prioritizing these populations who experience increased rates of sexual victimization.

—*Sexual Violence Law Center, Washington*

## Pro Bono Attorneys and Law Students

The civil justice system can address the needs of victims/survivors of violence in many ways. Law schools, licensure programs, continuing legal education programs, pro bono projects, and law firms can provide and receive training on the many complex legal issues that victims/survivors face. Organizations can also establish mentoring programs, supported by local and state bar associations, that offer expert consultation to lawyers handling civil litigation for victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Organizations may also coordinate efforts between law firms and law schools, victim service organizations, and legal services programs to provide quality representation to victims/survivors. Pro bono programs at state and local bar associations and law firms can provide

legal representation to victims/survivors. In addition to providing individual representation, some firms sponsor or coordinate pro bono projects in partnership with domestic violence programs, law schools, and legal service agencies.

From July 2009 to June 2011, LAV Program grantees recruited **4,635** pro bono attorneys, trained **3,250**, and mentored **3,531**. Pro bono attorneys accepted **5,092** cases and completed **4,256** cases over the four reporting periods. During the same period, grantees recruited **3,015** law students, trained **2,989**, and mentored **2,724**. Law students worked on an average of **3,002** cases per reporting period.

#### GRANTEE PERSPECTIVE

We have found the distribution of the domestic violence training manual (including the scripts of our mock client interview and mock hearing) and our live training DVD to be a very effective means of recruiting and training new attorney volunteers for our pro bono restraining order representation project. Now that our project has been operational for several years, we are also finding that we have created a knowledge base within the firms [that] lend us attorney volunteers such that many of our volunteer attorneys are able to contact prior volunteers for case consultation and mentoring, in addition to talking to our mentors. We are also seeing improvement in the attorney's ability and willingness to handle multiple issues—for example, obtaining child support as well as custody and restraining orders and helping clients renew their restraining orders. During this six-month grant period, we had 64 pro bono attorneys, six law students, and six mentor attorneys working on active cases; the pro bono volunteer attorneys reported donating 2,090 hours to the project over the past six months and mentor attorneys devoted 84 hours to assisting them.

—*Legal Aid Society of San Mateo County, California*

#### GRANTEE PERSPECTIVE

The LAV-funded immigration specialist has brought the needs of low-income battered immigrants to the attention of some of Michigan's largest and most prestigious law firms. This program has recruited pro bono attorneys and has resulted in increased financial donations from these same firms.

—*Legal Services of South Central Michigan*

### GRANTEE PERSPECTIVE

The most effective and innovative aspect of Tahirih's service model is its extensive use of donated professional services to further its mission. Our clients have intricate, time-intensive cases, often involving life-threatening circumstances and new areas of the law. One asylum case alone can take 250 legal staff hours, over 50 client phone calls and meetings, and three court hearings. With inadequate legal advocacy, immigrant women and girls face continued forms of extreme violence, deportation, and possible permanent separation from their children. Particularly given the labor-intensive nature of legal services, donated services are a vital resource for Tahirih and allow [us] to maximize the number of women and girls whom we can serve and to engage in complex litigation. Tahirih is unique in the degree to which it leverages donated services. The Pro Bono Attorney Network, which has grown to include 866 attorneys from over 135 law firms, is currently representing approximately 60-75 percent of all incoming cases. In contrast, an in-depth survey that Tahirih undertook of other legal providers in the Washington, D.C., area revealed that the vast majority do not utilize relationships with pro bono attorneys, or do so in a limited fashion. The innovative pro bono model has allowed Tahirih to serve more clients than through in-house staff alone, while at the same time reducing the cost of representation.

*—Tahirih Justice Center, Washington, D.C.*

## Remaining Areas of Need

LAV grantees regularly cited the need for more civil legal services and outreach about the availability of such services, particularly in rural communities and among immigrant populations. The civil legal needs most often mentioned involved the lack of attorneys to represent low-income victims/survivors in cases involving divorce, custody, visitation, employment discrimination, and housing, and in stalking cases.

Grantees spoke of inaccessible roads in some rural communities; the lack of public transportation; long waiting lists for emergency, transitional, and long-term housing; and the need for financial resources and assistance for rural victims/survivors.

Victims/survivors who are immigrants, Hispanic/Latino, or American Indian, victims who are older, and those living in rural areas were the most often mentioned as underserved populations. Grantees identified complicated issues in serving elders who are often totally dependent on their perpetrators and have no source of income, no marketable skills, and no knowledge of available resources in their communities. Many grantees described the need for training judges and court staff on the rights of immigrants and refugees and on immigration laws, particularly regarding U-visas.

Custody and child support representation was also commonly mentioned, in part because of the economic concerns of victims/survivors and in part because abusers can use custody and child support to further control and intimidate victims.

**GRANTEE PERSPECTIVE**

Divorce and custody proceedings can be especially costly, and CLASI [Community Legal Aid Society, Inc.] has had to prioritize the types of divorce and custody cases handled in order to maximize resources. Consequently some victims are being turned away because their income is too high or their case does not meet the priorities.

—*Community Legal Aid Society, Inc., Delaware*

Economic resources remain a significant area of need for many victims/survivors. A lack of economic independence creates challenges for those trying to leave abusive relationships and makes it hard for many victims/survivors to afford court fees.

**GRANTEE PERSPECTIVE**

Twelve counties out of the 32 that our LAV-funded offices serve are rural. Transportation continues to be an issue for these victims, as does access to the court system. It is not uncommon for one judge in a multi-county judicial circuit to handle all of the orders of protection (OP). If the OP judge is in a distant county on the day the victim needs an emergency order, unless she can travel to a remote county, she is often forced to wait several days before obtaining relief. In other instances, victims simply don't have transportation to meetings in our offices or to court. In an effort to assist these victims, some of our LAV attorneys have made arrangements to use office space of service agencies in rural communities and to use laptops and portable printers to assist in preparing documents.

—*Prairie State Legal Services, Inc., Illinois*

**GRANTEE PERSPECTIVE**

Having financial resources available for victims of domestic violence would make it more likely they will be able to move on and not reconcile with the abuser. Having job-training programs for victims of domestic violence would also assist victims in becoming independent from their abusers. Financial assistance coupled with counseling would provide the foundation for victims to break the cycle of violence.

—*Greater Bakersfield Legal Assistance, Inc., California*



**GRANTEE PERSPECTIVE**

Many victims of domestic violence and sexual assault in the Indianapolis community live below the federal poverty threshold and lack the necessary financial resources to hire an attorney. If a victim is married, her spouse's income often disqualifies her from receiving legal aid. She cannot afford to hire an attorney, does not qualify for legal aid and is effectively denied [the] representation she desperately needs to end the abusive relationship. The demand for legal services that are free or offered at a substantially reduced rate in Indianapolis greatly exceeds our community's supply.

*—Julian Center, Indianapolis, Indiana*

# Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program

The Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program (Rural Program) recognizes that victims/survivors of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse who live in rural communities face unique challenges and barriers to receiving assistance rarely encountered in urban areas. The geographic isolation, often poor economic structure, particularly strong social and cultural pressures, and lack of available services in rural jurisdictions significantly compound the problems confronted by those seeking support to end the violence in their lives. These factors also complicate the ability of the criminal justice system to investigate and prosecute sexual assault, domestic violence, dating violence, stalking, and child sexual abuse cases. In addition, socio-cultural, economic, and geographic barriers create difficulties for victim service providers to identify and assist victims of these crimes. The Rural Program enhances the safety of victims/survivors and their children by supporting projects uniquely designed to address and prevent these crimes in rural America.

**The geographic isolation, economic structure, social and cultural pressures, and lack of available services in rural communities significantly compound the problems faced by victims/survivors seeking to end the violence in their lives.**

The Rural Program provides jurisdictions with the opportunity to design community responses, policies, and programs to address their unique social, economic, and geographic conditions. It encourages collaboration between victim advocates, law enforcement officers, prosecutors, pre-trial service personnel, probation and parole officers, and faith- and/or community-based leaders to address and overcome the problems of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse and ensure that victim safety is paramount in providing services to victims/survivors and their children.

**GRANTEE PERSPECTIVE**

The challenge of providing domestic violence services in Somerset County, one of the poorest and most rural counties in the state and the county with the highest rate of domestic violence, has been substantial. The Rural Program funding has allowed for the maintenance of a second advocate position to provide the services that are so needed in this area. Two recent murder-homicides in the Kennebec-Somerset County area have led to an acute increase in requests for information and services, an increased demand that would have been difficult-to-impossible to meet without the Rural Program support.

*—Maine General Medical Center*

**GRANTEE PERSPECTIVE**

This funding is providing the backbone of support we need to do this statewide work. Without this funding, we would not be able to engage men in the rural areas of the state with the same focus this award allows us. Minnesota is a very large and predominantly rural state. These funds provide an opportunity to reach across those rural areas which often can remain isolated and/or neglected. We find many rural men in Minnesota who share our passion and concern for the safety and wellbeing of women and children and we work to provide them with increasing opportunity and support to create and/or strengthen local efforts and connect with other men in outstate Minnesota who are doing this work. We are making progress in the development of primary prevention practices and policies.

*—Men as Peacemakers, Minnesota*

**GRANTEE PERSPECTIVE**

Rural funding has allowed the victim advocate located at the non-tribal program to provide advocacy and support groups to Native women. The advocate was also able to provide transportation to women in this very rural area where transportation is an immense barrier in accessing services. These services would not be available or readily accessible for Native women without this funding. Without funding these survivors within the remote area where the advocate is located would need to travel 30 miles one way to access culturally relevant services.

*—Klamath Tribes of Oregon*

## General Grant Information

Information for this report was submitted by **193** individual Rural Program grantees<sup>170</sup> for the July 1, 2009 to June 30, 2011 progress report period. **Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each period was as follows:

*Twenty-three percent of Rural Program grantees reported that their grants specifically addressed tribal populations.*

- ▶ July–December 2009: **162**
- ▶ January–June 2010: **127**
- ▶ July–December 2010: **175**
- ▶ January–June 2011: **150**

Twenty-three percent of Rural Program grantees reported that their grants specifically addressed tribal populations. These grantees identified approximately **122** unique tribes or nations they were serving or intended to serve.

## Staff

Rural Program-funded staff provide victim services, training, outreach, law enforcement, prosecution, and probation among other services. to increase victim safety and offender accountability. Being able to hire staff is critical to the overall function and success of programs.

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

**Table 33. Full-time equivalent staff funded positions by Rural Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>155</b>	<b>125</b>	<b>162</b>	<b>147</b>
<b>Total FTE staff funded</b>	<b>495</b>	<b>442</b>	<b>503</b>	<b>478</b>
Victim advocates	150	138	161	157
Program coordinators	81	72	78	83
Trainers/educators	55	59	67	54
Outreach workers	52	44	38	27
Administrators	36	30	36	30

<sup>170</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 33. Full-time equivalent staff funded positions by Rural Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Support staff	28	23	26	23
Counselors	20	23	25	25
Children’s advocates	17	9	11	14
Legal advocates	11	8	16	17

FTE = full-time equivalent

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

**GRANTEE PERSPECTIVE**

Without the Rural Program, a specialized domestic violence, dating violence, sexual assault, and stalking investigator would not exist. Multi-county districts in Oklahoma have been hit hard by the 17 percent budget cuts forced on state agencies by the end of 2009. The new investigator has already made contact with the law enforcement agencies in District 26 to let them know that this position exists and offer assistance. The investigator reports a tremendous response from law enforcement agencies within their district and is conducting multiple on-going investigations as a result of that response.

*—Oklahoma District Attorneys Council*

## Training

Quality training is necessary for the development of an effective coordinated community response to sexual assault, domestic violence, dating violence, stalking, and child sexual abuse. Rural Program grantees provide training on these issues to victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, and mental health and other professionals. This training improves professional response to victims/survivors and increases offender accountability.

**This training improves professional responses to victims/survivors and increases offender accountability.**

The most common topics for training events were advocate response, domestic violence overview, dynamics, and services; sexual assault overview, dynamics, and services; dating violence overview dynamics, and services; safety planning for victims/survivors, confidentiality, law enforcement response; and coordinated community response.

- ▶ Number of individual grantees using funds for training: **169** (88 percent of all grantees)<sup>171</sup>
- ▶ Total number of training events: **4,654**
- ▶ Total number of people trained: **68,670**

**Table 34. People trained with Rural Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 68,670)	
	Number	Percent
Victim advocate (non-tribal–8,354; tribal–1,231)	9,585	14
Law enforcement officer (non-tribal–7,884; tribal–707)	8,591	13
Educator	6,644	10
Health professional	6,109	9
Multidisciplinary group	5,773	8
Child protective services	3,765	5

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

**GRANTEE PERSPECTIVE**

This grant has allowed us to provide training beyond the usual domestic violence and sexual assault 101. Project ROOTS has been able to provide specific training as requested by faith communities or other agencies. The presentations have included trauma and domestic violence to emergency room staff, responding to the domestic violence victim, do’s and don’ts to hospital chaplains, and community ramifications of domestic violence to Western Iowa Tech Community College students and instructors. This has allowed others to deepen their understanding of issues related to domestic violence, sexual assault, stalking, and dating violence. These presentations also lead to an increase in referrals for agency services as well as an increase in in-kind donations.

—*Sioux Human Investment Partnership, Iowa*

<sup>171</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

### GRANTEE PERSPECTIVE

Studies have long shown that law enforcement is a key to safety for victims. But in rural Georgia, the high turnover, the cynicism, and the acceptance of violence as a way of life has not substantially changed. Only with this grant has Georgia Legal Services Program had the resources to do more than just send lawyers in to do temporary protection orders. We have developed two key staff/trainers and community organizers on this issue to go in and make the contacts, organize, and do training for law enforcement. Over and over again, we hear that this is the first time that many of these law enforcement officers have heard about mandatory reports, pro arrest, the dangers of mediation and conciliation in these circumstances. Getting 152 officers trained on domestic violence, sexual assault, and training in these areas is huge. While it may not completely change the landscape, it is the greatest impact we have seen so far, and all because of the continuing additional resources available under this grant.

—*Georgia Legal Services Program, Inc.*

## Community Education

Rural Program staff provide general information to the community to increase awareness of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse. Community education can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.<sup>172</sup>

**Community education can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.**

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

Number of individual grantees using funds for community education: **167** (87 percent of grantees)<sup>173</sup>

- ▶ Total number of education events: **15,411**
- ▶ Total number of people educated: **588,980**

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<sup>172</sup> Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, stalking, and/or child sexual assault that enables a professional to improve his or her response to victims/survivors as it relates to their role in the system.

<sup>173</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 35. People educated with Rural Program funds for all four reporting periods: selected groups**

Group	People educated (N = 588,980)	
	Number	Percent
Middle/high school students	193,314	33
Community members	160,627	27
Elementary school students	74,625	13
University/college students	37,570	6
Parents or guardians	31,768	5
Community groups	30,801	5

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

#### GRANTEE PERSPECTIVE

Youth from Tundra Women's Coalition program traveled 60 miles upriver to participate in Kuskokwim Wilderness Adventures where they learned to fly-fish, hike, and canoe in adverse weather conditions, and work cooperatively with their peers. As a result of being highly challenged in their endeavors, they were able to see that with hard work and perseverance, they could overcome any challenge. Also, their new wisdom and leadership skills are vital to the success of their teen program, TAAV (Teens Acting Against Violence) during the new school year. These new 'recruits' travel to outlying villages (with adult supervision) as peer leaders and mentors and present in the schools on violence prevention and healthy relationships and personal responsibility. This is all done with positive, community-based prevention that honors cultural values and practices. (The youth also were able to participate in moose hunting trips, story knife wood carving, and writing letters to the newspaper on the "local option" liquor license/issue upcoming vote.) Eighteen new youth have been 'recruited' to participate in TAAV.

—Alaska Department of Public Safety Council

#### GRANTEE PERSPECTIVE

As a result of participating in events at the University of Maine at Fort Kent (UMFK), Hope and Justice Project staff were invited to open a new outreach space at UMFK to provide on-campus services to students. It also provides the opportunity to work with educators on the issues of domestic violence, dating violence, stalking and sexual assault. One student said, "I'm so glad I came down this hallway and saw you were here. I feel more aware of what he has been doing to me is stalking and abuse."

—Hope and Justice Project, Inc., Maine



## Victim Services

Victims/survivors need comprehensive support services that address a wide array of needs. These may include advocacy and support provided to the victims/survivors as they are seeking a protection order, accompaniment during medical procedures such as a sexual assault forensic examination, safety planning, accompaniment to court, or transitional housing assistance.

**Victims/survivors need comprehensive support services that address a wide array of needs.**

Regardless of race, ethnicity, ability, or sexual orientation, when sexual assault, domestic violence, dating violence, stalking, and/or child sexual abuse occurs in a rural area, unique problems are encountered that significantly influence whether a victim/survivor will seek assistance. Sexual assault, domestic violence, dating violence, and stalking victims/survivors in rural areas are isolated both physically and emotionally. Employment opportunities may be scarce and victims/survivors may not have access to transportation or even phone service.

Given the dynamics of a rural environment, it is not uncommon for the batterer to be well-known in the community, or even related to one or more of the individuals working within the criminal justice system. The batterer's reputation for violence may be such that few members of the rural community are willing to risk retaliation by offering the victim/survivor shelter. Often, domestic violence shelters are not available in the immediate area, or, if there is a shelter in the area, it may be full. If a victim/survivor chooses to stay at a shelter, the whole town (including the batterer) may soon know her/his location. Anonymity and security are significant additional obstacles for the victim/survivor and her/his children.

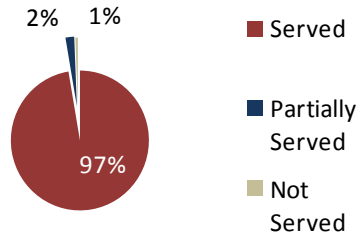
- ▶ Number of individual grantees using funds for victim services: **162** (84 percent of grantees)<sup>174</sup>
- ▶ Rural Program grantees provided services to an average of **18,450** victims/survivors of sexual assault, domestic violence, dating violence, stalking, and child sexual assault to help them become and remain safe from violence in a 6-month reporting period.<sup>175</sup>

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<sup>174</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

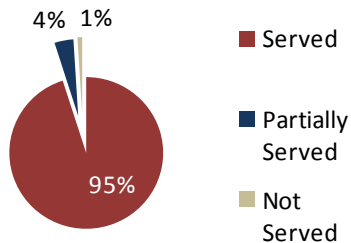
<sup>175</sup> This number represents a calculated average of all four 6-month reporting periods.

## Victims Seeking Services



### July–December 2009:

- ▶ **18,692** victims/survivors sought services from Rural Program grantees.
- ▶ Of these, **18,568** (99 percent) victims/survivors received services, and **124** (<1 percent) were not served.

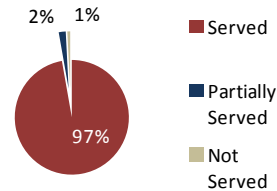


### January–June 2010:

- ▶ **16,829** victims/survivors sought services from Rural Program grantees.
- ▶ Of these, **16,656** (99 percent) victims/survivors received services, and **173** (1 percent) were not served.

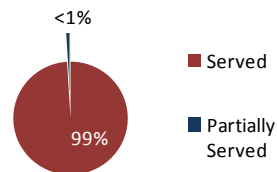
### July–December 2010:

- ▶ **19,407** victims/survivors sought services from Rural Program grantees.
- ▶ Of these, **19,234** (99 percent) victims/survivors received services, and **173** (1 percent) were not served.



### January–June 2011:

- ▶ **19,435** victims/survivors sought services from Rural Program grantees.
- ▶ Of these, **19,343** (99 percent) victims/survivors received services, and **92** (<1 percent) were not served.



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

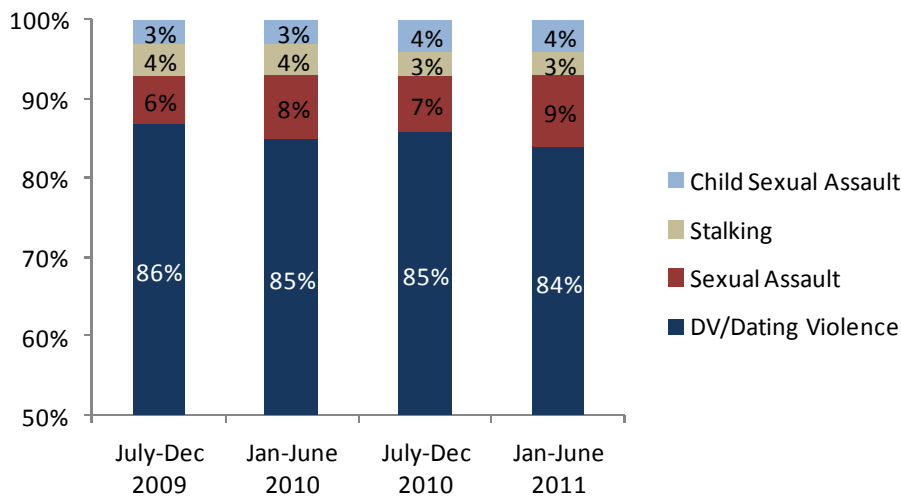
## Reasons Victims Were Not Served or Were Partially Served

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

- ▶ Program unable to provide service because of limited resources/priority setting
- ▶ Victim/survivor did not meet statutory requirements
- ▶ Services were not appropriate for victim/survivor
- ▶ Program rules not acceptable to victim/survivor
- ▶ Program reached capacity

Rural Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse. Those served by Rural Program grantees were overwhelmingly reported as victims/survivors of **domestic violence/dating violence** (84–88 percent).

**Figure 10. Provision of victim services by Rural Program grantees, by type of victimization**<sup>176</sup>



The majority of victims/survivors served or partially served were victimized by a **current or former spouse or intimate partner** (67–70 percent).

<sup>176</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence/dating violence, stalking, and child sexual abuse victims/survivors served do not reflect that.

**Table 36. Relationship to offender of victims/survivors served by Rural Program grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Spouse or intimate partner	12,569	11,393	12,900	13,037	67–70
Dating relationship	2,068	1,818	2,667	2,743	11–14
Other family or household member	2,476	2,347	2,732	2,303	12–14

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

### **Demographics of Victims Served and Partially Served**

Rural Program grantees served or partially served an average of **18,450** victims/survivors in a 6-month reporting period.<sup>177</sup> The majority of those victims/survivors were **white** (65–69 percent), **female** (89–91 percent), and between the ages of **25 and 59** (59–63 percent).

**Table 37. Demographic characteristics of victims/survivors served by Rural Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian	2,707	2,450	2,486	2,437	13–16
Asian	106	116	109	148	1
Black or African-American	882	557	822	740	4–5
Hispanic or Latino	2,600	1,905	2,605	3,063	12–17
Native Hawaiian or Pacific Islander	99	309	80	121	0–2
White	11,161	10,818	12,254	11,811	65–69
Unknown	1,317	882	991	1,213	NA
<b>Gender</b>					
Female	16,776	14,786	17,223	17,149	89–91
Male	1,723	1,782	1,942	2,097	9–11
Unknown	69	88	69	97	NA

<sup>177</sup> This number represents a calculated average of all four 6-month reporting periods.

**Table 37. Demographic characteristics of victims/survivors served by Rural Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Age</b>					
0–6	862	1,319	809	707	4–8
7–12	640	647	728	765	4
13–17	1,030	1,111	1,112	1,360	6–7
18–24	3,421	3,072	3,821	3,790	19–21
25–59	11,068	9,352	11,349	11,150	59–63
60+	547	416	520	569	3
Unknown	1,000	739	895	1,002	NA
<b>Other</b>					
People with disabilities	1,194	1,265	1,399	1,542	6–8
People with limited English proficiency	1,458	1,010	1,562	2,010	6–10
People who are immigrants, refugees, or asylum seekers	1,022	805	1,230	1,598	5–8
People who live in rural areas	17,960	16,623	19,133	19,236	97–100

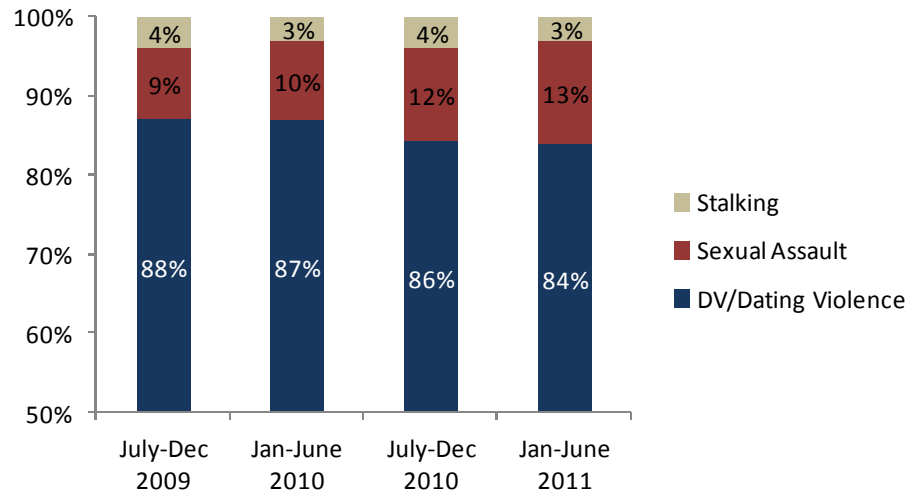
NA = not applicable

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

## **Secondary Victims**

Rural Program grantees provided services to an average of **8,844** secondary victims. Secondary victims are individuals who are indirectly affected by domestic violence, dating violence, sexual assault, and/or stalking—children, siblings, spouses or intimate partners, parents, grandparents, other affected relatives, friends, and neighbors.

**Figure 11. Provision of services to secondary victims by Rural Program grantees, by type of victimization**<sup>178</sup>



### **Types of Victim Services**

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

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

Grantees report that the following services were provided most frequently (not a complete list) over the four 6-month reporting periods:<sup>179</sup>

- ▶ Victim advocacy: **46,300**
- ▶ Crisis intervention: **37,229**

<sup>178</sup> The overall number of secondary victims/survivors served represents an unduplicated count; this means that each secondary victim/survivor is counted only once by each grantee, regardless of the number of times that secondary victim/survivor received services during each reporting period.

<sup>179</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

- ▶ Support group/counseling services: **22,199**
- ▶ Civil legal advocacy: **17,647**
- ▶ Criminal justice advocacy: **15,189**

**GRANTEE PERSPECTIVE**

As our program hits its stride, we are tremendously pleased at the response we've had from the rural communities. Our service numbers are up all the way across the board and what we hear from clients is how much this improved access has changed their lives and given them new resources and new ways of thinking about their situations. We are providing more court accompaniment to rural victims. These are people who had previously entered the system when there was an arrest made. Now victims are becoming proactive and they are seeking out our services and asking for help with divorce, with shelter, with restraining orders, and with child custody issues, rather than waiting until the abuser is hauled off to jail to seek out services. We are seeing a higher percentage of victims ready to change their lives and actively asking for more support services.

*—Family Crisis Shelter and Services for Yamhill County, Inc., Oregon*

**Shelter Services**

Rural Program grantees provided emergency shelter and transitional housing to **6,388** victims/survivors and **7,047** family members for a total of **289,741** bed nights over the four 6-month reporting periods.

**Table 38. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Rural Program: July 2009-June 2011**

Shelter service	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Total
<b>Emergency shelter</b>					
Victims/survivors	1,385	1,111	1,572	1,745	5,813
Family members	1,469	1,135	1,831	1,681	6,116
Bed nights	50,902	39,498	59,550	65,413	215,363
<b>Transitional housing</b>					
Victims/survivors	151	166	158	100	575
Family members	220	313	285	113	931
Bed nights	22,364	20,274	18,128	13,612	74,378

NOTES: Victims/survivors and family members may have received emergency shelter or transitional housing in multiple reporting periods.

**GRANTEE PERSPECTIVE**

As a result of rural program funding, every victim receiving a [medical forensic examination conducted by a] Sexual Assault Nurse Examiner (SANE) is now accompanied by a trained sexual assault victim advocate. The nearest SANE unit, for the majority of the rural counties served, is a minimum of one hour away. Coordinators have worked diligently to ensure that each victim that needed a SANE within these targeted communities was assisted with transportation and accompaniment. Because of this support, victims now feel more supported and well informed. The coordinators and advocates work with victims to explain the SANE. As a result, there has been an increase in victims contacting victim advocates and reporting the crimes.

—*New Mexico Coalition of Sexual Assault Programs, Inc.*

**GRANTEE PERSPECTIVE**

This funding supported the opening of 'Nukmoss Wik' Grandmother's House . . . the Maliseet temporary emergency shelter for women and their children who are escaping domestic and/or sexual abuse, dating violence, and stalking, as well as the day to day operation of the shelter. This funding also supported the Shelter coordinator's salary. There is no doubt that our shelter would not exist without this funding. We believed that if women had a safe, comfortable, supportive place to live with their children temporarily, that they would leave their abuser and this funding allowed us to make that happen!

—*Houlton Band of Maliseet Indians*

**Hotline Calls**

- ▶ Out of a total of **179,579** hotline calls received, more than half (**90,059**) of the hotline calls were received from victims/survivors.<sup>180</sup>

**Victim-Witness Notification/Outreach to Victims/Survivors**

- ▶ Grantees reported a total of **24,906** unsolicited letters, phone calls, or visits to victims/survivors.<sup>181</sup>

<sup>180</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors, and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>181</sup> Number of notification and outreach activities is not unduplicated.

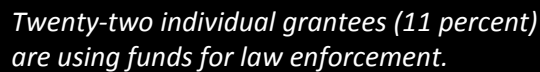


## Criminal Justice

The Rural Program promotes a coordinated community response that includes representatives from victim service agencies, child welfare agencies, law enforcement, prosecution, courts, probation, health-care providers, and public and private community resources.

## Law Enforcement

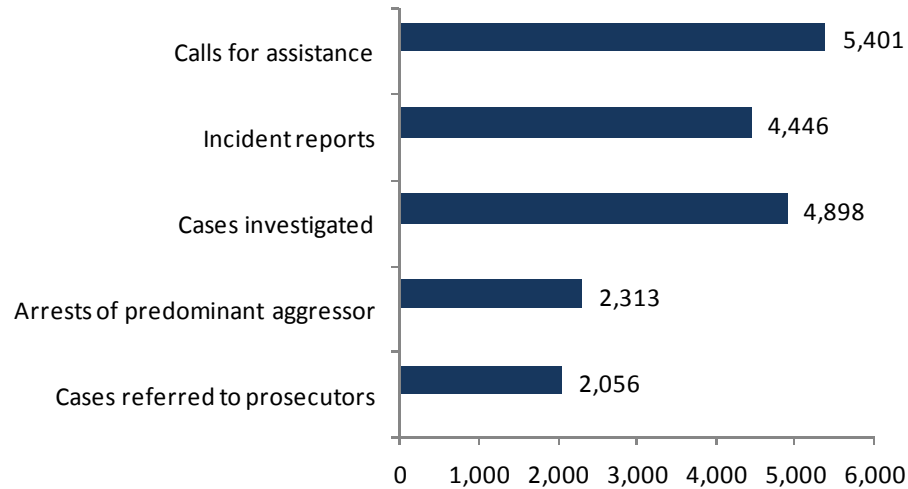
The role of law enforcement is crucial in responding to sexual assault, domestic violence, dating violence, stalking, and child sexual abuse. The response and attitude of law enforcement officers may influence whether or not victims/survivors will report these offenses (Davis et al., 2001; Jolin et al., 1998), and whether appropriate evidence will be collected to allow prosecutors to convict offenders in court. Law enforcement officers should be proactive and aggressive in addressing these matters. In response to studies about arrest deterrence in domestic violence related offenses, law enforcement offices across the country began to adopt “pro-arrest,” “mandatory arrest,” and “primary aggressor” policies beginning in the 1980s.



*Twenty-two individual grantees (11 percent) are using funds for law enforcement.*

Subsequent replication studies indicate that arrest is associated with less repeat offending (Maxwell, Garner, & Fagan, 2001). A meaningful and serious response by law enforcement agencies that includes arrest, providing victims with information pamphlets, taking down witness statements and helping victims/survivors secure protection orders, were all associated with reduced reabuse (Klein, 2008; Wordes, 2000).

**Figure 12. Law enforcement activities in Rural Program sexual assault, domestic violence, dating violence, stalking, and child sexual assault cases for all reporting periods**



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

### **Referrals to Victim Services**

- ▶ Law enforcement staff made **2,745** victim/survivor referrals to governmental and non-governmental victim services.

#### **GRANTEE PERSPECTIVE**

Rural Program funding has allowed us to dedicate investigative staff to cases of domestic violence, dating violence, sexual assault, and stalking, thus decreasing incident response time, increasing victim trust and cooperation, and improving investigative effectiveness. Consequently, our conviction rate jumped from 15% to 80%. Funding has also allowed us to dedicate an alternative sentencing officer to pretrial defendants and convicted offenders, thus decreasing recidivism and improving victim safety. Finally, funding has allowed us to improve data collection and tracking strategies, resulting in a more accurate picture of the domestic violence, dating violence, sexual assault, and stalking issues in Douglas County, as well as the ability to utilize this data for both victim services and law enforcement training activities. Prior to receiving this funding, Douglas County lacked the resources necessary to effectively address domestic violence incidents, the scope of the problem was intangible, agencies acted in isolation, and victims fell through the cracks.

*—Douglas County, Nevada*

## Remaining Areas of Need

The most frequently described remaining areas of need reported across programs were related to the current economic climate. Grantees reported significant gaps in available services, especially for American Indian and immigrant populations. Grantees working with these populations lack the resources and the coordinated community response to provide the culturally specific services necessary to help increase the safety of victims/survivors.

### GRANTEE PERSPECTIVE

Advocates are concerned that victim services need to be more culturally meaningful and flexible to support victims/survivors. An advocacy approach that is designed only for women who are leaving abusive partners may not be helpful or safe in all cultural or economic contexts. Advocates want domestic violence programs to focus on diversity planning within their organization and invest in leadership development, hiring, and recruitment that will result in programs that can represent the diverse cultural experiences of the people served. Advocates want to have more support in doing community advocacy and mentoring natural leaders in immigrant communities to be advocates for victims and challenge social norms that allow or promote violence against women and children.

—*Washington State Coalition Against Domestic Violence*

There is a continuous struggle to meet basic needs such as affordable housing, employment, food security, and transportation for victims/survivors. In addition, grantees reported a need for assistance with relocation expenses, child-care, health care services, and prescription drug costs for victims/survivors attempting to escape violence. Clearly these services and supports are critical to assisting victims/survivors in establishing safety and self-sufficiency for themselves and their children.

The lack of confidentiality and anonymity is an ongoing issue in rural areas. Grantees report that they struggle with engaging victims/survivors in services because of this issue.

### GRANTEE PERSPECTIVE

Nebraska is a large, very rural state with limited behavioral health services in many areas. Because the rural communities are small, it is highly likely that a victim and the available mental health practitioner know each other in another social context. This creates concern with confidentiality and trust in tightly knit, isolated rural communities.

—*Nebraska Domestic Violence Sexual Assault Coalition*

Finally, an emerging issue grantees reported on is the need for new and expanded early intervention and education programs for youth, particularly in the area of teen dating violence, sexual assault, and cyber-stalking/bullying.

**GRANTEE PERSPECTIVE**

Due to the geographic area and the lack of knowledge among adults as well as youth about dating violence, it presents an ongoing issue of the need to expand services to not only the school system but [also] the social groups, parents, and community organizations. There is still a need to educate law enforcement that dating violence among youth is as serious as dating violence among adults. School officials appear to realize that there are assault issues committed on school grounds but appear to fail to realize how the effects of assaults or abuse by a boyfriend/girlfriend . . . can have a negative effect socially.

*—Kiamichi Youth Services, Inc., Oklahoma*



# Sexual Assault Services Culturally Specific Grant Program

The Sexual Assault Services Program (SASP) was created by VAWA 2005 and is the first federal funding stream dedicated solely to the provision of direct intervention and related assistance for victims of sexual assault. The SASP encompasses four different funding streams for states and territories; tribes; state, territorial, and tribal sexual assault coalitions; and culturally specific organizations. Overall, the purpose of SASP is to provide intervention, advocacy, accompaniment (e.g., accompanying victims to court, medical facilities, and police departments), support services, and related assistance for adult, youth, and child victims/survivors of sexual assault; non-offending family and household members of victims/survivors; and those collaterally affected by the sexual assault.

Survivors of sexual assault from culturally specific communities frequently confront unique and additional challenges when seeking assistance, such as linguistic and cultural barriers.

**Survivors of sexual assault from culturally specific communities frequently confront unique and additional challenges when seeking assistance . . .**

Sexual assault advocates report that survivors are more inclined to seek services from organizations that are familiar with their culture, language, and background and that there is no “one size fits all” solution to adequately address these critical needs. Culturally specific community-based organizations are more likely to understand the complex, multi-layered challenges and obstacles that victims from their communities face when attempting to access services in response to the sexual assault. In addition, culturally specific community-based organizations have experience forming relationships and engaging their communities and serve a vital role in providing services that are relevant to their community.

In order to provide the most appropriate services to such victims, the SASP Culturally Specific Grant Program (hereinafter referred to as the SASP–CS Program) targets nonprofit organizations that focus primarily on culturally specific communities and have experience in the area of sexual assault or partner with an organization having such expertise. The goal of the SASP–CS Program is to create, maintain, and expand sustainable sexual assault services provided by culturally specific organizations, which are uniquely situated to respond to the needs of sexual assault victims within culturally specific populations.

**GRANTEE PERSPECTIVE**

The Un Nuevo Manana program is tailored linguistically and culturally to the specific population Migrant Health Promotion (MHP) serves. All written materials and presentations are in Spanish. MHP's Promotora and Community Leaders are from the culturally specific population, which facilitates the establishment of trust based on shared culture, socioeconomic conditions, language, and values. Trust-building is especially important for this population because one of the most significant barriers that victims face in accessing services is an ever-changing immigration environment, which contributes to a fear of consequences of reporting sexual assault. A victim/survivor is much more likely to access services if she/he is referred to an agency -- or, better yet, a specific person who works for that agency -- by a trusted Promotora or community leader who is deeply aware of and knowledgeable about the potential consequences of coming forward and the policies that exist to protect those who choose to do so. This is a critical strategy for reaching beyond the reality that sexual assault is a taboo topic in this culturally specific population. A Promotora who can support a community member in addressing his or her most pressing health concern -- or who can at least offer to do so -- usually earns the trust of that community member, and it is that trust that opens meaningful channels of communication with respect to sexual assault.

*—Migrant Health Promotion, Inc., Texas*

**GRANTEE PERSPECTIVE**

For MUA, this grant and all of the related work has helped us grow as an organization. While we had focused direct service efforts on domestic violence and improving access to better mental health, launching a sexual assault hotline has represented a significant learning and professional development opportunity for staff and members. Staff and members have learned about sexual assault and abuse issues, developed a training curriculum, implemented the hotline, designed and conducted outreach, identified resources available to survivors and the current gaps in these services for Spanish speaking immigrants. These experiences reflect rewarding but challenging stages of achieving our project goals and objectives. We are confident that our volunteer counselors are contributing significantly to the well being of community members who would otherwise not have a place to go, or a person to call, in coping and confronting their experiences of abuse or assault.

*—Mujeres Unidas y Activas, California*

## General Grant Information

Information for this report was submitted by **12** individual SASP–CS Program grantees<sup>182</sup> for the July 1, 2009 to June 30, 2011 progress report period. **Unless otherwise noted, data were included for all four 6-month reporting periods.**

*Eight percent of SASP–CS Program grantees reported that their grants specifically addressed tribal populations.*

The number of grantees reporting in each period was as follows:

- ▶ July–December 2009: **6**
- ▶ January–June 2010: **6**
- ▶ July–December 2010: **9**
- ▶ January–June 2011: **12**

**Eight** percent of SASP–CS Program grantees reported that their grants specifically addressed tribal populations; these grantees identified **1** unique tribe or nation they were serving or intended to serve.

**Sixty-seven** percent of SASP–CS Program grantees are private nonprofit organizations focused primarily on culturally specific communities that provide sexual assault services.

**Thirty-three** percent of SASP–CS Program grantees are private nonprofit organizations focused primarily on culturally specific communities that are partnering with an organization with experience in providing sexual assault services.

**Table 39. Number of SASP–CS grantees serving culturally and linguistically specific populations by type of population**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
African	1	1	1	1
American Indian or Alaska Native	0	0	0	1
Asian	1	1	3	3
Black or African-American	0	0	0	0
D/deaf or hard of hearing	2	1	1	1
Gay, lesbian, bisexual, transgender, or intersex	2	1	3	3
Hispanic or Latino	3	4	2	4

<sup>182</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.



**Table 39. Number of SASP–CS grantees serving culturally and linguistically specific populations by type of population**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Immigrants, refugees, or asylum seekers	3	4	5	8
Middle Eastern	1	1	2	2
Pacific Islander	1	1	3	3
Religious	1	0	1	1

## Staff

SASP–CS Program-funded staff develop a coordinated community response, policies, and products and provide victim services including advocacy, crisis intervention, legal assistance, court and hospital accompaniment, and transportation. Being able to hire staff is critical to the overall function and success of programs.

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

**Table 40. Full-time equivalent staff funded positions by SASP–CS Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for staff	3	6	7	12
Total FTE staff funded	1	6	8	15
Victim advocates	.2	4	5	5
Program coordinator	.3	2	2	5
Administrators	.6	.7	.5	3
Support staff	0	0	.1	.8

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

For NorCal, [SASP-CS Program] funding has made it possible to offer specialized service for sexual violence survivors. Although NorCal has client advocates who provide direct services to deaf and hard of hearing individuals, this funding has allowed NorCal to dedicate resources toward having a staff person specifically trained and dedicated to serve sexual violence survivors.

—*NorCal Services for Deaf and Hard of Hearing, California*

## Victim Services

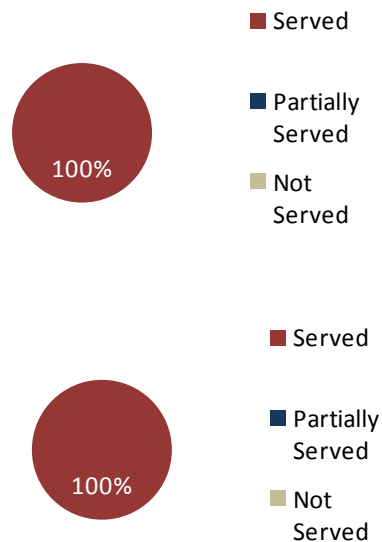
The availability of a wide range of services to victims/survivors of sexual assault is a critical part of a coordinated community response. Victims may need crisis intervention, comprehensive support, and advocacy services that may include legal advocacy, medical and counseling services from health-care professionals, services from victim advocates, including safety planning, and accompaniment to forensic exams and to court.

It is crucial that sexual assault services be provided in a manner that addresses specific cultural needs of victims/survivors. The lack of culturally sensitive and appropriate services can pose daunting barriers to safety, justice, and healing. For example, victims may choose not to engage in services or may terminate services early if programs fail to incorporate issues of culture and language.

**It is crucial that sexual assault services be provided in a manner that addresses specific cultural needs of victims/survivors.**

- ▶ Number of individual grantees using funds for victim services: **10** (83 percent of grantees)<sup>183</sup>
- ▶ SASP–CS Program grantees provided services to an average of **80** victims/survivors of sexual assault.<sup>184</sup>

## Victims Seeking Services



### July–December 2009:

- ▶ **19** victims/survivors sought services from SASP–CS Program grantees.
- ▶ Of these, **19** (100 percent) victims/survivors received services.

### January–June 2010:

- ▶ **27** victims/survivors sought services from SASP–CS Program grantees.

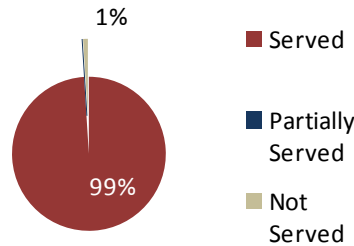
<sup>183</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>184</sup> This number represents a calculated average of all four 6-month reporting periods.

- ▶ Of these, **27** (100 percent) victims/survivors received services.

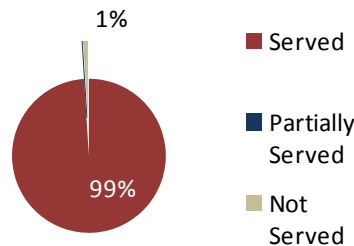
**July–December 2010:**

- ▶ **91** victims/survivors sought services from SASP–CS Program grantees.
- ▶ Of these, **90** (99 percent) victims/survivors received services, and **1** (1 percent) were not served.



**January–June 2011:**

- ▶ **187** victims/survivors sought services from SASP–CS Program grantees.
- ▶ Of these, **185** (99 percent) victims/survivors received services, and **2** (1 percent) were not served.



NOTES: “Partially served” represents victims/survivors who received some service(s), but not all of the services they requested, if those services were funded under the SASP–CS Program grant. “Not served” represents victims/survivors who sought services and did not receive service(s) they were seeking, if those services were funded under the SASP–CS Program grant. July–December 2009 was the first reporting period for SASP–CS grantees. Between 2009 and 2010, the number of grantees doubled (from 6 to 12), and the number of staff FTEs increased from 1.0 to 15.0. Generally, grantees hire staff and develop programs in their initial reporting period, which explains the significant increases in the number of victims/survivors reported as served between the July–December 2009 and January–June 2011 reporting periods.

**Reasons Victims Were Not Served or Were Partially Served**

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

- ▶ Services inappropriate or inadequate for victims/survivors with mental health issues
- ▶ Conflict of interest

Victims/survivors served or partially served were most likely to be victimized by a **current or former spouse or intimate partner** (35–62 percent).

**Table 41. Relationship to offender of victims/survivors served by the SASP–CS Program**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Current/former spouse or intimate partner	0	18	23	56	0–62
Dating relationship	0	2	6	17	0–11
Other family or household member	0	4	19	29	0–29
Acquaintance	1	2	13	32	7–21
Stranger	5	3	5	17	8–83

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

## **Demographics of Victims Served and Partially Served**

SASP-CS Program grantees served or partially served an average of **80** victims/survivors in a 6-month reporting period.<sup>185</sup> Those victims/survivors were most likely to be **Hispanic or Latino** (8–56 percent), **female** (93–100 percent), and between the ages of **25 and 59** (73–89 percent).

**Table 42. Demographic characteristics of victims/survivors served by SASP–CS Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian	0	1	0	3	0–4
Asian	0	9	13	28	0–33
Black or African American	1	3	13	8	6–15
Hispanic or Latino	1	7	40	80	8–56
Native Hawaiian or Pacific Islander	0	0	0	1	<1
White	11	7	21	24	17–85
Unknown	6	0	3	43	NA
<b>Gender</b>					
Female	5	25	69	164	93–100
Male	0	2	4	12	0–7
Unknown	14	0	17	9	NA
<b>Age</b>					
0–6	0	1	0	2	0–4
7–12	0	1	1	2	0–4

<sup>185</sup> This number represents a calculated average of all four 6-month reporting periods.

**Table 42. Demographic characteristics of victims/survivors served by SASP–CS Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
13–17	0	0	1	16	0–10
18–24	2	1	6	20	4–4
25–59	12	22	79	113	73–89
60+	0	2	2	2	0–7
Unknown	5	0	1	30	NA
<b>Other</b>					
People with disabilities	10	7	18	11	6–53
People who are D/deaf or hard of hearing	0	19	24	38	0–70
People with limited English proficiency	0	12	48	81	0–53
People who are immigrants/refugees/ asylum seekers	0	8	43	69	0–48
People who live in rural areas	0	3	7	9	0–11

NA = Not applicable

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

## **Secondary Victims**

SASP–CS Program grantees provided services to an average of **45** secondary victims. Secondary victims are individuals who are indirectly affected by sexual assault—e.g., children, siblings, spouses or intimate partners, grandparents, other affected relatives, friends, and neighbors.

## **Types of Victim Services**

SASP–CS Program grantees provide an array of services to victims/survivors of sexual assault. These services include victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and support group/counseling. Victims/survivors of sexual assault often need a variety of services, including help with material goods and services, health-related issues, school-related issues, financial and transportation needs, and employment. Most victims/survivors have not been exposed to the justice system, so assistance from an advocate can help them navigate through the various legal processes.

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

Grantees report that the following services were provided most frequently (not a complete list) over the four 6-month reporting periods:<sup>186</sup>

- ▶ Counseling/support group: **206**
- ▶ Crisis intervention: **156**
- ▶ Victim advocacy: **130**
- ▶ Civil legal advocacy/court accompaniment: **52**
- ▶ Hospital/clinic/other medical response: **52**
- ▶ Criminal justice advocacy: **40**

#### **GRANTEE PERSPECTIVE**

Through this funding we have been able to provide direct services to Arab-American victims of sexual assault. Without the funding we served victims of sexual assault through our domestic violence program. With the funding, we can now have staff that are dedicated solely to working with victims and bringing awareness to the community about sexual assault. In addition, prior to this funding, there were no sexual assault programs that could meet the cultural and linguistic needs of Arab-American victims in New York City. Victims are served through agencies that used translators and could not understand the cultural dynamics. We are now able to not only provide the services, but also train other professionals on best practice when working with Arab-American victims. Lastly, there are no other programs in the U.S. that deal with sexual assault in the Arab-American communities. With the development of this program, we will be able to create a model of best practice for other organizations that work with Arab-American victims of sexual assault.

*—The Arab-American Family Support Center, New York*

<sup>186</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

## Immigration Matters

**Table 43. Immigration matters addressed by the SASP–CS Program grantees**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Immigration matters (unduplicated count of victims receiving assistance in one or more categories below)	0	3	1	9
VAWA self-petition	0	0	0	6
Cancellation of removal	0	0	0	0
Work authorization	0	2	0	0
U-visa	0	1	0	2
T-visa	0	0	0	2
Other immigration matters	0	1	1	3

## Hotline Calls

- ▶ Of a total of **467** hotline calls received, more than half (**254**) were received from victims/survivors.<sup>187</sup>

## Victim-Witness Notification/Outreach to Victims/Survivors

- ▶ Grantees reported a total of **1,266** unsolicited letters, phone calls, or visits to victims/survivors.<sup>188</sup>

### **GRANTEE PERSPECTIVE**

One of the most difficult issues we are faced with is the taboo topic of sexual abuse within the Orthodox Jewish community. We understand the need to tread very lightly as we begin to break the silence regarding sexual abuse. Although there are other help lines serving the orthodox population, none of them are specific to, or even know how to handle disclosure of this nature. This is why the inception of the Beth Israel Medical Center SOVRI (Support for Orthodox Victims of Rape and Incest) help line is so crucial to this community. Individuals across the religious spectrum now have a confidential anonymous place to share their deepest secrets.

*—Shalom Task Force, New York*

<sup>187</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>188</sup> Number of notification and outreach activities is not unduplicated.

## Remaining Areas of Need

SASP–CS Program grantees most often cited language services to Limited English Proficient (LEP) victims/survivors as an area of remaining need. The other needs commonly cited were the need for services in the victim/survivor’s language, increased interpretation services by qualified and trained professionals, and translation of materials.

Grantees consistently noted the need for culturally and linguistically-specific community education and awareness of sexual assault.

### GRANTEE PERSPECTIVE

The barrier survivors continue to face is receiving services in their native language or having outreach materials that are relevant to their culture/community.

—*Asian and Pacific Islander Women and Family Safety Center, Washington*

### GRANTEE PERSPECTIVE

While we are committed to educating the clients [who] we serve about sexual violence, there is still a need to increase education and awareness about sexual assault in the culturally specific communities that we serve. There is much silence and isolation for many women [who] have experienced sexual assault. We could potentially expand the movement to end sexual violence through greater education and prevention work.

—*Consejo Counseling and Referral Service, Washington*

### GRANTEE PERSPECTIVE

There is still a significant need for sexual assault education and prevention in our community. During early advocate trainings, our community leaders vocalized many opinions about rape and sexual assault that concerned our staff. We successfully addressed these and other common misconceptions through the trainings; however, if community leaders who elected to participate in a sexual assault program came to the table with these myths, it is reasonable to assume that these damaging ideas are widespread in the community.

—*Migrant Health Promotion Inc., Texas*

In addition, the need for education of community leaders was noted:



**GRANTEE PERSPECTIVE**

There is a great need to gain the trust and supportive involvement of the Rabbinic community in believing that sexual abuse does exist within our community. Our plan for the upcoming reporting period is to schedule roundtable discussions with Rabbis of various communities throughout New York and New Jersey to increase their awareness and understanding of the sexual abuse problems within our community. We hope to establish a trust and a forum in which we can work together so as to better meet the needs of the Orthodox Jewish population regarding reporting perpetrators and providing the proper treatment for survivors.

*—Shalom Task Force, New York*

**GRANTEE PERSPECTIVE**

The deaf community needs to be educated about sexual violence. The deaf community does not have the same access as the general community to information disseminated by radio, television, and other audible media. Therefore they do not share the same knowledge base about sexual violence. One of the most effective tools for teaching about sexual violence is through short movies conducted in American Sign Language and captions that demonstrate rather than provide direct information.

*—NorCal Services for Deaf and Hard of Hearing, California*

Increased response to other underserved communities, including D/deaf and LGBT populations, was cited as an area of remaining need, with a focus on access to victim services and public awareness campaigns.

# Safe Havens: Supervised Visitation and Safe Exchange Program

The Safe Havens: Supervised Visitation and Safe Exchange Grant Program (Supervised Visitation Program) provides an opportunity for communities to support the supervised visitation and safe exchanges of children—by and between parents—in situations involving domestic violence, sexual assault, dating violence, child abuse, or stalking. The goals of the program are to ensure the safety of adult victims and their children during supervised visits and exchanges, protect children from the trauma of witnessing domestic or dating violence, and reduce the risk of further abuse, injury, or abduction of the children during supervised visits and monitored exchanges. Activities funded under this grant program must reflect equal regard for the safety of children as well as adult victims of domestic violence, sexual assault, dating violence, and stalking.

**The goals of the program are to ensure the safety of adult victims and their children during supervised visits and exchanges . . .**

The Supervised Visitation Program provides funding to state and local units of government as well as Indian tribal governments to develop new supervised visitation and exchange services or enhance existing services. Grantees are required to develop community-based consulting committees to plan and implement safe visitation and exchange services and to effectively train project staff and volunteers to address unique needs of target populations. Grantees must build their work around an understanding of family violence, and they are required to establish minimum safety and security measures at their visitation and exchange sites. In addition, grantees are required to develop and implement standards, policies, and procedures regarding security, intake, case referral, recordkeeping, and confidentiality.

### GRANTEE PERSPECTIVE

We have found that the community is very responsive to the needs of this center. The judges are on board and are excited about the addition of a resource that they can send families to. Prior to the center being open, judges state that it was so hard to decide where visits should take place and often times, there were no options that either were agreed upon by families, or for the most part, that offered safety. I think the idea of safety is starting to go beyond the fact of what's in the best interest of the child to how we can provide equal safety to both the victim and their children. There were a lot of conversations with [the judiciary] and they now see the bigger picture of the center in providing safety for these individuals and for the community as a whole.

—*Lafourche Parish Sheriff's Office, Louisiana*

### GRANTEE PERSPECTIVE

Mary's Place supervised visitation and safe exchange services have become an invaluable resource to our court and community, and our center is widely respected. We continue to be the only center of this kind serving the entire Central Oregon region, with parents traveling from out-of-state to visit at our center. When problems arise in the coordinated community response . . . the Domestic Violence Council/Mary's Place Advisory Board (both in formal and informal meetings) are able to address these issues and problems with a "lens" developed over five years of Safe Havens funding. Because we have trained hundreds of community partners (attorneys, judges, advocates, therapists, law enforcement, and others) through this grant program, while we do not always agree, we have undoubtedly significantly advanced the level of understanding of post-separation domestic/dating violence, stalking, and related child abuse. We are well aware that making progress towards safety for adult and child victims and offender accountability is not a sprint, but a walk, and we have traveled a distance we can be proud of as a direct result of the Safe Havens funding.

—*Deschutes County Children's and Families Commission, Oregon*

## General Grant Information

Information for this chapter was submitted by **95** individual Supervised Visitation Program grantees<sup>189</sup> for the July 1, 2009 to June 30, 2011 progress report period.

**Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

*Seven percent of Supervised Visitation Program grantees reported that their grants specifically addressed tribal populations.*

<sup>189</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one six-month reporting period.

- ▶ July–December 2009: **75**
- ▶ January–June 2010: **69**
- ▶ July–December 2010: **83**
- ▶ January–June 2011: **73**

#### GRANTEE PERSPECTIVE

Safe Havens funding certainly increases the judicial system's ability to effectively respond to victims of domestic violence, stalking, sexual assault and child abuse, because the fact remains that the overwhelming majority of parents who are batterers will be granted some type of visitation. Without the Visitation Center in Cayuga County, [victims of domestic violence] would be left with the task of "figuring out" a safe way to [comply with] court ordered visitation.

—Cayuga County, New York

Seven percent of Supervised Visitation Program grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **11** unique tribes or nations they were serving or intended to serve.

## Staff

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

Grantees most often used grant funds for supervision staff and program coordinators.

**Table 44. Full-time equivalent staff funded positions by Supervised Visitation Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for staff	60	64	76	67
Total FTE staff funded	161	129	150	120
Supervision staff	72	49	61	46
Program coordinators	39	29	35	36
Administrators	18	21	24	18
Security	17	18	16	12

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

Recent policy changes around recruitment of staff and volunteers have made our commitment to cultural competency and representing the communities we serve more codified. Since these changes, we have hired a Somali-speaking staff, a Hmong-speaking staff, an Ethiopian-speaking volunteer and have made sure to continue to provide our services in Spanish as well. This has led to an expansion of services in terms of being able to provide services to non-English speaking families. Additionally, based on our collaborative work, this has increased the number of referrals for our services in more diverse communities.

—*Ramsey County, Minnesota*

## Training

Supervised Visitation Program grantees train law enforcement, court staff, legal staff, guardians ad litem, victim advocates, social service agency staff, and child welfare workers to help them improve the response to children and families with a history of sexual assault, domestic violence, dating violence, stalking, or child abuse. The training is designed to help agencies and staff give equal regard to the safety and best interests of children and their non-offending parents, given that the period immediately following separation can be a time of heightened danger both for adult victims of domestic violence and for their children. For those grantees operating visitation centers that were originally created to focus exclusively on the needs of the child, grant funding has enabled them to train their staff to account for domestic violence and meet the safety needs of *all* family members so that children may maintain a relationship with the noncustodial parent in a safe and secure environment.

**The training is designed to help agencies and staff give equal regard to the safety and best interests of children and their non-offending parents...**

The most common topics for training events were supervised visitation and exchange; domestic violence overview, dynamics, and services; collaboration; safety planning; dynamics relating to non-offending parents and offending parents; and coordinated community response.

- ▶ Number of individual grantees using funds for training and/or staff development: **84** (88 percent of grantees)<sup>190</sup>
- ▶ Total number of training events: **489**
- ▶ Total number of people trained: **7,376**

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<sup>190</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

The Merrimack County Visitation Center has seen a major increase in the amount of services to clients during this reporting period, especially compared to last year at this same time. We continue to receive a high volume of referrals. We believe that our numbers continue to increase because of the vitally important relationships that we have with our major referral sources, including our local family court and many guardians ad litem within our community. One of our staff members does a semi-annual presentation for the guardian ad litem certification trainings. This has shown to be a great way to get our information out there to those who are making recommendations for appropriate visitation in highly contentious cases that frequently involve domestic violence.

—*New Hampshire Department of Justice*

**Table 45. People trained with Supervised Visitation Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 7,376)	
	Number	Percent
Attorney/law student	781	11
Multidisciplinary group	753	10
Victim advocate	699	9
Law enforcement officer	663	9
Child welfare	621	8
Court personnel	611	8

NOTE: Data presented for the six most frequently reported 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, dating violence, stalking, and child abuse.

- ▶ Total number of staff development events: **940**
- ▶ Total number of staff attending staff development events: **1,038**<sup>191</sup>

<sup>191</sup> This is not necessarily an unduplicated count. Individual staff members may attend multiple staff development events across reporting periods.

#### GRANTEE PERSPECTIVE

One of the most important aspects of the grant has been the technical assistance received and the visits to other funded programs around the country. Center staff who before could not recognize domestic violence within the context of visitation, are more likely to do so now.

—*City and County of San Francisco, California*

#### GRANTEE PERSPECTIVE

This grant and the center have raised the community's awareness of the importance of protecting the safety of both child and adult victims in the volatile time following the end of a relationship that involves domestic violence. The grant's practice of supporting travel to national training events by teams from the community has supported a broader level of understanding among members of the community about issues and concerns involving [post-separation violence]. Those who have attended the [trainings] have come away with new insight and understanding, and practical ways to incorporate this new understanding into their daily interactions with families.

—*Livingston County, Michigan*

## Policies

Supervised Visitation Program grantees develop and implement policies and procedures regarding security and safety, intake, case referral, documentation, and confidentiality:

- ▶ Number of individual grantees using Supervised Visitation Program funds to develop or implement policies: **81** (85 percent of grantees)<sup>192</sup>

The policies most commonly developed, revised, or implemented with Supervised Visitation Program funds included center operation procedures such as recordkeeping and report writing; confidentiality; flexible hours of operation; service provision procedures such as court feedback procedures, supervised exchange procedures, and child-friendly measures; and various safety and security measures.

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<sup>192</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

The process of writing policies turned out to be more than just putting policies on paper. Each area we tackled resulted in extensive conversation and discussion of just exactly how the group felt about that issue, whether or not the policy as we wrote it conformed to the Guiding Principles [of the Safe Havens grant program], and whether or not our policy was providing the service we wished to provide and was in keeping with our mission.

—*Douglas County, Nevada*

Grantees report on developing, substantially revising or implementing policies designed to enhance the safety and security for children and adult victims using the supervised visitation and safe exchange programs. Listed below are the 10 most frequently reported safety measures employed by grantees.

- ▶ Different entrances for parties
- ▶ Escort for children and custodial parent
- ▶ Metal detectors
- ▶ Panic buttons
- ▶ Private, secure drop-off location for children
- ▶ Private, secure entrances for children and custodial parents
- ▶ Security guards
- ▶ Security measures such as cameras, staff, etc.
- ▶ Staggered arrival/departure times
- ▶ Security staff observations

## Services

Supervised Visitation Program grantees provide an array of services to victims of sexual assault, domestic violence, dating violence, and stalking and their children. New grantees spend the first 12 months of their project conceptualizing and developing supervised visitation and exchange services through a collaborative process, and they begin providing services only after completing all planning activities. Services include one-to-one supervised visits, group supervised visits, and supervised exchanges.

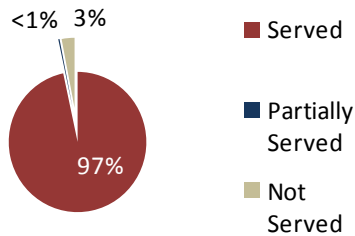
- ▶ Number of individual grantees using funds to provide services to families: **57** (60 percent of grantees)<sup>193</sup>
- ▶ Supervised Visitation Program grantees provided services to an average of **2,523** families in a 6-month reporting period.<sup>194</sup>

<sup>193</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period. Grantees not reporting the provision of services were most likely engaged in planning and development activities.

<sup>194</sup> This number represents a calculated average of all four 6-month reporting periods.

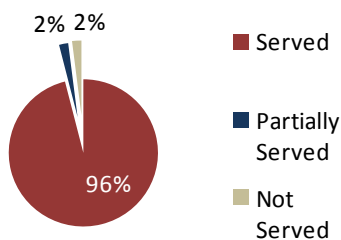


## Families Seeking Services



### July–December 2009:

- ▶ **2,639** families sought services from Supervised Visitation Program grantees.
- ▶ Of these, **2,572** (97 percent) families were served or partially served, and **67** (3 percent) families were not served.

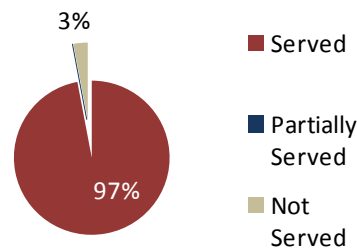


### January–June 2010:

- ▶ **2,486** families sought services from Supervised Visitation Program grantees.
- ▶ Of these, **2,430** (98 percent) families were served or partially served, and **56** (2 percent) families were not served.

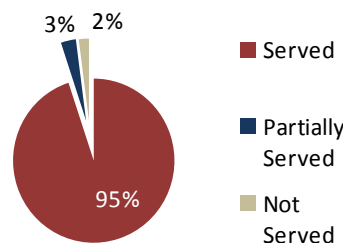
### July–December 2010:

- ▶ **2,610** families sought services from Supervised Visitation Program grantees.
- ▶ Of these, **2,523** (97 percent) families were served or partially served, and **87** (3 percent) families were not served.



### January–June 2011:

- ▶ **2,618** families sought services from Supervised Visitation Program grantees.
- ▶ Of these, **2,568** (98 percent) families were served or partially served, and **50** (2 percent) families were not served.



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

## **Reasons Families Were Not Served or Were Partially Served**

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

- ▶ Family was not accepted into program<sup>195</sup>
- ▶ Program rules were not acceptable to the family
- ▶ Transportation problems
- ▶ Hours of operation
- ▶ Services were not appropriate for party(ies)
- ▶ Program reached capacity

For those families who were not accepted into the program, grantees collected data on the following reasons:

**Table 46. Families not accepted into Supervised Visitation Program by reason not accepted**

	Number
Conflict of interest	5
Client unwilling to agree with program rules	49
Too dangerous	20

## **Demographics of Families Served and Partially Served**

Collectively, supervised Visitation Program grantees served or partially served an average of **2,523** families in each 6-month reporting period.<sup>196</sup> The majority of custodial parents were **white** (66–71 percent), **female** (78–81 percent), between the ages of **25 and 59** (79–85 percent), with children between the ages of **newborn to 6** (51–53 percent). Noncustodial parents were most likely to be **white** (62–68 percent), **male** (72–78 percent), and between the ages of **25 and 59** (84–89 percent).

<sup>195</sup> These are families who requested grant-funded services and were willing and able to partake in those services, but who were not accepted into the program.

<sup>196</sup> This number represents a calculated average of all four 6-month reporting periods.

**Table 47. Demographic characteristics of parents and children served by Supervised Visitation Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
<b>Custodial parents</b>					
American Indian or Alaska Native	83	67	78	46	2–3
Asian	63	51	64	68	2–3
Black or African-American	301	301	347	396	12–16
Hispanic or Latino	306	316	334	374	12–15
Native Hawaiian or Pacific Islander	4	11	9	5	0
White	1,798	1,635	1,649	1,660	66–71
Unknown	40	76	65	49	NA
<b>Non-custodial parents</b>					
American Indian or Alaska Native	84	69	92	55	2–4
Asian	57	46	58	63	2
Black or African-American	349	376	409	467	14–18
Hispanic or Latino	334	342	387	364	13–6
Native Hawaiian or Pacific Islander	4	11	11	6	0
White	1,717	1,509	1,513	1,611	62–68
Unknown	49	102	64	39	NA
<b>Children</b>					
American Indian or Alaska Native	155	177	144	92	3–5
Asian	119	98	114	97	3
Black or African-American	510	497	551	691	14–19
Hispanic or Latino	540	563	593	628	15–18
Native Hawaiian or Pacific Islander	6	25	9	11	0–1
White	2,554	2,303	2,388	2,267	63–69
Unknown	202	139	149	143	NA
<b>Gender</b>					
<b>Custodial parents</b>					
Female	1,996	1,956	1,999	2,026	78–81
Male	575	473	522	543	19–22
Unknown	1	1	2	2	NA

**Table 47. Demographic characteristics of parents and children served by Supervised Visitation Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Noncustodial parents</b>					
Female	699	530	560	619	22–28
Male	1,833	1,900	1,963	1,946	72–78
Unknown	40	0	0	0	NA
<b>Children</b>					
Female	1,901	1,712	1,823	1,773	48–49
Male	1,984	1,870	1,918	1,945	51–52
Unknown	0	0	12	7	NA
<b>Age</b>					
<b>Custodial parents</b>					
13–17	13	13	13	7	0–1
18–24	316	356	358	341	13–15
25–59	2,111	1,835	2,019	2,176	79–85
60+	37	132	51	38	1–6
Unknown	95	94	82	9	NA
<b>Noncustodial parents</b>					
13–17	3	8	6	4	0
18–24	247	257	271	255	10–11
25–59	2,176	1,945	2,120	2,249	84–89
60+	33	118	51	32	1–5
Unknown	113	102	75	25	NA
<b>Children</b>					
0–6	1,938	1,872	1,929	1,909	51–53
7–12	1,491	1,390	1,468	1,451	39
13–17	392	295	339	349	8–10
18–24	2	4	2	7	0
Unknown	62	21	15	9	NA
<b>Other<sup>197</sup></b>					
People with disabilities	340	312	399	343	3–4
People with limited English proficiency	279	262	332	358	3–4

<sup>197</sup> Includes custodial parents, non-custodial parents and children.

**Table 47. Demographic characteristics of parents and children served by Supervised Visitation Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
People who are immigrants, refugees, or asylum seekers	313	255	373	295	3–4
People who live in rural areas	2,236	2,419	1,810	1,532	15–24

NA=not applicable

NOTES: Data include families who were fully or partially served. Because some individuals identify with more than one race/ethnicity, data may exceed the total number of custodial parents, non-custodial parents, and children served. Percentages are based only on individuals for whom the information was known.

## **Families Referred to Supervised Visitation or Safe Exchange Programs**

Grantees report on referral source and primary victimization for all families they serve or partially serve.<sup>198</sup>

**Table 48. Number of families using supervised visitation or safe exchange by primary victimization and referral source for all four reporting periods**

Referral Source	Number of families	Sexual assault	Domestic violence	Stalking	Child abuse
Child welfare agency	302	21	139	10	132
Other social service	171	9	139	1	22
Criminal court order	234	21	181	14	18
Family court order	4,867	63	4,355	90	359
Juvenile court order	120	5	79	3	33
Domestic violence court order	852	31	1,236	76	78
Protection order	2,292	31	1,236	76	78
Other civil order	843	9	757	13	64
Mediation services	59	0	46	9	4
Self referral	296	1	230	24	41

An unduplicated count of primary types of victimization was collected by grantees on the families served or partially served during the reporting period. A 6-month average of each victimization type is show below:

<sup>198</sup> Families were reported once for each referral source and primary victimization in each reporting period.

- ▶ Domestic violence/dating violence: **2,223**
- ▶ Child abuse: **194**
- ▶ Stalking: **64**
- ▶ Sexual assault: **42**

## **Types of Services**

Grantees report that the following services were provided most frequently to families over the four 6-month reporting periods:<sup>199</sup>

- ▶ **38,783** one-to-one supervised visits were provided to **5,028** families
- ▶ **50,718** supervised exchanges were provided to **3,541** families
- ▶ **15,276** group supervised visits were conducted with **1,928** families

### **GRANTEE PERSPECTIVE**

With Safe Havens funding, our Supervised Visitation and Exchange Program was able to expand to 7 days/week, and increase program hours by 17 hours/week. We have also hired and trained new staff; one of whom is bilingual. We will now be able to serve an additional 100 families per year, and, in turn, reduce the amount of time families impacted by domestic violence are having to wait for visitation services. Prior to Safe Havens funding, families had a wait time of 8 months to 1 year. That time has now been reduced to 1 to 2 months.

*—County of Monroe, New York*

Grantees report that the following safety and security problems occurred during supervised visitation and/or safe exchanges.<sup>200</sup>

- ▶ Attempted to contact other party: **106**
- ▶ Threats: **73**
- ▶ Violation of protection order: **69**
- ▶ Security staff unavailable: **16**
- ▶ Violence: **7**
- ▶ Parental abductions: **2**
- ▶ Attempted parental abductions: **3**

During each 6-month reporting period, approximately one-third of families receiving services completed services or services were terminated. Sixty percent of the families discontinued involvement because threats ceased, there was a change in the court order, mutual agreement, or treatment was completed; 23 percent were terminated because they habitually did not keep appointments or did not comply with program rules. The remaining participants terminated services or stopped

<sup>199</sup> Families were reported once for each category of service received in each reporting period.

<sup>200</sup> This is not necessarily an unduplicated count. Multiple incidents within each reporting period or across reporting periods may have occurred prior to termination of services according to program rules.

using the program at the supervisor's discretion or because the child refused to participate.

## 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<sup>201</sup> because many jurisdictions do not collect this information. Between July 2009 and June 2011, grantees reported the following abductions in the jurisdictions they serve:

- ▶ Criminal parental abductions: **726**
- ▶ Civil parental abductions: **995**

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<sup>201</sup> 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.

**GRANTEE PERSPECTIVE**

A survivor of domestic violence and one of the custodial mothers who has used the visitation center for quite some time shared with us how effective she thinks our program has been for her and her son. This survivor found herself seeking the center's services after her ex-husband (the batterer) was ordered to the supervised visitation center as result of their divorce. This father had been extremely violent not only with our client but with previous partners as well. In fact, he had a well documented history of protective orders put in place against him, multiple arrests, and orders for supervised visitation for his other children. Despite this long documented history, orders were often lifted, convictions never occurred, and visitation orders never lasted because of access to unlimited financial resources and legal help. This survivor recently said, "I don't know how I ever survived those years of going back to court - motion after motion. Knowing the visitation center understood his intimidation and had my safety and my son's safety as a top priority really helped." This family started coming to the center shortly after we received the Safe Havens funding and although visits often occurred with father and son without incident, the batterer often attempted to use the center to perpetuate battering tactics like soliciting information from his son about where they were living or attempting to control the scheduling process. The survivor shared that the consistent response to his tactics kept her and her son safe and allowed her son to have a relationship with his father that didn't involve intimidation and coercion because he knew the center would hold him accountable. The survivor thanked us recently for continuing to build a relationship with her and being transparent in our decision making as we provided services. She stated, "I wasn't sure I could trust that someone could keep my family safe . . . But I saw how you kept an ongoing relationship with me and my son's father and that made all the difference."

—Dallas County, Texas

## Remaining Areas of Need

Supervised Visitation grantees consistently mentioned the need for expanded services within their visitation centers, including additional locations, increased hours, and more staff, with a particular emphasis on the need for enhanced safety and security measures.

Comprehensive and affordable legal representation was identified as crucial for families involved in civil and family court systems. Grantees noted that it is not uncommon for victims of domestic violence to lose custody of their children early on in the separation process and have little recourse for regaining custody or increasing their access to their children. Visitation centers report seeing a large number of victims as the visiting, non-custodial parent.

Additionally, Supervised Visitation grantees stated that training for multiple community stakeholders is vital. Training for judges, attorneys, court clerks, law enforcement, tribal leaders, and mental health and substance abuse providers must



occur regularly to ensure safety for victims/survivors and their children, with training areas of need including understanding tactics of post-separation violence, holding batterers accountable, and the effects of sexual assault, domestic violence, dating violence, and stalking.

**GRANTEE PERSPECTIVE**

Victims still lack adequate access to affordable legal representation. Although our Legal Aid office has a federal grant to increase services to domestic violence victims, many mothers need assistance with divorce or custody cases which are time-consuming to represent. A battering parent will often do everything possible to make separation difficult, protracted, and draining for the victim. Legal Aid can only take a fraction of such cases, pro-bono attorneys are in very short supply, and private attorneys can still be too costly for victims caught in one of these long-term battles. The need for legal help remains a priority as the consequences for victims who are under-represented are grave. These may include loss of custody, severe limits upon their parental rights, loss of personal property, destruction of credit, and failure to receive child support or insurance coverage for their children.

*—Deschutes County, Oregon*

Grantees noted that there was an increased need for culturally responsive services. Challenges identified include providing trained interpreters for non-English-speaking visiting families.

Transportation to visitation centers was seen by many Supervised Visitation grantees as difficult because of the rising cost of gas, lack of public transportation systems in many areas, the long distances involved in traveling within rural communities, and the limited income of many victims/survivors and offenders.

**GRANTEE PERSPECTIVE**

The perspective that supervised visitation and exchange centers have is unique across systems as we are the only program that works directly with all members of the family post-separation when there has been domestic violence. We continue to see the need for all systems practitioners and the community as a whole to understand the context of the post-separation period, especially with regard to how men who batter continue to use power, control, and coercion. Children are often used as tools for this continued abuse and a common language and understanding of post-separation violence and the realities that child and adult victims face at this stage is critical.

*—County of Saint Louis, Minnesota*

**GRANTEE PERSPECTIVE**

We continue to receive requests for services from families that are required to travel long distances. These families may live in the suburbs and in some cases, in other states.

Although the time and cost of travel is a burden to many of these families, they continue to seek services at our agency because it is the only way that they feel confident about their child having a safe visit with the abuser.

*—City of Chicago, Illinois*

**GRANTEE PERSPECTIVE**

Access to adequate, quality, low-cost civil legal services continues to be a significant need for victims/survivors of sexual assault, domestic violence, dating violence, and stalking in Dallas County. Our community continues to see victims in the family court system lose custody of their children due to complete lack of or inadequate representation. The complexities of victims' lives and the issues they face are often poorly addressed by attorneys with little domestic violence training or, at times, not addressed at all. All too often judges are given little information about the violence a victim of battering has suffered. This gap that continues to exist in the system for victims who do not qualify for legal aid and/or cannot afford to hire a qualified attorney to represent them in the family court has resulted in victims being subjected to ongoing battering tactics in the court system. Victims who lose their children have a much harder time regaining custody than batterers, who tend to have more resources. Victims who don't necessarily lose custody find their safety compromised again and again by batterers filing continued motions. Lack of adequate legal services that incorporate an understanding of domestic violence and all of the issues related to post-separation violence have created an overrepresentation of victims at the visitation center who are visiting parents.

*—Dallas County, Texas*



# Transitional Housing Assistance Grants Program

The Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking Program (Transitional Housing Program) funds programs that provide transitional housing and supportive services to victims/survivors, their children, and other dependents. Grant-funded programs provide housing units, rental vouchers, and victim-centered services such as case management, housing advocacy, counseling, job training, child care, transportation, and other assistance.

The purpose of the Transitional Housing Program is to provide holistic, victim-centered transitional housing services that move individuals to permanent housing.

Grants support programs that provide assistance to victims/survivors of sexual assault, domestic violence, dating violence, and stalking who are in need of transitional housing, short-term housing assistance, and related

**The purpose of the Transitional Housing Program is to provide holistic, victim-centered transitional housing services that move individuals to permanent housing.**

support services. It is critical that successful transitional housing programs provide a wide range of flexible and optional services that reflect the differences and individual needs of victims/survivors and allow them to choose the course of action that is best for them. Transitional housing programs may offer individualized services such as counseling, support groups, safety planning, and advocacy services as well as practical services such as licensed child-care, employment services, transportation vouchers, telephones, and referrals to other agencies. Trained staff and case managers may also be available to work with victims/survivors to help them determine and reach their goals.

## GRANTEE PERSPECTIVE

The Transitional Housing Program has been an extremely successful program. We now have four total units for use. This is helping us provide a valuable service for these women. From the time our initial units were ready, we have had 14 women and 34 children call them home. With this grant, we can provide them safe shelter with the supplies to call it home. They are learning to gain independence, save money, find employment or go to school. Without this grant, none of it would be possible.

—*Citizen Potawatomi Nation*

### GRANTEE PERSPECTIVE

Funding from OVW Transitional Housing Program allowed KAFSC [Korean American Family Service Center] to expand its services to offer long-term transitional housing assistance for clients who need to secure physical safety in a language and culturally sensitive environment . . . For Korean immigrant women with limited English proficiency, no or low-wage jobs, scarce financial resources, and confounding cultural differences, this transitional housing program takes into account their cultural and linguistic needs and appropriate services. KAFSC's Queens Immigrant Transitional Housing Program provides a vital sense of physical and emotional well-being for these victims. KAFSC primarily serves the underprivileged and underserved population of Korean American immigrant women, youth, and children, particularly those who are victims and survivors of domestic violence. KAFSC Transitional Housing Program provides critical housing information and short-term housing assistance to women and children who need physical security for Korean woman victims.

—*Korean American Family Service Center, New York*

### GRANTEE PERSPECTIVE

Over the last couple of years, this funding and our focus on collaborative relationships has allowed us to build a strong partnership with several landlords throughout the area. We have been able to educate the landlords on the circumstances and special needs of domestic violence, dating violence, stalking and sexual assault victims. The landlords have become advocates for our transitional housing clients instead of putting up roadblocks or making it difficult for them to live independently. Several of the landlords have made changes in their rental housing units to increase safety for the victims living there. This includes improved lighting, changing locks, and an increased level of awareness of who is hanging out in and around their rental units.

—*Advocates Against Family Violence, Inc., Idaho*

## General Grant Information

Information for this report was submitted by **231** individual Transitional Housing Program grantees<sup>202</sup> for the July 1, 2009 to June 30, 2011 progress report period.

**Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting in each 6-month period was as follows:

*Nine percent of Transitional Housing Program grantees reported that their grants specifically addressed tribal populations.*

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<sup>202</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one six-month reporting period.

- July–December 2009: **182**
- January–June 2010: **152**
- July–December 2010: **196**
- January–June 2011: **174**

Nine percent of Transitional Housing grantees reported that their grants specifically addressed tribal populations; these grantees identified approximately **30** unique tribes or nations they were serving or intended to serve.

## Provision of Housing

The ability to provide housing is seen by grantees as a vital part of supporting victims/survivors in leaving their abusers by allowing them to live safely in the community. Grantees note that without housing, a victim/survivor must often choose between becoming homeless or remaining with the abuser.

The percentage of programs that used funds to directly support housing units rose from **66** percent in the July–December 2009 reporting period to **76** percent in the January–June 2011 reporting period.

**Table 49. Number of grantees using Transitional Housing Program funds to support housing units**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for housing units	121	114	131	132

Transitional Housing Program grantees use a variety of strategies to provide housing to victims/survivors, their children, and other dependents. Some programs use funds to support either program-owned or -rented units, whereas other programs use rental assistance vouchers to provide housing to victims/survivors.

**Table 50. Number and type of housing units funded by Transitional Housing Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Program-owned units	226	250	304	217
Program-rented units	299	225	271	266
Vouchers/rent subsidies	754	645	618	684

## Housing Assistance

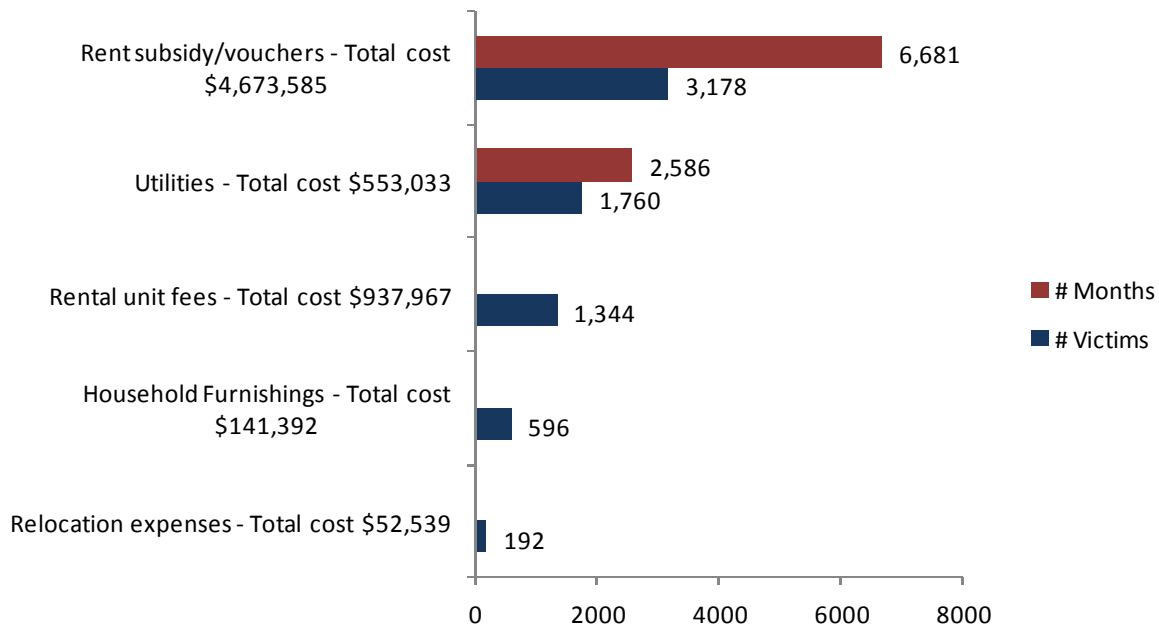
In addition to funding housing units, Transitional Housing Program grantees assist victims/survivors with security deposits, rental assistance, and utility payments.

### GRANTEE PERSPECTIVE

The Transitional Housing Program was helpful in a number of ways that were not necessarily anticipated at the time of implementation. Time was one of the most crucial elements the clients received time to heal, to find work, to build a habitable house; time for housing vouchers to be released; and time for permanent housing openings to become available. The "all-inclusive, up front coverage" of rental fees and deposits was vital in allowing participants a chance to get on their feet or at least have access to assistance they would not have otherwise been able to receive due to benefit delays. A significant portion of the participants qualified for permanent supportive housing, and transitional housing gave them the opportunity to remain safe, obtain entitlements, and live outside the shelter while waiting for openings in the permanent program.

—Catholic Charities of Kansas City, Missouri

**Figure 13. Number of victims/survivors provided with housing assistance by the Transitional Housing Program grantees for all four reporting periods**



NOTE: Victims/survivors may have received these services during each of the four 6-month reporting periods.

## **Increasing Accessibility of Housing and Services**

Some grantees have targeted services to reach typically underserved populations. A number of programs used funds to support housing units that were accessible to people with disabilities:

- July—December 2009: **512** units
- January—June 2010: **502** units
- July—December 2010: **535** units
- January—June 2011: **529** units

Using funds to support accessible housing units allows programs to house underserved populations.

### **GRANTEE PERSPECTIVE**

The OVW Transitional Housing Grant has allowed us to provide safe, affordable housing for domestic and sexual assault survivors. This includes 2-three bedroom apartments on the Flathead Indian Reservation, where affordable housing is limited, especially for native women and children who do not have a tribal affiliation with the Flathead Tribe. We are able to collaborate with the local domestic violence program on the Reservation and provide housing to women and children exiting the domestic violence shelter. This has prevented many domestic violence survivors and their children from returning to their abusive partner, due to lack of affordable housing and resources.

—YWCA Missoula, Montana

Transitional Housing Program grantees have also used funds to provide services and resources to victims/survivors with limited English-language skills or who are D/deaf/hard of hearing. The percentage of grant programs that used grant funds to provide interpretation services, language lines, translation of documents, and/or telecommunication devices for D/deaf or speech-impaired victims/survivors increased from **66** percent in the July—December, 2009 reporting period to **76** percent in the January—June, 2011 reporting period.

## **Staff**

Staff hired with Transitional Housing Program funds provide direct services to victims/survivors, children, and other dependents, as well as program administration.

Grantees most often used funds for case managers and program coordinators.



**Table 51. Full-time equivalent staff funded positions by Transitional Housing Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for staff	169	149	182	171
Total FTE staff funded	182	156	184	178
Case managers	76	68	74	72
Program coordinators	31	26	33	30
Victim advocates	15	8	15	15
Administrators	11	12	10	10
Child advocates/counselors	11	7	11	8
Housing advocates	10	9	11	13
Transitional services advocates/coordinators	9	8	12	12

FTE = full-time equivalent

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

**GRANTEE PERSPECTIVE**

Transitional Housing Program funding has allowed Emerge (Emerge! Center Against Domestic Abuse) for to have a Housing Specialist located on-site at the Wings of Freedom apartment complex. This allows for more regular and convenient access to our services than would otherwise be the case. This also means that Emerge can provide a full continuum of services for families who have experienced abuse. They can access emergency services through our hotline and/or shelter, ongoing community-based services through our outreach offices, and . . . transitional and/or permanent housing.

*—Tucson Centers for Women and Children, Arizona*

**GRANTEE PERSPECTIVE**

The ability to hire a transitional advocate for the transitional clients is one [of] our greatest assets. Our clients have 24-hour access to her if needed. Our program allows all clients to receive services for one year or more, based on needs and goals set by the client. The transitional program is a much more relaxed program, due to the emphasis on understanding money management, budgeting, erasing bad credit and establishing healthy credit. Seeking affordable housing is every client’s goal but she doesn’t have to do it in 6 months.

*—Elizabeth Buffum Chace House, Rhode Island*

## Services for Victims, Children and Other Dependents

Transitional Housing Program grantees provide a broad array of services to victims/survivors, their children, and other dependents. These services include housing and housing advocacy, case management, crisis intervention, and counseling. Successful Transitional Housing programs provide a wide range of flexible and optional services that reflect the differences and individual needs of victims/survivors and allow them to choose the course of action that is best for them. Victims/survivors often require individualized assistance to overcome barriers to economic self-sufficiency. This assistance is a step toward housing stability for victims/survivors and their dependents.

**Victims/survivors often require individualized assistance to overcome barriers to economic self-sufficiency.**

- ▶ Number of individual grantees using funds to provide victim services: **225** (97 percent of grantees)<sup>203</sup>
- ▶ Transitional Housing Program grantees provided services to an average of **3,677** victims/survivors.<sup>204</sup>

### GRANTEE PERSPECTIVE

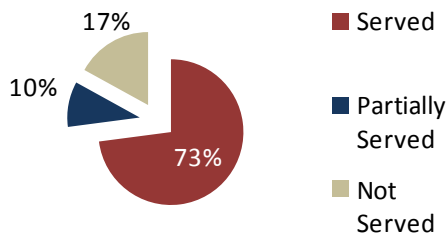
Having Transitional Housing funding available has literally meant the difference between a victim continuing to maintain [her] independence or return to the abuser. For the victim who is trying to live independently the daily expenses and, especially, the unexpected bills that occur seem to be insurmountable and create the hopeless feeling of, "I just can't do this." Being able to help them get around these problems is huge—both financially and emotionally. Many people think that the Transitional Housing Program is all about the financial assistance, but meaningful change has to start from within. As we gain experience, it becomes evident that the case management, advocacy, and groups are at least as important to the success of the client's transition as the financial assistance. Transitional Housing funding allows us to offer a complete "tool kit for change" to the clients.

—*Dawson County Domestic Violence Program, Montana*

<sup>203</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

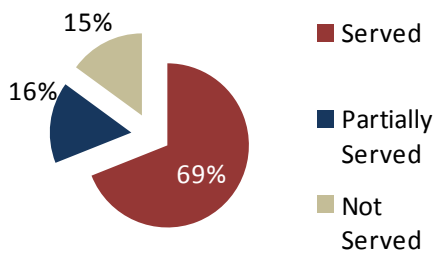
<sup>204</sup> This number represents a calculated average of all four 6-month reporting periods.

## Victims Seeking Services



### July–December 2009:

- ▶ **5,167** victims/survivors sought services from Transitional Housing Program grantees.
- ▶ Of these, **4,268** (83 percent) victims/survivors received services, and **899** (17 percent) were not served.

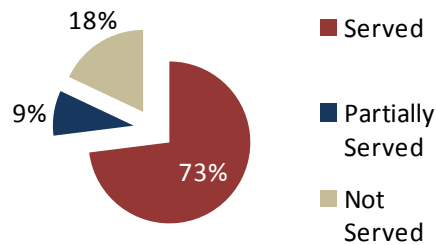


### January–June 2010:

- ▶ **3,852** victims/survivors sought services from Transitional Housing Program grantees.
- ▶ Of these, **3,279** (85 percent) victims/survivors received services, and **573** (15 percent) were not served.

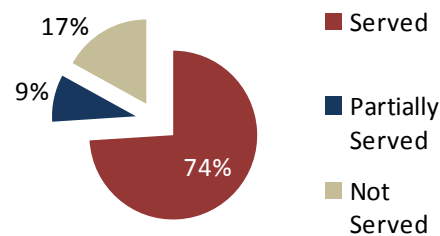
### July–December 2010:

- ▶ **4,244** victims/survivors sought services from Transitional Housing Program grantees.
- ▶ Of these, **3,492** (82 percent) victims/survivors received services, and **752** (18 percent) were not served.



### January–June 2011:

- ▶ **4,412** victims/survivors sought services from Transitional Housing Program grantees.
- ▶ Of these, **3,668** (83 percent) victims/survivors received services, and **744** (17 percent) were not served.



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

## **Number of Victims, Children and Other Dependents Not Served or Partially Served Solely Because of Lack of Available Housing**

Transitional Housing Program grantees using funds to support housing units are asked to report on how many victims/survivors, children, and other dependents they are cannot fully serve because of capacity issues related solely to lack of available housing units.

**Table 52. Number partially served or not served solely because of lack of available housing**

	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Victims/survivors	494	555	655	713
Children	618	679	774	717
Other dependents	4	9	5	16

## **Other Reasons Victims, Children and Other Dependents Were Not Served or Were Partially Served**

During each reporting period, the greatest number of grantees noted the following barriers as reasons victims/survivors, children, and other dependents were not served or were only partially served:

- ▶ Program reached capacity
- ▶ Victim/survivor did not meet eligibility or statutory requirements
- ▶ Program rules not acceptable to parties
- ▶ Services inappropriate or inadequate for people with mental health issues
- ▶ Services not appropriate for parties
- ▶ Services inappropriate or inadequate for people with substance abuse issues

The majority of victims/survivors served or partially served were victimized by a **current or former spouse or intimate partner** (82–85 percent).

**Table 53. Relationship to offender of victims/survivors served by the Transitional Housing Program grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Current/former spouse or intimate partner	3,498	2,738	2,937	3,179	82–85
Other family member	334	222	230	229	6–8

**Table 53. Relationship to offender of victims/survivors served by the Transitional Housing Program grantees**

Relationship to offender	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Acquaintance	55	54	31	43	1–2
Current or former dating relationship	348	300	299	281	7–9
Stranger	9	28	35	30	0–1

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

## **Services for Children and Other Dependents**

Transitional Housing Program grantees provide housing and other supportive services including counseling, child-care, transportation, and advocacy to children and other dependents of victims/survivors who are receiving Transitional Housing services. Secure and stable housing is a critical need for children; unstable housing, including homelessness, negatively impacts children’s cognitive, emotional, and behavioral development (Schmitz, Wagner, & Menke, 1995). Studies indicate that domestic violence may affect the emotional and social development of children as well as children’s functioning in school (Edleson, 1999; Wolfe, Crooks, Lee, McIntyre-Smith, & Jaffe, 2003). Grantees respond to the needs of thousands of children each grant period, as well as other dependents that a victim/survivor may be supporting.<sup>205</sup>

### **GRANTEE PERSPECTIVE**

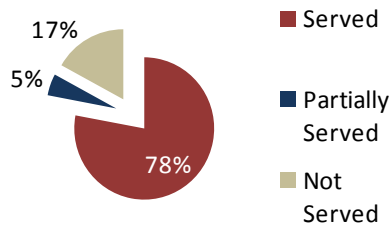
There are women in our community who owe their lives to this program. This program has stopped the cycle of abuse for our families. Not only are the victims able to find safety and stability, and emerge from the crisis of domestic violence, their children are emerging from the crisis as well. Their children are learning what feels like to live in safety and stability, and they are learning healthy behaviors. These women, with the help of the Office of Violence Against Women, have stopped the cycle of abuse in their families.

*—Steele County Transitional Housing, Minnesota*

<sup>205</sup> Other dependents may be people in the household that the victims/survivors are supporting, such as older relatives or adult children still living with a parent.

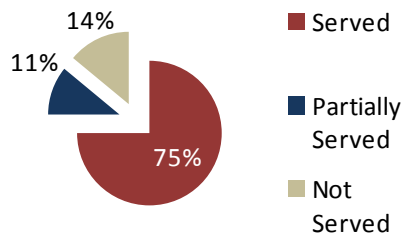
## Children and Other Dependents Seeking Service

**July–December 2009 (6,286 children and 75 dependents):**



- ▶ **6,361** children and other dependents sought services from Transitional Housing Program grantees.
- ▶ Of these, **5,279** (83 percent) children and other dependents received services, and **1,082** (17 percent) were not served.

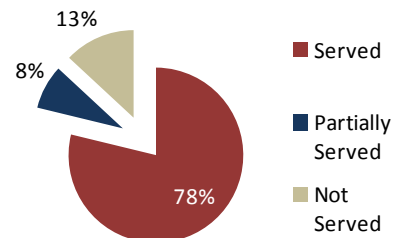
**January–June 2010 (5,109 children and 89 dependents):**



- ▶ **5,198** children and other dependents sought services from Transitional Housing Program grantees.
- ▶ Of these, **4,456** (86 percent) children and other dependents received services, and **742** (14 percent) were not served.

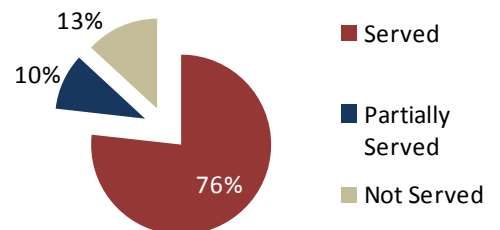
**July–December 2010 (5,405 children and 64 dependents):**

- ▶ **5,469** children and other dependents sought services from Transitional Housing Program grantees.
- ▶ Of these, **4,731** (87 percent) children and other dependents received services, and **738** (13 percent) were not served.



**January–June 2011 (4,982 children and 66 dependents):**

- ▶ **5,048** children and other dependents sought services from Transitional Housing Program grantees.
- ▶ Of these, **4,371** (87 percent) children and other dependents received services, and **677** (13 percent) were not served.



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

## Demographics of Victims Served and Partially Served

Transitional Housing Program grantees served or partially served an average of **3,677** victims/survivors. The majority of those victims/survivors were: **white** (45–53 percent), **female** (99 percent), and between the ages of **25 and 59** (80–81 percent).

**Table 54. Demographic characteristics of victims/survivors served by Transitional Housing Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian	666	316	264	274	8–16
Asian	121	93	108	128	3–4
Black or African-American	813	624	756	692	19–22
Hispanic or Latino	644	627	749	646	16–22
Native Hawaiian or Pacific Islander	42	59	55	51	1–2
White	1,835	1,439	1,535	1,893	45–53
Unknown	180	146	88	67	NA
<b>Gender</b>					
Female	4,228	3,239	3,462	3,636	99
Male	31	39	26	30	1
Unknown	9	1	4	2	NA
<b>Age</b>					
0–6	NA	NA	NA	NA	NA
7–12	NA	NA	NA	NA	NA
13–17	30	5	5	10	1
18–24	661	524	570	678	17–19
25–59	3,198	2,480	2,798	2,891	80–81
60+	93	59	67	48	1–2
Unknown	286	211	52	41	NA
<b>Other</b>					
People with disabilities	517	386	442	675	8–12
People with limited English proficiency	455	419	548	541	11–16
People who are immigrants, refugees, or asylum seekers	378	404	504	501	9–14
People who live in rural areas	840	681	687	1,104	20–30

**Table 54. Demographic characteristics of victims/survivors served by Transitional Housing Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
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NA = not applicable

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

## **Demographics of Children and Other Dependents Served and Partially Served**

**Table 55. Demographic characteristics of children and other dependents served by Transitional Housing Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Race/ethnicity					
Children					
American Indian	756	419	396	374	9–15
Asian	105	90	103	145	2–3
Black or African-American	1,139	1,060	1,133	1,075	23–25
Hispanic or Latino	1,193	1,085	1,336	1,186	24–29
Native Hawaiian or Pacific Islander	103	124	134	102	2–3
White	1,832	1,563	1,625	1,545	36–37
Unknown	178	147	103	94	Na
Other dependents					
American Indian	6	5	7	5	8–12
Asian	0	0	1	3	0–6
Black or African-American	16	18	13	13	22–28
Hispanic or Latino	13	14	13	8	16–22
Native Hawaiian or Pacific Islander	1	3	2	3	1–6
White	32	26	27	22	41–48
Unknown	4	5	1	2	NA
Gender					
Children					
Female	2,650	2,182	2,357	2,221	51–52
Male	2,427	2,058	2,290	2,088	48–49



**Table 55. Demographic characteristics of children and other dependents served by Transitional Housing Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Unknown	131	147	25	10	NA
<b>Other dependents</b>					
Female	45	29	28	32	43–63
Male	26	39	31	20	37–57
Unknown	0	1	0	0	NA
<b>Age</b>					
<b>Children</b>					
0–6	2,492	2,065	2,330	2,070	48–51
7–12	1,730	1,488	1,514	1,438	33–35
13–17	919	700	767	786	16–18
18–24	NA	NA	NA	NA	NA
25–59	NA	NA	NA	NA	NA
60+	NA	NA	NA	NA	NA
Unknown	67	134	61	25	NA
<b>Other dependents</b>					
0–6	NA	NA	NA	NA	NA
7–12	NA	NA	NA	NA	NA
13–17	NA	NA	NA	NA	NA
18–24	66	54	47	39	76–96
25–59	1	7	8	8	1–16
60+	2	4	2	4	3–8
Unknown	2	4	2	1	NA
<b>Other</b>					
<b>Children</b>					
Children with disabilities	188	157	187	139	3–4
Children with limited English proficiency	260	259	307	257	5–7
Children who are immigrants, refugees, or asylum seekers	214	228	205	223	4–5
Children who live in rural areas	1,228	974	940	957	20–24
<b>Other dependents</b>					
Dependents with disabilities	5	3	3	4	4–8
Dependents with limited	6	7	8	3	6–14

**Table 55. Demographic characteristics of children and other dependents served by Transitional Housing Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
English proficiency					
Dependents who are immigrants, refugees, or asylum seekers	4	3	7	5	4–12
Dependents who live in rural areas	14	11	8	12	14–23

NA = not applicable

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

## Types of Victim Services

Transitional Housing Program grantees provided an array of support services designed to enable victims/survivors who are fleeing sexual assault, domestic violence, dating violence, and/or stalking, to locate and secure permanent housing. Economic stability is required for victims/survivors to maintain stable housing for themselves and their children. In order to assist victims/survivors in achieving long-term economic security, grant programs often provide services to assist families in healing from abuse and integrating into the community. Grantees provided crisis counseling, case management, housing advocacy, transportation, counseling, child care services, financial counseling, employment counseling, children’s activities, and educational assistance to victims/survivors, their children, and other dependents.

Grantees report that the following support services were provided most often (not a complete list):<sup>206</sup>

- ▶ Case management: **11,367**
- ▶ Housing advocacy: **8,294**
- ▶ Counseling/support group: **7,786**
- ▶ Other victim/survivor advocacy: **6,825**
- ▶ Crisis intervention: **6,836**
- ▶ Financial counseling: **5,442**

<sup>206</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

### GRANTEE PERSPECTIVE

Our ILS [Independent Living Subsidy] program has been used primarily for rent subsidy which clients have used to find suitable housing, especially when the very limited transitional housing in our county is not available. However, the flexibility to use the funds for other "self-sufficiency goals" has also allowed us to support women in advancing their education, dealing with transportation issues, and paying for basic household items (such as food and clothing) so they can build their savings. Thanks to these funds used during this report period, we've had clients get their real estate license and finish school to start their own pre-school and become self-sufficient, as well as myriad of other life-changing supports. Funding sources like these that allow us working directly with clients to experiment with programming and see what works best for our clients are exactly what is needed.

—*Center for Community Solutions, California*

The ability of victims/survivors to provide financially for themselves, their children, and other dependents can lead to long term stability and security, including maintaining permanent housing. Programs funded by Transitional Housing Program grants can provide more than crisis counseling; they can give the victim/survivor time and support needed to establish economic self-sufficiency.

## Types of Services for Children and Other Dependents

Children who have lived with domestic violence in the home may need support to help them understand and cope with such violence, and other supports to help them develop socially, behaviorally, emotionally, and academically. Programs that provide case management and advocacy services to children can increase access to health, mental health, and other services tailored to individual children. Some programs provided direct services designed to increase children's social and emotional development, such as support groups and children's activities. Other services provided include transportation, child-care, and clothing.

The most common supports provided to children and other dependents by Transitional Housing funded programs are the following:

- ▶ Case management: **9,522**
- ▶ Children's activities: **5,700**
- ▶ Other victim/survivor advocacy: **4,007**
- ▶ Child-care: **3,839**
- ▶ Crisis intervention: **3,789**
- ▶ Counseling/support group: **3,251**

## **Transitional Housing and Destination Upon Exit**

Transitional housing grant funds can be used to house victim/survivors for up to 18 months.<sup>207</sup> After their stay in grant-funded housing, victim/survivors most often were reported as moving to permanent housing of their choice.

**Table 56. Number of victims/ survivors in each destination category upon their exit<sup>208</sup>**

Destination upon exit	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage Range
Permanent housing of choice (Section 8, return to home, rent or purchase housing)	355	375	332	318	70–80
Temporary housing with family or friend	47	57	68	71	11–16
Transitional Housing (other than grant-funded program)	11	17	36	24	2–8
Health Care Facility/substance abuse treatment program	6	8	4	10	1–2

## **Victims/Survivors' Perception of Risk of Violence Upon Exit**

Victims/survivors most often reported perceiving a lower risk of violence after their stay in transitional housing supported housing units.

**Table 57. Number of victims/ survivors who indicated each of the following perceptions about their risk of violence upon exit**

Perception about the risk of future violence	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
Lower risk of violence	333	363	374	363	83–89
Equal risk of violence	33	12	27	17	3–8
Greater risk of violence	11	4	2	7	0–3
Does not know	23	40	19	41	5–10
Unknown (did not ask victim/ survivor)	76	101	85	67	NA

<sup>207</sup> By statute, a grantee may waive the 18-month restriction for no more than 6 months for victims/survivors who have made good-faith efforts to acquire permanent housing and have been unable to acquire permanent housing. This restriction was extended to 24 months by VAWA 2005. The 6-month waiver provisions still apply.

<sup>208</sup> Only the most frequently reported destinations are presented.

## Follow-up Support Services

If grantees use funds for housing units and supportive services, grantees must provide a minimum of 3 months follow-up support services to victims/survivors after their stay in transitional housing units. These follow-up services are intended to continue to connect victims/survivors and their families with assistance from the program.

- ▶ Number of individual grantees using funds for follow-up services: **180** (78 percent of grantees)<sup>209</sup>

The following types of funded follow-up services are most often reported:

### Victims/survivors:

- Case management: **1,419**
- Other victim/survivor advocacy: **791**
- Counseling/support group: **757**
- Housing advocacy: **566**
- Crisis intervention: **528**
- Financial counseling: **421**

### Children and Other Dependents:

- Case management: **1,278**
- Other victim/survivor advocacy: **560**
- Children's activities: **485**
- Counseling/support group: **219**
- Child-care: **388**
- Crisis intervention: **253**

#### GRANTEE PERSPECTIVE

"Julia" is a good example; she exited the HOME [Housing Opportunities and Mentoring Enrichment] Project after 20 months. Julia and her two children moved into their permanent housing of choice, a home with a backyard. Since exiting the program Julia and her children continue to attend the weekly support group for survivors and their children. Julia continues with case management and counseling as she transitions out of the program and still faces budgeting questions and parenting challenges. She has decided to seek an additional new role at Crossroads: participating in volunteer training and speaking about her life-altering experience at community events.

—*Crossroads Safehouse, Inc., Colorado*

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<sup>209</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

The funding provided by the Department of Justice, Office on Violence Against Women, has given Women Against Abuse the opportunity to develop and sustain an Aftercare program. At Women Against Abuse, Aftercare is a community-based program that provides intensive case management, options counseling, advocacy, and education to survivors of domestic violence who are transitioning out of our residential programs and working towards independence and self-sufficiency. The Aftercare program is grounded in an empowerment-based model that values client self-determination. The program is designed to meet clients where they are at and allows them to direct where they want to go. For some Aftercare clients, the work ahead of them is about rebuilding, but for many others the work ahead is about becoming independent and self-sufficient for the first time. Operating from a domestic violence-informed and trauma-informed perspective, Aftercare program staff understand the numerous barriers to self-sufficiency faced by those healing from physical, sexual, psychological, and financial abuse and homelessness. The Aftercare program offers non-judgmental support and a holistic scope of services.

—*Women Against Abuse, Inc. Pennsylvania*

## Remaining Areas of Need

Transitional Housing grantees cited economic self-sufficiency for victims/survivors and their children as the most significant area of remaining need. The availability of affordable housing was the need most often mentioned, with long waiting lists of up to two years for low-income housing being a significant barrier. Lack of money for security deposits, rent, and utilities were also frequently listed as challenges to obtaining permanent housing. Transitional Housing programs indicated a shortage of bed space in their facilities to accommodate all victims/survivors and their children, as well as single victims/survivors. Grantees mentioned the need for transitional housing units to accommodate large families, citing the fact that local housing options are often too expensive for families needing three or 4 bedrooms. In addition to housing needs, the majority of grantees reported lack of transportation as a significant barrier to attaining self sufficiency. Victims/survivors need reliable and convenient transportation to attend school, maintain employment, and travel to court and medical appointments.

Transitional Housing grantees mentioned the challenges in serving Native American and Latino victims/survivors and victims/survivors and their children who live in rural communities. Particular challenges encountered in serving immigrants and refugees involved the lack of benefits available, the need for easily accessible interpreters and English as a second language (ESL) classes, the provision of legal advocacy, and the necessity of training on the application and use of available legal options. Transitional Housing grantees also mentioned the need for more resources to assist victims/survivors with co-occurring disorders related to mental health

and/or substance abuse. Many programs cannot provide such services, yet providing referrals is difficult because of limited community resources.

**GRANTEE PERSPECTIVE**

Unfortunately, there has been no improvement in the Coos County environment that would assist victims in their search for affordable, safe housing and self-sufficiency. Lack of employment opportunities, low education achievement, rising cost of apartments, limited transportation and child care availability continue to be barriers for most of the population.

*—Coos County Family Health Services, New Hampshire*

**GRANTEE PERSPECTIVE**

Significant areas of need remain. People with disabilities and substance abuse issues are some of the most vulnerable victims of abuse. Yet, many of our own service providers in the field are slow to change their practices (rules) to accommodate survivors who have mental illness or substance abuse issues.

*—Safehouse of Shelby County, Alabama*

The need for the development of consistent policies on protection orders was also noted. Holding offenders accountable and enforcing attendance in batterer intervention programs (BIPs) was also noted.

**GRANTEE PERSPECTIVE**

During this reporting period several clients had legal issues with immigration and child custody. This can be a long and difficult process based on state and local law variation and can be highly expensive which can delay the process even longer to give time to raise the funds through various sources . . . Although the transitional housing program can assist in some financial fees, raising all the funds necessary through other community resources and budget plans can prolong the client's time before she can become fully self-sufficient.

*—City of Knoxville, Tennessee*

# 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 (AI/AN) women. Given these staggering statistics, Tribal Coalitions Program grant funds are awarded to increase awareness of domestic violence and sexual assault against AI/AN women; enhance the response at the tribal, federal, and state levels; and identify and provide technical assistance to coalition members and tribal communities in an effort to enhance access to critical services.

A coalition is a group of individuals, victim services providers, and/or organizations working together for a common purpose—to make more effective and efficient use of resources to create visibility for the issues addressed by members,

**Tribal domestic violence and sexual assault coalitions support efforts to develop tribal leadership to affect social change and systemic reform to end violence against Indian women . . .**

establish leadership of members on those issues, and utilize the power of the membership to create critical social change. Tribal domestic violence and sexual assault coalitions support efforts to develop tribal leadership to affect social change and systemic reform to end violence against AI/AN women, ensure the safety of AI/AN victims/survivors of domestic violence and sexual assault, and promote the accountability of offenders. The leadership and expertise of AI/AN victims/survivors who have been battered and/or sexually assaulted or persons who are working with victims/survivors are critical to the successful development and operation of tribal domestic violence and sexual assault coalitions.



### GRANTEE PERSPECTIVE

With this grant, we are able to recruit more members from our region which means more are becoming aware that we will not tolerate violence. Without a grant, there would be no form of education, no one would talk about violence and how it is dehumanizing our people and how wrong it is to hit one another, to physically, verbally, mentally abuse one another. On-going education is so important in remote villages with grants such as this grant. . . . Women and victims open more easily when we meet on the roads, walking to the local stores or to the post office. Once we reveal who we are and where we work and why we're in the village, their stories began.

—*Yupik Women's Coalition*

### GRANTEE PERSPECTIVE

As a tribal coalition, we are able to continue to grow and enhance what we have always done, but we have learned to expand our efforts to include many other audiences. By consistently building bridges with people who work in arenas outside sexual violence work, we help them recognize the intersections of how sexual violence impacts the people that they work with. We have worked with elders, youth, people with disabilities, women who have been prostituted or trafficked, men and boys, and non-Native allies to better inform them about the dynamics and complexities of sexual violence. Tribal Coalition funding also allows us to be a model for others, a consensus decision-making model, culture in everything we do, and a consistent effort to maximize the use of technology for the benefit of statewide membership.

—*Minnesota Indian Women's Sexual Assault Coalition*

## General Grant Information

Information for this report was submitted by **26** individual Tribal Coalition Program grantees<sup>210</sup> for the period July 1, 2009 to June 30, 2011. **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 2009: **25**
- ▶ January–June 2010: **18**
- ▶ July–December 2010: **19**
- ▶ January–June 2011: **18**

**Eighty-four** percent of the grantees were dual sexual assault/domestic violence coalitions, **9** percent were domestic violence coalitions, and **8** percent were sexual assault coalitions.

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<sup>210</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

## Staff

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

Grantees most often used grant funds for administrators. Administrators hire staff and collaborate with agencies in the tribal communities. They also provide training for law enforcement, prosecution, and court staff.

**Table 58. Full-time equivalent staff funded positions by Tribal Coalitions Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>23</b>	<b>16</b>	<b>16</b>	<b>18</b>
<b>Total FTE staff funded</b>	<b>38</b>	<b>35</b>	<b>26</b>	<b>33</b>
Administrators	13	11	11	14
Program coordinators	11	10	8	10
Support staff	7	8	3	4

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

For many decades, Native American people have not trusted non-Natives and most service providers are run by non-Natives and located off of the Reservation. With this funding, OSKC has been able to provide a Native American Coalition located on the reservation. This has made it very easy for Native women to come to our office and feel comfortable by working with a Native American victim advocate or coordinator. A sense of trust has been developed between the victims, coalition, government, and department. This ensures accountability and empowerment for the victims. Also, the non-Native service providers and OSKC have developed a mutual understanding that we are not trying to offend them by starting another program or duplicating their service, but that we are trying to work collaboratively with them. This Coalition is an option for the victims.

—*Our Sister's Keeper Coalition, Inc., Colorado*

## Training

Grantees train professionals to improve their response to AI/AN victims/survivors of sexual assault, domestic violence, dating violence, and stalking. High quality training also helps increase offender accountability. Tribal Coalitions Program grantees trained professionals across a broad spectrum: victim advocates, tribal elders, tribal

law enforcement officers, tribal prosecutors, court personnel, probation officers, and health and mental health professionals.

The most common topics for training events were: advocacy for American Indian and/or Alaska Native women; cultural issues specific to American Indians and Alaska Natives; dynamics and history of violence against American Indian and/or Alaska Native women; domestic violence overview, dynamics, and services; and collaboration.

- ▶ Number of individual grantees using funds for training: **20** (77 percent of all grantees)<sup>211</sup>
- ▶ Total number of training events: **332**
- ▶ Total number of people trained: **7,812**

**Table 59. People trained with Tribal Coalitions Program funds for the four reporting periods: selected professional positions**

Position	People trained (N = 7,812)	
	Number	Percent
Multidisciplinary group	2,367	30
Domestic violence program staff (tribal–790; non-tribal–299)	1,089	14
Law enforcement officers (tribal–762; non-tribal–212)	974	13
Sexual assault program staff (tribal–191; non-tribal–249)	440	6
Tribal community group member	361	5
Child protective service workers	310	4

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

<sup>211</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one six-month reporting period.

**GRANTEE PERSPECTIVE**

Violence is often experienced within complex and competing life issues. In the Native American communities, domestic abuse/sexual assault are only two on the list of many life issues that Native American Indian women are dealing with at any given time. Through training, education, workshops, and providing resources; AIAA [American Indians Against Abuse] has given these women other options to a comprehensive, integrated system of support. [This support] is provided by women who share common culture and traditions, experiences and spiritual practices . . . Paying attention to detail in creating a welcoming environment which lets the participants know they are valuable and will be greeted with dignity and respect. To become culturally competent means becoming involved in the on-going practice of education, training and understanding of the population being served and to value and respect differences within the surrounding tribal communities.

—*American Indians Against Abuse*

## Community Education

Community education is designed to increase awareness of violence against AI/AN women, inform community members about what they can do to respond, and offer guidance on how people may help a family member or friend who has been victimized. Outreach activities may include distributing information at community gatherings such as powwows, basket-weaving and beading circles, bake sales, and parades.<sup>212</sup>

- ▶ Number of individual grantees using funds for community education: **21** (81 percent of grantees)<sup>213</sup>
- ▶ Total number of education events: **288**
- ▶ Total number of people educated: **30,353**

**Table 60. People educated with Tribal Coalitions Program funds for the four reporting periods: selected categories**

Category	People educated (N = 30,353)	
	Number	Percent
Tribal community members	17,307	57
Tribal community groups	3,036	10

<sup>212</sup> Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims/survivors as it relates to their role in the system.

<sup>213</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 60. People educated with Tribal Coalitions Program funds for the four reporting periods: selected categories**

Category	People educated (N = 30,353)	
	Number	Percent
Tribal students	2,411	8
Tribal parents/guardians	1,283	4
Community groups	1,178	4
Tribal government staff	999	3
Community members	990	3

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

## Technical Assistance

Tribal Coalitions Program grantees provide technical assistance to programs to help other professionals and organizations improve their response to AI/AN victims/survivors of sexual assault, domestic violence, dating violence, and stalking, and to help other professionals and organizations improve organizational infrastructure. Tribal coalitions develop, revise, and/or implement policies, protocols, procedures, and/or training. Grantees provide technical assistance through site visits and/or other types of consultations, including in-person, telephonic, electronic, or other types of contact with member programs.

The most frequent areas of technical assistance were: developing or enhancing culturally appropriate services for underserved populations, coordinated community response, response to sexual assault victims/survivors, victim service administration and operations, and response to domestic violence victims/survivors.

- ▶ Number of individual grantees using Tribal Coalitions Program funds for technical assistance: **18** (69 percent of grantees)<sup>214</sup>
- ▶ Total number of other technical assistance consultations provided: **1,178**
- ▶ Total number of technical assistance site visits: **294**
- ▶ Total assistance (site visits and consultations) provided: **1,472**

<sup>214</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

Making contacts with agencies that serve Native women would not have happened without the organizing that has been accomplished through this program. The technical assistance and the awareness building has also been instrumental in making training possible for many tribal communities. Our ability as Native women to begin the dialogue with leaders and law enforcement agencies on all levels comes from having the funding.

—*Native Women's Society of the Great Plains*

## Policies

Tribal Coalitions Program grantees develop, revise, and implement policies to provide standardized guidance to organizations and professionals on sexual assault, domestic violence, dating violence, and stalking against AI/AN women.

Types of policies most frequently developed, revised, and implemented included: appropriate response to underserved populations; victim services standards of service; staff, board, and/or volunteers represent diversity of your service area; confidentiality; and training standards for staff and volunteers.

- ▶ Number of individual grantees using Tribal Coalitions Program funds for developing, revising, and/or implementing policies: **11** (42 percent of grantees)<sup>215</sup>

## Products

Tribal Coalitions Program grantees develop and revise a variety of products that address violence against women. These products may include brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of distributing these materials is to provide information to other professionals and organizations on sexual assault, domestic violence, dating violence, and stalking against AI/AN women.

- ▶ Number of individual grantees using funds for products: **14** (54 percent of grantees)<sup>216</sup>
- ▶ Total number of products developed or revised: **108**
- ▶ Total number of products distributed: **130,078**

<sup>215</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>216</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

### GRANTEE PERSPECTIVE

The Tribal Coalitions funding has allowed tribal communities and tribal people, both on and off the reservation, to address the issue of domestic violence on their own terms and in their own unique cultural perspective. With this funding the coalition formed and has the ability to gather Native service providers and community members so they can speak on domestic violence issues in their own communities, compare them with other communities, and have a voice on a statewide level that truly addresses the needs of tribal people from a tribal perspective. By providing this funding, Native people do not have to rely on mainstream statewide coalitions to make space for them or to group them with a wide range of "women of color" where their voices can be quieted or overlooked. This Coalition funding has given tribal people in the state of Minnesota the ability to be recognized as leaders and allowed to support, mentor, and connect to other tribal programs and strengthen the community of persons advocating for domestic violence survivors so that no one advocate feels isolated and alone. This has allowed the network of Native women committed to ending domestic violence to become stronger [and], with a strengthened voice, to collectively spread the message that violence against Native women in our communities will not be tolerated.

—*Mending the Sacred Hoop*

## Remaining Areas of Need

The majority of Tribal Coalitions Program grantees reported a strong need to build and strengthen relationships between tribal and non-tribal communities, specifically with federal courts and government. This effort would help to ensure that non-Native offenders committing acts of violence against Native women would not fall through the cracks and avoid or escape prosecution. Diversifying collaborations between tribal law enforcement, tribal judiciary, medical and mental health professionals, tribal governments, and other relevant parties at all levels would create an environment in which victims/survivors would be more likely to report these crimes and seek services. Lack of immediate response and follow-through to incidents of violence was noted as a significant reason why victims/survivors say they are reluctant to come forward. Further, lack of offender accountability erodes trust and perpetuates both low rates in reporting to criminal justice agencies and of other help-seeking by victims/survivors.

**GRANTEE PERSPECTIVE**

The most significant area of remaining need should be recognized in improved direct or community based advocacy. There is a high level of need for advocacy training and systematic understanding of the community/direct advocates role and the governmental victim witnesses. There is currently role confusion and lack of understanding between the different roles in all aspects of tribal communities, thus causing further hardship for the victim and their families.

—*Montana Native Women's Coalition*

Tribal Coalitions Program grantees continue to report the need for an increase in services in isolated communities. Poverty and substance abuse are viewed as contributors to the escalation of violence in tribal communities. Service expansion is critical to more competent response to the rising needs of these communities.

**GRANTEE PERSPECTIVE**

Community engagement in victim assistance and offender accountability is one significant area of need. Changing community norms and desensitizing our families to family violence and violence within our community. Victim safety and assistance would improve greatly if our communities would stand strong against violence. Community change starts with education and outreach, which is being implemented and needed in many agencies, community locations, and families. However, changing norms must include assistance for and accountability by the batterers and sex offenders. If there is no community assistance to help change and support our batterers and sex offenders, then our Native women will never be safe.

—*Strong Hearted Native Women's Coalition Inc., California*

Capacity development was also reported as an ongoing area of frustration for grantees during recent reporting periods. Staff retention, staff development, and staff hiring are all issues that were reported that directly affect service delivery. Grantees have suggested that additional staff to support program and outreach activities is an invaluable and necessary resource.

Grantees further noted a continued need for training and education that allows women to be able to openly and comfortably discuss and report crimes of sexual assault. There is anecdotal knowledge that many more sexual assaults are occurring than are being reported. Grantees reported that victims/survivors fear family retaliation, peer pressure, or embarrassment in coming forward.



### **GRANTEE PERSPECTIVE**

The most significant need is training for advocates, law enforcement and court personnel around all the issues of violence against Native women. The team-building is an ongoing task due to the turnover of staff in all areas . . . One tribe may have a complete and effective response built and within a few months of a key program no longer being funded, the whole response is gone. Most often the response is fragmented and elements of an effective answer to the problem are lacking. The coalition is part of building that educated response by talking with the Tribal leader's groups and maintaining a relationship in the communities. Awareness in the communities to support women to get help is also paramount to making and keeping women safe. To [meet] these needs in each tribal area, the coalition needs to provide onsite and computer training and keep the media outlets filled with information so that the awareness is maintained and created. Most important is the need to contribute to the stability of the programs so that they continue and some institutional knowledge is maintained. In explaining this issue, we need to be able to build awareness that there is somewhere in the community where women can go but also to help maintain that program or organization so when women do find a place in their lives that they are ready to reach for help, that help is still there.

*—Native Women's Society of the Great Plains Reclaiming Our Sacredness, South Dakota*

# Grants to Indian Tribal Governments Program

The Grants to Indian Tribal Governments Program (Tribal Governments Program) encourages grantees to implement or strengthen victim services to victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking by holding offenders accountable, educating professionals and the community, and providing various services to families affected by violence.

The Tribal Governments Program supports the following purpose areas: implement culturally competent governmental strategies to reduce violence and increase safety for Indian women; enhance ability and response to aid victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking; support work on tribal justice interventions; develop a community response to education and prevention of sexual assault, domestic violence, dating violence, and/or stalking; protect the safety of victims/survivors and their children by providing supervised visitation and exchange; provide transitional housing, support services, and financial assistance to victims/survivors; and provide legal assistance so that victims/survivors can seek justice.

The scope of the Tribal Governments Program is specially focused on addressing the sexual assault of Indian women and includes the following priority areas: training professionals on the appropriate response to sexual assault and helping them develop protocols and training and certification of Sexual Assault Nurse Examiners (SANEs).

## GRANTEE PERSPECTIVE

The domestic violence special prosecutor [whom] the program has been able to hire with the Tribal Governments Program grant is changing the way the community is looking at domestic violence. Domestic violence is taken more seriously with the court system and law enforcement having a domestic prosecutor [who] focuses solely on domestic violence cases. This is a positive change for the Spokane Tribe moving forward, bringing more accountability and awareness to the batterers and the community, which increases the safety [of] the Native women and adolescents on the Reservation.

—*Spokane Tribe of Indians*

### GRANTEE PERSPECTIVE

Prior to this grant award, our budget simply did not allow us to obtain training for law enforcement, victim advocates, prosecutors, etc., on a large scale. Through this grant award, we have been able to add staff to our department, send them to trainings, have them co-coordinate a human trafficking training, and plan future training opportunities. The expansion of our victim services personnel has made a big impact to the number of individuals who have received services. Our victim advocate travels throughout our service area assisting with safety plans, referral services, and protective orders. This support has encouraged collaborations with many law enforcement agencies, allowing Cherokee Nation the ability to collect criminal data to assist in determining new areas in need of additional services for use in accurately reporting statistical information. The addition of our batterer's treatment facilitator is allowing Cherokee Nation's new court sanctions to both hold offenders accountable and assist offenders in identifying the triggers of their physical abuse. This new program is still in its infancy, however, we have already had half a dozen victims agree to prosecute their offender in the hopes that the judge will sentence the offender to batterer's intervention.

—*Cherokee Nation*

### GRANTEE PERSPECTIVE

I wish I could really convey to OVW the major difference in how the issues of domestic violence and sexual assault were just not discussed AT ALL at the inception of the grant and how gradually this blackness became light. I am utterly amazed at the difference in this grant reporting period from the last one. I can walk into any village and people will ask how the grant is doing and will take me aside to talk about things happening to them. I get many phone calls from women who tell me who they are when they need information. This is a huge change. I was talking to people who were almost whispering on the phone from shame in prior reporting periods. I have many phone calls in the evening from concerned citizens who would like me to check into encounters they are concerned about. I am so honored to have played a part in this enlightenment. I am so looking forward to the next phase where the policies and procedures will be widely accepted and the boundaries will be set by each village saying that domestic violence and sexual assault will not be tolerated. I will not give up on this quest.

—*Copper River Native Association*

## General Grant Information

Information for this report was submitted by **194** individual Tribal Government Program grantees<sup>217</sup> for the July 1, 2009, to June 30, 2011, progress reporting

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<sup>217</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

period. **Unless otherwise noted, data were included for all four 6-month reporting periods.** The number of grantees reporting was as follows:

- ▶ July–December 2009: **186**
- ▶ January–June 2010: **167**
- ▶ July–December 2010: **192**
- ▶ January–June 2011: **188**

## Staff

Tribal Governments Program staff provide victim services, training, outreach, supervised visitation, law enforcement activities, prosecution, court services, supervision of offenders, and batterer intervention programs to increase victim safety and offender accountability. Being able to hire staff is critical to the overall function and success of programs.

Grantees most often used grant funds for victim advocate positions, administrators, and program coordinators.

**Table 61. Full-time equivalent staff funded positions by Tribal Governments Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>141</b>	<b>154</b>	<b>180</b>	<b>179</b>
<b>Total FTE staff funded</b>	<b>242</b>	<b>265</b>	<b>338</b>	<b>337</b>
Victim advocates	82	97	126	127
Administrators	34	31	43	39
Program coordinators	24	31	41	43
Support staff	12	12	17	24
Batterer intervention program staff	12	10	14	11
Law enforcement officers	10	14	16	14
Trainers/educators	6	6	9	10

FTE = full-time equivalent

NOTE: Numbers of staff included above do not add up to total FTEs because only the most frequently reported staff categories are presented.

### GRANTEE PERSPECTIVE

This funding has allowed the Chickasaw Nation to hire a full-time sexual assault advocate to meet the specific needs of sexual assault victims. This advocate has been able to increase awareness about the crime of sexual assault and services available to victims throughout the tribal and local communities in the Chickasaw Nation service area. She has also been instrumental in forming a Sexual Assault Response Team at the Chickasaw Nation Medical Center to assist with the implementation of our grant goal toward performing sexual assault nurse exams at our own tribal facility so Native victims do not have to go outside the tribe to receive this service. Cathy has also been able to advocate for and assist sexual assault victims through the sexual assault nurse exam process, prosecution process, etc. This is a service our program was not able to provide before receiving this funding. This funding has also allowed the Chickasaw Nation to hire a full-time transportation aide. Because transportation services are limited in rural areas, this service is meeting a very important need for survivors of abuse. Without this service, many women, men and children would not have transportation to medical appointments, daycare for children, counseling services and mental health appointments.

—*Chickasaw Nation*

## Training

Quality training is necessary for the development of an effective coordinated community response to sexual assault, domestic violence, dating violence, and stalking. The training of professionals builds a safer community for all members. A majority of Tribal Governments Program grantees provide training on sexual assault, domestic violence, dating violence, and stalking for batterer intervention staff, health professionals, and victim advocates. This training improves professional responses to victims/survivors and increases offender accountability.

**This training improves professional responses to victims/survivors and increases offender accountability.**

The most common topics for training events were: domestic violence overview, dynamics, and services; sexual assault overview, dynamics, and services; advocacy for AI/AN women; cultural issues specific to American Indians and Alaska Natives; safety planning for victims/survivors.

- ▶ Number of individual grantees using funds for training: **116** (60 percent of grantees)<sup>218</sup>

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<sup>218</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

- ▶ Total number of training events: **899**
- ▶ Total number of people trained: **15,904**

**Table 62. People trained with Tribal Governments Program funds for all four reporting periods: selected professional positions**

Position	People trained (N = 15,904)	
	Number	Percent
Health professionals (1,530 tribal; 518 non-tribal)	2,048	13
Law enforcement (941 tribal; 1,010 non-tribal)	1,951	12
Tribal government/tribal government agency staff	1,486	9
Multidisciplinary groups (760 tribal; 721 non-tribal)	1,481	9
Victim advocates (797 tribal; 530 non-tribal)	1,327	8

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

#### GRANTEE PERSPECTIVE

Our in-services for RNs [registered nurses] in our inpatient and outpatient departments have been very effective. The RNs are beginning to demonstrate increased understanding of the appropriate response to a sexual assault survivor coming to our facility and increased cooperation with the Sexual Assault Nurse Examiners (SANEs). Because of this increased understanding, the initial triage of victims is faster and the calls to the SANEs and the victim advocate are made immediately. The waiting time for victims to meet with a SANE is about 15 minutes. In the past, the wait was sometimes hours. We haven't had any victims leave without receiving services, which had happened in the past. However, the most important trainings we have done have been with our village health aides. They are often the first responders to victims of sexual assault. Our training has emphasized the necessity and limits of an initial triage, the emotional needs of the victim, and the policies and procedures to manage the patient encounter. We also address the emotional response of the village health aides and ways to avoid vicarious trauma. We hope the result of all of these trainings will be better services in an environment of calm, compassion, respect, and efficiency. If our patients can experience their time with us in this way, they are more likely to encourage other women to come for treatment after an assault. We saw 26 patients in our program this reporting period—an increase of 140 percent over the last period (11 patients). We hope that increased reporting will cause increased cases with the potential to be brought to justice and fewer assaults in the long run.

—*Norton Sound Health Corporation, Alaska*

## Community Education

Community education increases awareness of sexual assault, domestic violence, dating violence, and stalking. Community education can connect people who share the goal of building a safe, supportive, and accountable community.<sup>219</sup> A large number of grantees provided education to community members.

The most common topics for community education events were domestic violence overview, dynamics, and services; domestic violence/dating violence prevention; dating violence overview, dynamics and services; youth awareness of sexual assault, domestic/dating violence, and stalking; and healthy relationships/domestic violence/dating violence prevention (community).

- ▶ Number of individual grantees using funds for community education: **163** (84 percent of grantees)<sup>220</sup>
- ▶ Total number of people educated: **131,612**

**Table 63. People educated with Tribal Governments Program funds for all four reporting periods: selected groups**

Group	People educated (N = 131,612)	
	Number	Percent
Community members	68,283	52
Students	31,865	24
Community groups	6,703	5
Parents/guardians	5,363	4

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

<sup>219</sup> Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables providers to improve their response to victims/survivors and to better understand their role in the system.

<sup>220</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

The tribal victims advocates had the opportunity to present an overview of dating violence and stalking to an area high school [audience of] approximately 400 students, teachers, and other school employees. This opportunity came after a young girl was attacked and narrowly avoided being sexually assaulted by a stranger as she was getting her grandmother's mail from a rural mail box. It was after dark and she had gone by to check on her grandmother, when a car came by her and stopped. A man jumped out and grabbed her, pulling her to the ground and began dragging her away from the road. She began to scream and fight back. Another man came by and heard her screams. The car stopped and he ran to help the girl. The attacker ran into the woods and the car left at a high rate of speed. Neither the man nor the driver of the car was located. From this experience, the young girl wanted to do something to warn others that this can happen to anyone, at any time. She went to her high school counselor and together they began to work on a plan to present this experience to the other high school students. The counselor contacted the UKB TVA [United Keetoowah Band Tribal Victims Assistance] program and asked if staff could come and give a presentation. The advocates prepared a program, loaded up on information pamphlets, and went to speak to the students. The advocates stated that during the presentation you could hear a pin drop. There was a question and answer session and the students asked a lot of questions. This was the first opportunity the UKB TVA staff has had to present to young people. We feel this opportunity helped to increase awareness and the knowledge that there are people who wish to cause harm to others.

—*United Keetoowah Band of Cherokee Indians*

**GRANTEE PERSPECTIVE**

The Tribal Governments Program funding for this reporting period has allowed our community to become educated about the seriousness of violent crimes within our community. There seems to be an increased trust in the criminal justice system and service providers. Word of what we've done here has traveled fast, and community members have inquired about strategies and basically [asked], "How do we have access to that?" We've noticed that when a victim feels that services and the response were sensitive and respectful, the information is soon spread throughout the community. This is a significant step because where there was no trust, now there's hope and more options.

—*Tribal Government of St. Paul Island*

**Outreach Activities**

- ▶ A total of **3,436** activities were conducted throughout the four 6-month reporting periods. The most common outreach activities were education exhibits, such as the Clothesline Project, Silent Witness, and information tables.



## Victim Services

Tribal Governments Program grantees provide a wide range of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These services are a critical part of a coordinated community response and may include victim advocacy, legal services, and transitional housing. Services may be provided by a victim services agency; legal services organization; or staff providing victim services within law enforcement, prosecution, or the court system. Services from victim advocates may include safety planning or accompaniment to court, transitional housing assistance, or supervised visitation and exchange services.

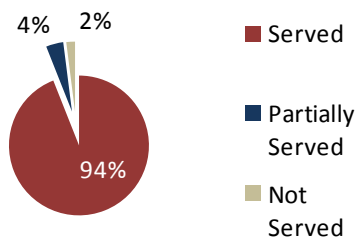
Studies indicate that AI/AN women report higher rates of victimization than women from any other ethnic or racial background (Black et al., 2011).

To eliminate violence against AI/AN women and to support the recovery of victims/survivors, it is crucial to provide services in a manner that addresses the specific cultural needs of AI/AN women. The lack of culturally sensitive and appropriate services for these victims/survivors can pose additional barriers. For example, women may choose not to engage in services or may terminate services early if service providers fail to incorporate issues of their culture and language.

**To eliminate violence against American Indian and Alaska Native women . . . , it is crucial to provide services in a manner that addresses the specific cultural needs of American Indian and Alaska Native women.**

- ▶ Number of individual grantees using funds for victim services: **175** (90 percent of grantees)<sup>221</sup>
- ▶ Tribal Governments Program grantees provided services to an average of **6,010** victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking to help them become and remain safe from violence in a 6-month reporting period.<sup>222</sup>

### Victims Seeking Services

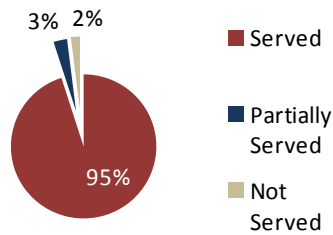


#### July–December 2009:

- **5,517** victims/survivors sought services from Tribal Governments Program grantees.
- Of these, **5,418** (98 percent) victims/survivors received services, and **99** (2 percent) were not served.

<sup>221</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>222</sup> This number represents a calculated average of all four 6-month reporting periods.

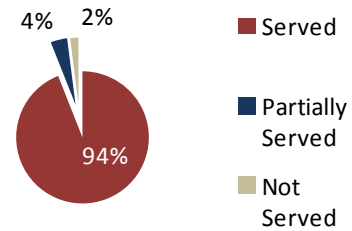


**January–June 2010:**

- **5,468** victims/survivors sought services from Tribal Governments Program grantees.
- Of these, **5,374** (98 percent) victims/survivors received services, and **94** (2 percent) were not served.

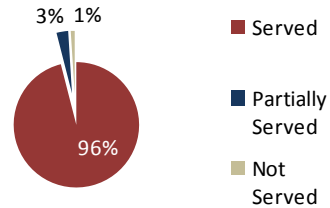
**July–December 2010:**

- **7,083** victims/survivors sought services from Tribal Governments Program grantees.
- Of these, **6,965** (98 percent) victims/survivors received services, and **118** (2 percent) were not served.



**January–June 2011:**

- **6,366** victims/survivors sought services from Tribal Governments Program grantees.
- Of these, **6,281** (99 percent) victims/survivors received services, and **85** (1 percent) were not served.



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

### GRANTEE PERSPECTIVE

Prior to receiving the Tribal Government funding, there was no domestic violence program offered at the Seminole Nation. Without this funding, tribal and non-tribal victims would not be able to turn to the tribe for any kind of assistance in the area of domestic violence, sexual assault, stalking, or dating violence. These funds have allowed the program to assist victims who are in need of protective orders, help with locating community resources, advocacy, housing/utility assistance, [and provide] community awareness education and transitional housing assistance. The Tribal Government funds have also helped the local non-profit domestic violence agency by allowing those victims who reside in the shelter the opportunity to utilize the tribal domestic violence program and access the transitional housing services. Before, these victims would have to relocate to another shelter, transfer all of the paperwork to another county, and basically start all over from scratch. The funds have also helped victims who are involved with the child welfare system, and who have received a court service plan in order to keep or be reunified with their children.

—*Seminole Nation of Oklahoma*

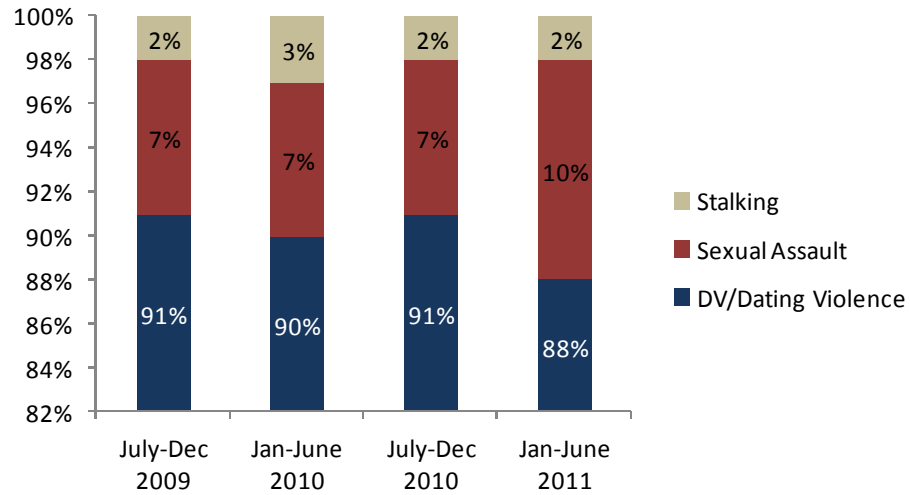
### **Reasons Victims Were Not Served or Were Partially Served**

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

- ▶ Victim/survivor did not meet statutory requirements
- ▶ Services not appropriate for victim/survivor
- ▶ Program unable to provide services because of limited resources/priority-setting
- ▶ Program rules not acceptable to victim/survivor
- ▶ Conflict of interest
- ▶ Transportation

Tribal Governments Program grantees serve victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Those served by Tribal Governments Program grantees were overwhelmingly reported as victims/survivors of **domestic violence/dating violence** (88–91 percent).

**Figure 14. Provision of victim services by Tribal Governments Program grantees, by type of victimization**<sup>223</sup>



The majority (73–76 percent) of victims/survivors of sexual assault, domestic violence, dating violence, and stalking who were served or partially served were victimized by a **current or former intimate partner**.

**Table 64. Relationship to offender of victims/survivors served by the Tribal Governments Program grantees**

Relationship to offender	July-Dec 2009	Jan-June 2010	July-Dec 2010	Jan-June 2011	Percentage range
Current/former intimate partner	4,126	4,172	5,329	4,732	73–76
Other family or household member	785	669	1,016	972	12–15
Dating relationship	231	413	572	461	4–8
Acquaintance	212	156	293	297	3–5

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

<sup>223</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each victim/survivor is counted only once by each grantee, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can be counted only once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but that fact is not reflected in the reported percentages of sexual assault, domestic violence/dating violence, and stalking victims/survivors served.

## Demographics of Victims Served and Partially Served

Tribal Governments Program grantees served or partially served an average of **6,010** victims/survivors in a 6-month reporting period.<sup>224</sup> The majority of those victims/survivors were **American Indian or Alaska Native** (91–93 percent), **female** (91–93 percent), and between the ages of **25 and 59** (62–72 percent).

**Table 65. Demographic characteristics of victims/survivors served by Tribal Governments Program grantees**

Characteristic	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>					
American Indian or Alaska Native	4,897	4,924	6,383	5,647	91–93
Asian	4	3	5	5	0
Black or African-American	29	30	31	29	1
Hispanic or Latino	51	53	64	87	1
Native Hawaiian or Pacific Islander	12	8	6	7	0
White	369	364	433	440	6–7
Unknown	63	60	43	73	NA
<b>Gender</b>					
Female	4,939	4,941	6,366	5,826	91–93
Male	389	426	595	433	7–9
Unknown	90	7	4	22	NA
<b>Age</b>					
13–17	483	402	376	195	3–9
18–24	1,229	1,367	1,599	1,252	21–26
25–59	3,461	3,282	4,568	4,393	62–72
60+	186	236	301	232	3–4
Unknown	59	87	121	209	NA
<b>Other</b>					
People with disabilities	246	210	358	336	4–5
People with limited English proficiency	61	21	71	165	1–3
People who live in rural areas	3,848	2,992	4,845	4,189	56–70

NA = not applicable

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

<sup>224</sup> This number represents a calculated average of all four 6-month reporting periods.

## **Services to Children**

Tribal Governments Program grantees provided services to an average of **2,675** children of victims/survivors over the 4 reporting periods. Services including child care, transportation, and counseling were provided an average of **4,596** times.

## **Types of Victim Services**

Tribal Governments Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking, including victim advocacy (actions designed to help the victim/survivor obtain needed resources or services); civil legal advocacy/court accompaniment (assisting a victim/survivor with civil legal issues, such as preparing paperwork for protection orders, accompanying a victim/survivor to a protection order hearing, administrative hearing, or other civil proceeding; and all other advocacy within the civil justice system); and crisis intervention. Victims/survivors often need a variety of services, including help with material goods and services, health, school, finances, transportation, employment, and legal issues. All victims/survivors receive safety planning, referrals, and information as needed.

Grantees report that the following services (not a complete list) were provided most frequently to victims/survivors over the four 6-month reporting periods:<sup>225</sup>

- ▶ Victim advocacy: **42,665**
- ▶ Counseling services/support group: **27,067**
- ▶ Transportation: **19,759**
- ▶ Crisis intervention: **17,851**
- ▶ Civil legal advocacy/court accompaniment: **13,048**
- ▶ Criminal justice advocacy/court accompaniment: **9,249**

## **Hotline Calls**

- ▶ Grantees reported a total of **55,162** crisis or information and referral calls received by an agency's hotline or office telephone.<sup>226</sup>

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<sup>225</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

<sup>226</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

## Victim-Witness Notification/Outreach to Victims/Survivors

- ▶ Grantees reported a total of **26,212** letters, phone calls, or visits to victims/survivors.<sup>227</sup>

## Shelter/Transitional Housing Assistance

The Tribal Government Program grantees provide emergency shelter or transitional housing to victims/survivors and family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations. Victims/survivors and their family members received assistance with costs associated with clothing, food, rental unit fees, transportation, and utilities.

- ▶ Number of individual grantees using funds for shelter/transitional housing services: **106** (55 percent of grantees)<sup>228</sup>

Tribal Governments Program grantees provided emergency shelter and transitional housing to **3,102** victims/survivors and **4,297** family members for a total of **166,986** bed nights during the four 6-month reporting periods.

**Table 66. Victims/survivors receiving emergency shelter and/or transitional housing assistance by the Tribal Governments Program grantees: July 2009–June 2011**

Shelter service	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011	Total
<b>Emergency shelter</b>					
Victims/survivors	627	584	662	738	2,611
Family members	841	780	870	845	3,336
Bed nights	17,752	17,989	25,371	18,933	80,045
<b>Transitional housing</b>					
Victims/survivors	126	86	114	165	491
Family members	235	178	287	261	961
Bed nights	40,642	7,849	11,526	26,924	86,941

NOTES: Victims/survivors and family members may have received emergency shelter or transitional housing in multiple reporting periods.

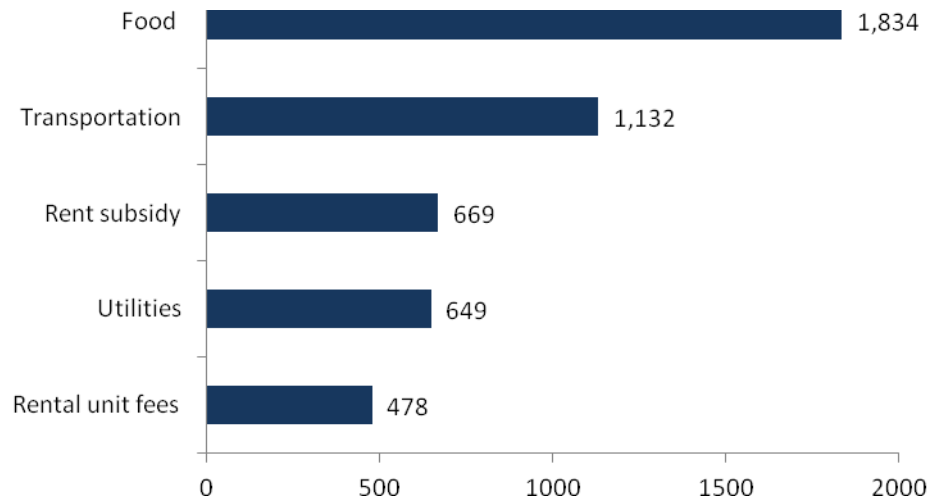
<sup>227</sup> Number of notification and outreach activities is not unduplicated.

<sup>228</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they received funds in more than one 6-month reporting period.

## **Housing Assistance**

In addition to transitional housing, Tribal Governments Program grantees assist victims/survivors with expenses for transportation, food, clothing, security deposits, rent, relocation, and utilities to enable them to maintain or procure housing.

**Figure 15. Number of victims/survivors provided with housing assistance for all four reporting periods by Tribal Governments Program grantees**



## **Legal Services**

Grant-funded lawyers, paralegals, and specially appointed advocates provide legal services to victims/survivors through the Tribal Governments Program.

Most grantees provided legal assistance with protection orders and divorce.

- ▶ Number of individual grantees using funds for legal services: **54** (28 percent of grantees)<sup>229</sup>
- ▶ Total number of legal issues<sup>230</sup> addressed: **3,678**
- ▶ Total number of victims/survivors who received assistance with multiple legal issues: **800** (42 percent of those receiving legal services)
- ▶ Total number of victims/survivors receiving assistance with legal issues: **1,887**

<sup>229</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>230</sup> Legal issues represent the total number of new and pending matters for which victims received assistance. Victims are counted only once for each legal issue addressed during each 6-month reporting period.



### GRANTEE PERSPECTIVE

The Lodge of Bravery is the only shelter facility operated by and for Native Americans in the Upper Peninsula of Michigan. We have served our tribal members and members of many other Native American tribes, from as far away as the Dakotas. Without this shelter service, many of the women we serve would not have escaped their abusive partners. Having a shelter that serves Native Americans specifically has been critical to their ability to establish a life free from violence and oppression.

—*Sault Ste. Marie Tribe of Chippewa Indians*

### GRANTEE PERSPECTIVE

The Bishop Paiute Tribe's Women's Legal Advocacy Program (WLAP) has been staffed since February 2, 2009, and has addressed issues in victims services and legal services. During the current reporting period, 10 clients have been served. All but one were victims of domestic violence; the one was a victim of stalking. The types of services received [included] assistance with drafting and filing protection orders and divorce documents and accompaniment to the hearings in Tribal Court and Inyo County Superior Court. The WLAP was able to provide a knowledgeable staff person to answer inquiries about processes that clients did not understand and provided referrals when requested services were not available through the WLAP. Without the WLAP services, clients would not have sought assistance or known where to turn. The WLAP has been able to provide resources which would not have otherwise existed to give victims a feeling of security.

—*Bishop Indian Tribal Council*

## Supervised Visitation

The Tribal Governments Program grantees provide an array of supervised visitation and/or exchange services to families. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, and telephone monitoring.

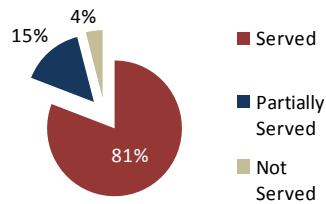
- ▶ Number of individual grantees using funds for supervised visitation: **9** (5 percent of grantees)<sup>231</sup>
- ▶ Average number of families that received services: **64** families.<sup>232</sup>

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<sup>231</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

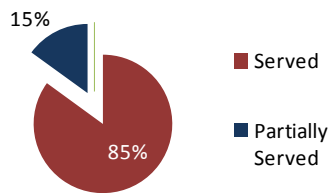
<sup>232</sup> This number represents a calculated average of all four 6-month reporting periods.

## Families Seeking Services



### July–December 2009:

- **68** families sought services from Tribal Governments Program grantees.
- Of these, **65** (96 percent) families received services, and **3** (4 percent) were not served.

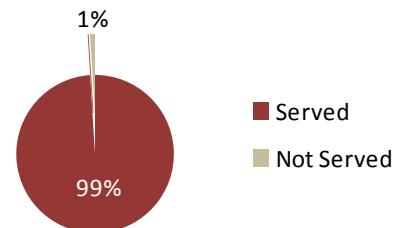


### January–June 2010:

- **39** families sought services from Tribal Governments Program grantees.
- Of these, **39** (100 percent) families received services.

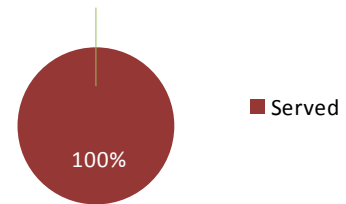
### July–December 2010:

- **122** families sought services from Tribal Governments Program grantees.
- Of these, **121** (99 percent) families received services, and **1** (1 percent) was not served.



### January–June 2011:

- **28** families sought services from Tribal Governments Program grantees.
- Of these, **28** (100 percent) families received services.



The majority of custodial parents were **American Indian or Alaska Native** (41–94 percent), **female** (67–96 percent), and between the ages of **25 and 59** (64–96 percent), with children between the ages of **0 and 6** (30–64 percent). Noncustodial parents were most likely to be **American Indian or Alaska Native** (46–93 percent), **male** (64–96 percent), and between the ages of **25 and 59** (57–78 percent).

Grantees report that the following services were provided most frequently to families over the four reporting periods.<sup>233</sup>

<sup>233</sup> Families were reported once for each category of service received in each reporting period. However, families may have received multiple services in the same reporting period and the same

- ▶ **1,019** one-to-one supervised visits to **140** families
- ▶ **500** supervised exchanges to **77** families

#### GRANTEE PERSPECTIVE

This funding has allowed us to have an advocate specifically trained to work with the criminal justice system. This advocate monitors court cases, tracks police response, and works directly with the victims, providing support throughout the prosecution process. We now have the ability to address gaps in the system that re-victimize and/or endanger the victim. In addition, we have developed a good working relationship with the judicial system, which is beneficial to all involved.

—*Mille Lacs Band of Ojibwe*

## Criminal Justice

The matter of jurisdiction in Indian Country can often pose significant challenges. Jurisdiction may belong to the state, federal, or tribal government depending on a host of factors including the race of the victims and perpetrator, the legal status of the land where the incident occurred, and the type of crime committed. Determining the appropriate agency to respond to an incident on tribal lands can be extremely confusing. This complicated jurisdictional legal landscape can lead to misunderstandings and disputes about which jurisdiction is responsible. To add to the confusion, while many tribes operate their own police department and court system, there are limitations to the types of crimes and individuals that can be prosecuted under tribal law. A non-Native offender cannot be prosecuted in a tribal court because the tribe has no jurisdiction over non-Natives. Many grantees whose tribal communities have a criminal justice system have developed or instituted important changes in tribal codes pertaining to sexual assault, domestic violence, dating violence, and stalking. Some have adapted state laws in their own codes to be more culturally relevant, whereas others have formulated entirely new codes based on ancestral laws that had been historically successful before European influences.

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service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

## Law Enforcement

Law enforcement officers are crucial to prevention and justice for victims/survivors of sexual assault, domestic violence, dating violence, and/or stalking. Tribal law enforcement officers respond to emergency calls for assistance, interview the initial and best witnesses, and are often familiar with the personalities and circumstances involved. Every other agency, including prosecution, depends on them for their

*Twenty four individual grantees (12 percent) are using funds for law enforcement.*

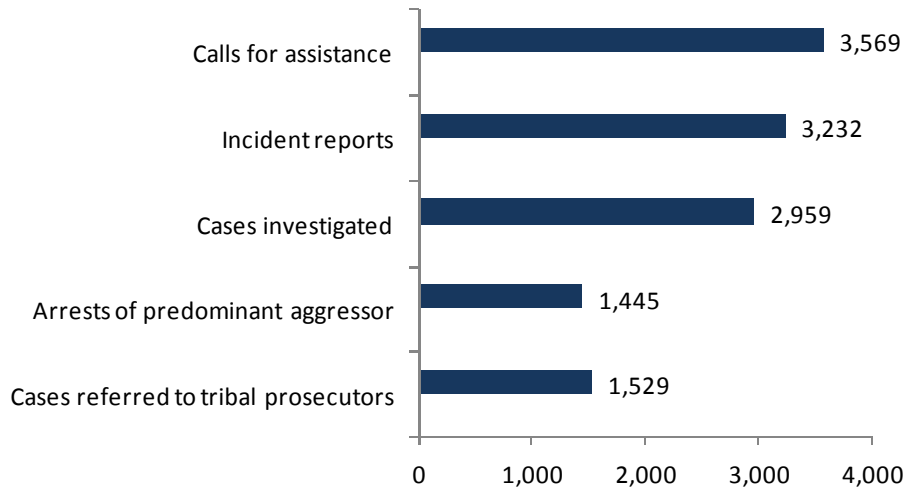
information and understanding of a case. For this reason, it is common for tribal law enforcement officers to provide continuing assistance throughout the length of a case. Further, the manner in which tribal law enforcement responds to a call is critical. Their response and attitude may influence whether victims will report sexual assault, domestic violence, dating violence, or stalking offenses, and whether appropriate evidence will be collected to allow prosecutors to successfully bring cases against offenders.

Tribes have the authority to determine the legal structure and forums used in administering justice (Tribal Law and Policy Institute, 2008). Some tribes have chosen to adopt “mainstream” criminal justice approaches; others are choosing to employ their own traditional manner of justice. It is clear that tribal law enforcement is a vital component of the peacekeeping and accountability process for the Tribal Nations that they serve.

- ▶ Number of individual grantees using funds for law enforcement: **24** (12 percent of grantees)<sup>234</sup>

<sup>234</sup> This number reflects an unduplicated count of grantees; grantees may have received funds in more than one 6-month reporting period.

**Figure 16. Law enforcement activities in Tribal Governments Program for sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods**



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

**Table 67. Law enforcement activities in Tribal Governments Program sexual assault, domestic violence, dating violence, and stalking cases for all four reporting periods, by type of victimization**

Activity	Sexual assault	Domestic violence/dating violence	Stalking	Total activities
Calls for assistance	298	3,219	52	3,569
Incident reports	280	2,910	42	3,232
Cases/incidents investigated	284	2,634	41	2,959
Arrests	73	1,358	14	1,445
Referrals of cases to tribal prosecutor	92	1,421	16	1,529

### **Referrals to Victim Services**

- ▶ Law enforcement staff made **1,705** victim/survivor referrals to tribal and non-tribal victim services.

**GRANTEE PERSPECTIVE**

The services rendered to victims covered under this [VAWA] grant have made a dramatic impact on the amount of investigative process afforded to victims. Prior to grant implementation of investigator services, reports were filed soon after the victim's initial statement. This generally ended investigative efforts into the matter, due in part to lack of available officers. Cases now are given the needed attention, training and experience by the current investigator. By improving law enforcement services, Lac Courte Oreilles tribe shows great promise for future convictions through increasing victims' confidence in the reporting and judicial systems. For a multitude of reasons, victims are requesting their cases be reinvestigated, [which is] indicative of an increased faith in the law enforcement efforts of this reservation. A proactive approach by tribal advocates and the tribal investigator in follow-up efforts, despite victims' refusal to report, has created a public awareness of a more aggressive approach to the handling of these matters, and victims have a strengthened support network.

—*Lac Courte Oreilles Band of Lake Superior Chippewa Indians*

**GRANTEE PERSPECTIVE**

From January 1, 2011 to June 30, 2011, the Tulalip Tribal Police Department received and responded to 83 domestic violence calls and made 55 domestic violence (DV) arrests. In this same time-frame the Tulalip Tribal Police received eight sexual assault calls and made two arrests. These two sexual assault cases are currently being prosecuted. This funding has allow us to hire a DV investigator and DV prosecutor. Prior to this funding, batterers were not being held accountable and in 2007, out of 89 DV arrests not one offender was convicted for domestic violence. The DV investigator follows up on investigations and collects evidence such as 911 tapes and medical records, interviews victims, and refers victims to resources in the Tulalip community. The DV investigator states, "My number one priority is to contact victims after incidents to make sure they're safe. I also gather enough evidence to prosecute a case without having the victims face the offender. I provide support for victims of domestic violence and, as a result ,they develop a more trustful relationship with our tribal court system. Victims have told me they don't feel like the system has failed them! This funding has helped us make offenders more accountable for their actions, and gives victims of the domestic violence the opportunity to tap into resources to keep them safe and help end domestic violence in their lives."

—*Tulalip Tribes of Washington*

## Prosecution

Tribal prosecutors play a significant role in securing safety and justice for Native victims/survivors of sexual assault, domestic violence, dating violence, and stalking. Prosecution of offenders varies by state and tribal nation. Given the complex jurisdictional issues, it is essential to provide police and prosecutors with the tools,

resources, and expertise to correctly identify specific sexual assault, domestic violence, dating violence, and stalking offenses and enhance charges and sentences consistent with applicable statutes. Incorporating the voices of the victims/survivors, coupled with the proper charging of abusers (Native and non-Native) and followed by prosecution, safeguards victims/survivors and their children from further abuse and reduces overall recidivism by criminal abusers. Whereas simply prosecuting without regard to the level of risk that specific abusers pose has not been shown to deter further criminal abuse (Belknap et al., 2001; Davis, Smith, & Nickles, 1998; Fagan, Friedman, Wexler, & Lewis, 1984; Friday et al., 2006; Gross et al., 2000; Hirschel, Buzawa, Pattavina, Faggiana, & Ruelan, 2007) a number of studies have found that prosecution can reduce subsequent arrests and violence (Ford & Regoli, 1993; Garner & Maxwell, 2008; Gover, Macdonald, & Alpert, 2003; Jolin, Feyerherm, Fountain, & Friedman, 1998; Tolman & Weisz, 1995; Wooldredge & Thistlethwaite, 2005; Wooldredge, 2007). The key to reduced recidivism is not prosecution per se, but sentencing that imposes meaningful sanctions in direct proportion to offender danger.

Tribal Governments Program grantees that use funds for prosecution activities may pursue prosecution by making referrals to appropriate external agencies and/or by prosecuting case referrals received. Domestic violence cases are any assaults, battery, vandalism, or other offenses that occurred during a domestic violence incident.

- ▶ Number of individual grantees using funds for prosecution: **15** (8 percent of grantees)<sup>235</sup>
- ▶ Prosecutors received **1,733** sexual assault, domestic violence, dating violence, and/or stalking case referrals and filed charges in **1,578** (91 percent) of the cases.

**Table 68. Disposition of cases by prosecutors funded by the Tribal Governments Program for all four reporting periods**

Activity	Number
Total number of cases disposed of	1,049
Total number of cases dismissed	242
Total number of convictions (including deferred adjudications)	807
Total number of victim/survivor referrals to tribal victim services	660

<sup>235</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

## **Referrals to Victim Services**

- ▶ Prosecution staff made **660** victim/survivor referrals to tribal and non-tribal victim services.

### **GRANTEE PERSPECTIVE**

In trying to promote the safety of female tribal members and victims, in general, this program has utilized any and all tools available at our disposal. To deter witness intimidation or threats, the prosecutor has begun a practice of composing a running list of defendants and victims who are court ordered to have no contact until trial. This list is intended to keep the victim safe as well as protect the integrity of the case. This list is sent to the police department, probation department, and safety service dispatchers in order to keep any and all law enforcement colleagues abreast of the current status of some cases. Having developed and nurtured a strong relationship with the domestic violence criminal investigator, we have been successful in giving our tribal domestic violence code more teeth and making a bigger impact on the community. Violators of the "no contact" orders as well as violators of bond are dealt with swiftly, with the filing of a Class A offense (the highest classification for criminal offenses) and, more often than not, placed in detention until trial, which at times can be for a few months. This tactic is to relay the message that domestic violence will not be tolerated and there are dire consequences for violating an order from the court directing a defendant to have no contact with the victim.

—*Mississippi Band of Choctaw Indians*

## **Courts**

There is wide variety in the types of tribal court systems, and the laws are unique to each tribal nation. Some tribal courts resemble Western-style courts, where written laws and rules of court are applied. An increasing number of tribes are returning to traditional means of resolving disputes, including the use of peacemaking, elders' councils, sentencing circles, and banishment. Many tribes that are establishing new tribal courts, or enhancing established ones, are developing hybrid or blended systems that incorporate traditional dispute resolution procedures that have proven effective within their cultures and communities, while also ensuring that the "rule of law" and due process are operative.

**There is wide variety in the types of tribal court systems, and the laws are unique to each tribal nation.**

Courts funded by the Tribal Governments program conduct a range of activities.



- ▶ Number of individual grantees using funds for court activities: **4** (2 percent of grantees)<sup>236</sup>

**Table 69. Disposition of court cases funded by the Tribal Governments Program for all four reporting periods**

Activity	Number
Total number of new cases	347
Total number of cases disposed of	200
Total number of cases dismissed	51
Total number of convictions (including deferred adjudications)	149

**GRANTEE PERSPECTIVE**

During this reporting period, additional measures were implemented within the judicial system to improve offender accountability and safety for the domestic violence, sexual assault, and stalking victims, and for criminal protection order offenses. The tribal court implemented a protection order registry to provide and track data concerning the status of [protection orders] (PO's) to the judicial system and law enforcement. When the project is complete, the tribal court will be able to enter new or updated PO information (if PO was served to a perpetrator, violations and warrants for violations) and immediately communicate the information to the law enforcement CISCO [telecom] system. Officers will have current information surrounding PO's.

—Rosebud Sioux Tribe

## Tribal Probation/Offender Monitoring

Offender monitoring occurs when the court schedules probation or court reviews to determine whether offenders are complying with the terms of their sentences.

- ▶ Number of individual grantees using funds for review activities: **9** (5 percent of grantees)<sup>237</sup>
- ▶ **922** offenders received **4,293** face-to-face monitoring contacts throughout the 4 reporting periods.

<sup>236</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>237</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 70. Probation activities funded by the Tribal Governments Program for all four reporting periods**

Activity	Number
Total number of offenders	1,537
Total number of offenders who completed probation	279
Offenders completing probation without violations	138
Offenders completing probation with violations	141

## **Referrals to Victim Services**

- ▶ Courts made **234** victim/survivor referrals to tribal and non-tribal victim services.

### **GRANTEE PERSPECTIVE**

During this monitoring period (June–December 2009), the CTUIR [Confederated Tribes of the Umatilla Indian Reservation] became the first fully compliant SORNA [Sex Offender Registration and Notification Act] compliant entity as set forth by the Department of Justice. Being fully compliant in the tracking and monitoring of sex offenders, the CTUIR has added the extra layer of security for members living within the boundaries of the reservation. Through the new monitoring and tracking program, we were able to identify 13 registered offenders, with several of them not being previously identified before the code and program had been enacted. In addition, the CTUIR has enhanced the way we notify members by use of a web portal which is updated regularly with offender information, and a full time officer is assigned to the program to ensure the information is current and the offenders are being monitored. The officer has also conducted meetings and has spoken on the radio to help educate and inform CTUIR members of the presence of offenders, thus raising the level of safety and awareness. As the CTUIR moves forward with the program, the officer will continue to work with members of the community, the CTUIR, and the police department in the administration of the program and will make modifications as necessary to ensure that the safety concerns of the tribe are being met.

—*Confederated Tribes of the Umatilla Indian Reservation*

## **Remaining Areas of Need**

Overall, tribes indicated a critical need for improved relationships with federal, state, and local partners, including the Bureau of Indian Affairs, the FBI, federal and state prosecutors, and state and tribal law enforcement agencies. Tribes report slow response, lack of follow-up, and little, if any, victim notification, all of which not only jeopardize victim safety but also create an environment ripe for further incidents.

**GRANTEE PERSPECTIVE**

We are currently working on bettering our relationship with the local law enforcement, which sometimes does not always refer victims of domestic violence or sexual assault to the shelter. This has been a problem in the past due to the fact that we have complained to higher-ups about problems with the local law enforcement. This seems to have gotten us nowhere, since there seems to be a good old boys network. We are now slowly mending the relationship . . . This has helped the officers and the advocates to get to know each other a little more and share with each other. This has helped officers who are detailed here only for a few months or weeks get to know about our services and what we do. This has increased victim safety and services.

—*Wiconi Wawokiya Inc.*

**GRANTEE PERSPECTIVE**

Accurate and adequate perpetrator information notification is essential so that victims have an understanding of the court proceedings and location of the perpetrators, in order to feel safe and to better protect themselves against the possibility of disclosing their location. Although great strides have been made in this area, many victims of violent crimes are still left wondering [about] the particulars of the pending criminal court proceedings as well as the future and location of the perpetrators. [This causes] uneasiness and an inability to feel content in one's own home. The education of the population as a whole is vital to the movement to end domestic violence, sexual assault, stalking, and dating violence. However, in Indian Country, it is necessary that we convey the message that it is okay to come forward; there is help. Pride and fear of retaliation are two major factors that keep nearly all populations from reporting incidents of domestic violence, sexual assault, stalking, and dating violence, but even more so in Indian Country. There must be a way to bridge the gap between law enforcement, other victim service agencies, and victims. The ability to work well with one another will drastically improve the services provided to victims of violent crimes.

—*Seminole Nation of Oklahoma*

Grantees also discuss declinations of felony domestic violence cases from the U.S. attorney's office and lack of investigation of cases by the Bureau of Indian Affairs. Several grantees express a need to enhance tribal codes for elder abuse, crime victims' rights, and domestic violence, and to upgrade some of these charges to felonies. Tribes also expressed a need for stiffer penalties for habitual offenders. To this end, the need for domestic violence and sexual assault registries was also cited frequently. These registries would reduce the ability of the perpetrators to move from reservation to reservation or state to state, concealing their past abuse crimes. Grantees expressed a need for a judicial review process for offenders that would allow victims/survivors of sexual assault, domestic violence, dating violence, and stalking to have a voice in the processes that address the offender.

**GRANTEE PERSPECTIVE**

The significant areas of remaining need are everything! We have just begun to decrease violence against women on this reservation. This grant is a great asset to helping this program begin to promote awareness prevention [of] domestic violence, sexual assault, dating violence, and stalking. The domestic violence victim advocate is working on the lack of housing the victims face when displaced from their home if the batterer owns the home. Having the direct service funds assists tremendously in placing the victims in safe shelter after the DV incident. There are two areas that we are trying to put more emphasis on because there are no victims coming forward with sexual assault and stalking. There is a great need to promote more awareness that there is help available and that the offenders will be held accountable in the court system. The reservation doesn't have domestic violence perpetrator treatment available; they have to drive 40 miles to receive these services. The tribal prosecutor is working with the federal government to implement SORNA [Sex Offender Registry and Notification Act] [here]. That will be a step forward having a sex offender registry on the reservation because we have five known sex offenders residing on the reservation and they don't have to register. The last remaining need is to get the tribal law and order code revised/updated so the punishment fits the crime.

—*Spokane Tribe of Indians*

Tribes also reported a pressing need for more safe housing options. In particularly remote and rural areas, the availability of safe housing is woefully limited. They also reported that victims/survivors often choose to stay in abusive situations solely because of the lack of available housing in the community and the significant discomfort they feel about seeking shelter outside the community. Affordable housing is also a problem. Given the economic environment; the cost of fuel, food, and child-care; lack of employment options, etc., victims/survivors are often faced with a dilemma that may cause them to reconsider leaving the abusive situation. Poor credit scores complicate victims/survivors' ability to obtain housing for themselves, which in turn decreases their chances for independence.

**GRANTEE PERSPECTIVE**

The prevalence of sexual violence against Alaska Native women has been well documented. Sunaq Tribe's program coordinator/advocate, sexual assault advocate, as well as all shelter advocates and crisis line volunteers in Kodiak admit that the number of women disclosing their experience of sexual assaults/abuse is way too high and very disturbing. According to local law enforcement records, there are only five to six cases of sexual violence reported to them per year, and only one or two go to court for the prosecution. Conviction rate is close to zero. The Kodiak Island has a population of 13,000 people. There are 22 registered sex offenders living on the island. Those statistics speak for themselves. Although we are doing our best to help victims of sexual violence, there is a lot of work to be done to stop sexual crimes in our community. The "Jane Doe" anonymous sexual assault reporting system is potentially there, but we are waiting for the State of Alaska to finalize the legalities so we can proceed. We don't have control over this process or how much time it will take. With high unemployment rates, poverty, lack of essential resources for decent living, our people are in very bad shape. Women experiencing domestic violence and sexual assault can't leave their abusive partner because they don't believe they can make it on their own. They are afraid to report assaults because their children may be taken away from them. The solution for this huge problem lies in changing the whole system. We need more jobs for people so they can make decent livings, we need more affordable housing. How can you make it on your own if only the oil bill to heat up your house is \$300 per month on average in Kodiak?! We recognize domestic violence and sexual assault as a major problem that creates barriers to independent living, safety, and personal well-being of our women, our children, our families. There is an on-going need for public education and awareness of domestic violence and sexual assault and its devastating effects on the person, on family, on community, on society.

*—Sunaq Tribe of Kodiak*

**GRANTEE PERSPECTIVE**

The lack of local transitional housing for domestic violence (DV) victims and their children is one significant unmet need. Supervised visitation is also an unmet need. The only private provider charges \$100 per hour with a three-hour minimum. Where there are no alternatives, this is a hardship for families which causes additional stressors. Another need is on-going counseling services for DV victims who are still suffering emotional trauma from their abuse, and finally, and perhaps most importantly, consistent and on-going funding so as to continue to meet the needs of victims and survivors.

*—Bishop Indian Tribal Council*

Another significant remaining need is for more outpatient and inpatient substance abuse treatment facilities. Providing treatment services for both victims/survivors

and offenders could enhance victim/survivor safety. For rural and isolated communities, anonymity is an additional problem. Victims/survivors may feel apprehensive if they know the person who is conducting their sexual assault forensic exam, or may worry that the community will find out about their situation or, worse, that their partner may find out that they are seeking assistance.

#### **GRANTEE PERSPECTIVE**

Prosecution feels strongly that trained psychologists and/or counselors specific to domestic violence are needed on-site at the PeaceKeepers [Domestic Violence Program]. Additional funding would be necessary to fulfill this request to improve services to victims of domestic violence, dating violence, sexual assault, and stalking. The prosecutor finds that there has been an increase in felony domestic violence declinations from the U.S. attorney's office and lack of/or refusal to investigate serious cases by the Bureau of Indian Affairs. Probation reports that case management software needs to be implemented to better manage probationary cases. Also needed is assessment software to help identify the offenders needs (mental health, substance use/abuse, employment, recidivism, etc.). Communication and cooperation between tribal and city, county and state probation and police officers is improving; however, the need for interagency information sharing is necessary. The victim advocate reports that the most significant area of remaining need is the lack of outpatient and inpatient substance abuse treatment facilities. Lack of transportation exacerbates the problem. Providing treatment services for both victims and offenders will enhance both the victims and their surrounding community's safety. Also needed is more training in cybernet technology in order to be able to inform victims of current advances in technology being used to victimize and reoffend.

*—Eight Northern Indian Pueblos Council*

Grantees frequently cited staff turnover as an issue; they indicate that victims/survivors end up suffering most because of it. Tribes expressed an ongoing and overwhelming challenge when dealing with non-Native providers: the need to explain why culturally relevant services are required for Native victims/survivors. This is not only a daunting task but also one that is critical to creating safe, confidential options for victims/survivors outside of often close-knit tribal communities. Some grantees expressed the need for training child welfare workers. Some families feel there is a threat that the primary caregiver/abused mother might have her children taken from them by Child Welfare workers who are "mandated reporters."

**GRANTEE PERSPECTIVE**

The most significant remaining need is training for our Tribal Administration who are our judges. Due to our traditional system, our Tribal Administration (Governors) changes yearly. The programs communicate with the Tribal Administration by [the] end of January to inform them of the program. Because of our system, staff has learned to adapt to this and focus on assisting the victims. Training for tribal law enforcement is also a need due to staff turnover. Educational awareness for the community is a remaining need, therefore an additional staff to provide community and staff education is needed. Educational awareness is a full-time job, therefore, another staff person would be needed.

—*Pueblo of Jemez*

**GRANTEE PERSPECTIVE**

Recruiting, training and maintaining qualified staff and trained volunteers continues to be a major challenge to meeting the needs of the people we serve. Throughout the last year we have been averaging 190 to 220 individual people served each month, up from the average of 150 a month in previous years. We believe this trend is the response to changing conditions in Dillingham [Alaska] and the Bristol Bay region. While we can't get solid numbers, it appears that the large number of people moving out of Dillingham into more-urban areas of the state is being replaced by folks moving into Dillingham from smaller, outlying villages. So, while the overall population count remains the same, the demographics of the people we serve have changed. A second issue appears to be tied to the first. The value of the services we provide and ability of that assistance to enhance the safety of crime victims is only as good as the people who work here. It takes a lot of training and experience to be a competent victim advocate, and that requires some longevity on the job. [Safe and Fear Free Environment] (SAFE) continues to experience a very high turnover rate in staff and the changing demographics of our community may be a key factor in the difficulty of recruiting and retaining staff . . . As this grant report is being prepared, SAFE is currently advertising for three full-time and two part-time positions. We offer competitive pay and benefits and are willing to take people with minimum training and experience. Yet after a month of advertising, we haven't had a single applicant for any of the positions.

—*Bristol Bay Native Association*

Finally, many tribes discussed the need to address how the sexual assault of adults and children affect the family and the community. Most communities lack specialized services to address these issues. The need for resources and tools is identified as fundamental to the healing process.

**GRANTEE PERSPECTIVE**

Over the grant funding period and this reporting period, we still see a great need for community awareness and involvement. In our area we continue to see too many women re-victimized by the systems of care. We have seen judges ridicule victims in court because "she and the abuser need to grow up, and think about the kids." We see attorneys asking for protective orders to be removed because "both parties are getting along now." We are also working to educate child welfare workers on why a families should not be threatened to have children taken from the primary caregiver/ abused mother. And we are working with family violence agencies threatening to report to child welfare because they are "mandated reporters." Many of our families are looking for help, and still many systems in place to protect [them] are not doing so. Therefore, it is with a heavy heart and great hope [that] we will see more mandated training and education for judges, attorneys and other service providers. We see police officers willing to file reports, willing to work with advocacy agencies, going above and beyond, only to have all their efforts rebuked in court by an attorney or judge. We also see a need to increase awareness in public housing authorities and agencies accepting HUD [U.S. Housing and Urban Development] Section 8 subsidies. Many of these agencies are not familiar with newer laws protecting families [from] violence.

*—Choctaw Nation of Oklahoma*

**GRANTEE PERSPECTIVE**

The areas of need that remain are to continue to provide safety for victims and survivors. Immediate shelter and safety is the primary need. This is to include a shelter for women who are experiencing sexual, domestic and dating violence, date rape, and stalking; and a safe place to go until the police arrive to pick them up to bring them into shelter. The law enforcement response time to the incidents can be up to two hours, if at all, due to the distance to Reservation communities which is substantial given the Reservation area and remoteness. A community coordinated response is needed to hold batterers and sex offenders accountable. Community education and awareness is necessary to provide victims and their families [the] knowledge of where they can go for help and to offer knowledge of what is violence and how to work toward preventing it in our communities.

*—Cheyenne River Sioux Tribe*





# Tribal Sexual Assault Services Program

The Violence Against Women Act of 2005 (VAWA 2005) created a sexual assault services program for Indian tribes, tribal organizations, and nonprofit tribal organizations. The Tribal Sexual Assault Services Program (T-SASP) provides federal funds to develop and implement direct intervention and related assistance to American Indian and Alaska Native (AI/AN) victims of sexual assault. T-SASP encourages tribal governments to increase the number of sexual assault victim advocates who are available to assist AI/AN women in Indian country.

Because tribes reflect great diversity of history, geographic location, language, socioeconomic conditions, and retention of traditional spiritual and cultural practices, the T-SASP tribal grantees are strongly encouraged to incorporate cultural and traditional practices (e.g., talking circles, healing ceremonies, sweat lodges) for those who have been sexually victimized.

## GRANTEE PERSPECTIVE

Prior to T-SASP funding, our Reservation did not have any coordination or assistance for victims of sexual assault. After hiring our sexual assault advocate, sexual assault cases have been taken more seriously and the cases have been worked in a more thorough manner. T-SASP funding has allowed us to have a set person to give 100 percent of their time to work with victims of sexual violence. The clients are more willing to go through with the case, in knowing that they have a dedicated advocate to be there for them through the full process. We have made amazing working relationships with all of the entities involved, which all coordinate with the sexual assault advocate.

*—Three Affiliated Tribes of Ft. Berthold*

### GRANTEE PERSPECTIVE

T–SASP funding has allowed the Spirit Lake Victim Assistance Program to focus solely on sexual assault victims/survivors. In the past 14 years that this program has been in operation, there has never been a position that focused on sexual assault victims/survivors, as the majority of the advocacy was being [focused] domestic violence issues. Historically, sexual assault in Native communities has been a topic that was not talked about, but in the past few decades with the help of many determined individuals, sexual assault crimes within Native communities has become a national topic of discussion. By implementing and utilizing the T–SASP grant and establishing a sexual assault advocacy component to the program, we have been able to focus on sexual assault victims/survivors, by giving them the attention and support they need, in order to work through and heal from their traumatic experience. Although the process has been slow, there have been more referrals from area professionals and community members, and victims/survivors are calling and inquiring about services. With the help of area spiritual leaders and elders, sexual assault victims/survivors are being educated about returning to their own cultural way of life, in an effort to empower and support their healing journey. Native rituals such as ceremonies and smudging with certain medicines are being taught to the victims/survivors, as ways of purifying and deep meditating.

—*Spirit Lake Sioux Tribe*

## General Grant Information

Information for this report was submitted by **12** individual T–SASP grantees<sup>238</sup> for the July 1, 2010 to June 30, 2011 progress report period. **Unless otherwise noted, data were included for both 6-month reporting periods.** The number of grantees reporting in each period was as follows:

- ▶ July–December 2010: **10**
- ▶ January–June 2011: **11**

## Staff

Tribal Sexual Assault Services Program-funded staff develop a coordinated community response, policies, and products. They provide victim services including advocacy, crisis intervention, legal assistance, court and hospital accompaniment, and transportation. Being able to hire staff is critical to the overall function and success of programs.

Grantees most often used grant funds for victim advocates.

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<sup>238</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 71. Full-time equivalent staff funded positions by T-SASP grantees**

Staff funded	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>4</b>	<b>10</b>
<b>Total FTE staff funded</b>	<b>2</b>	<b>7</b>
Victim advocates	1	3
Administrators	.5	1
Legal advocates	.5	1
Program Coordinator	.01	.53

FTE = full-time equivalent

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

#### GRANTEE PERSPECTIVE

The T-SASP funding has allowed the Seminole Nation program to provide an advocate who focuses solely on sexual assault victims. This funding has allowed victims to receive financial assistance that has made services available such as counseling, gasoline purchases for doctor appointments or court hearings, and assistance with other necessary items. Before funding, the services would not have been available to the victims we serve.

—*Seminole Nation of Oklahoma*

#### GRANTEE PERSPECTIVE

Through T-SASP we have been able to employ a full-time child therapist for the purpose of expanding the healing program for child victims of sexual assault and their non-offending family members. We were able to offer this therapist's time and expertise to assist with curriculum development for a middle-school aged group, held at a local middle school. We were able to have a representative at a community meeting to introduce the themed group, the concepts to be covered in the group, and encourage participation. The initiation of group therapy around themes such as grief and loss, healthy boundaries, and stress and anger management has been very well received. It has resulted in immediate opportunities for collaboration with other programs that were previously not engaged with our staff, including Youth Services—a natural ally, resource and referral source.

—*Tulalip Tribes of Washington*

## Policies

T-SASP grantees develop, revise, and implement policies to provide standardized guidance to organizations and professionals on sexual assault against AI/AN women.

Types of policies most frequently developed, revised, and implemented included appropriate response to victims/survivors to avoid or eliminate re-traumatization; advocate response to emergency room; confidentiality; procedures for anonymous, confidential, or Jane Doe reporting of sexual assault; and routine screening and referrals for sexual assault.

- ▶ Number of individual grantees using T–SASP funds for developing, revising, and/or implementing policies: **4** (33 percent of grantees)<sup>239</sup>

## Victim Services

The availability of a wide range of services to victims/survivors of sexual assault is a critical part of a coordinated community response. Victims may need crisis intervention, comprehensive support, and advocacy services that may include legal advocacy; medical and counseling services from health-care professionals; services from victim advocates, including safety planning, and accompaniment to forensic exams and to court.

It is crucial that sexual assault services be provided in a manner that addresses the specific cultural needs of AI/AN victims/survivors. The lack of culturally sensitive and appropriate services can pose daunting barriers to safety, justice, and healing. For example, victims may choose not to engage in services or may terminate services early if programs fail to incorporate issues of culture and language.

**It is crucial that sexual assault services be provided in a manner that addresses the specific cultural needs of American Indian and Alaska Native victims/survivors.**

- ▶ Number of individual grantees using funds for victim services: **9** (75 percent of grantees)<sup>240</sup>
- ▶ T–SASP grantees provided services to an average of **61** victims of sexual assault.<sup>241</sup>

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<sup>239</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>240</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

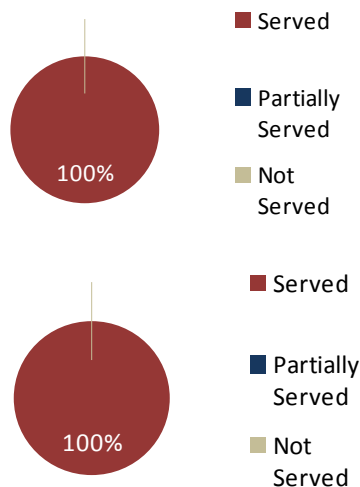
<sup>241</sup> This number represents a calculated average of both 6-month reporting periods.

**GRANTEE PERSPECTIVE**

To date, the legal advocate has assisted seven victims with crime victim compensation applications. The legal advocate helped families fill out applications by flying to their home villages. This increased our effectiveness on victim support in that tribal victims were able to be in a safe and comfortable environment, without feeling overwhelmed by having to travel to Nome. Our legal advocate provided culturally appropriate support services to the victims. In addition, the legal advocate was able to provide information on their cases as it has moved through the judicial system. Many of our victims are intimidated by the western judicial system, the legal advocate was able to bridge those cultural differences and explain the court system operations and definitions in terms understandable to them. The legal advocate provided referrals to victims for counseling services through Behavioral Health Services, in order to speak with a counselor who specializes in trauma, if the victims desire it.

—Kawerak, Inc., Alaska

**Victims Seeking Services**



**July–December 2010:**

- ▶ **36** victims/survivors sought services from T–SASP grantees.
- ▶ Of these, **36** (100 percent) victims/survivors received services.

**January–June 2011:**

- ▶ **85** victims/survivors sought services from T–SASP grantees.
- ▶ Of these, **85** (100 percent) victims/survivors received services.

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

The majority of victims/survivors served (**35–64** percent) were victimized by **other family or household members**.

**Table 72. Relationship to offender of victims/survivors served by the T-SASP grantees**

Relationship to offender	July–Dec 2010	Jan–June 2011	Percentage range
Current/former spouse or intimate partner	1	13	5–15
Dating relationship	0	3	0–4
Acquaintance	6	34	27–40
Other family or household member	14	29	35–64
Stranger	1	5	5–6

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

### **Demographics of Victims Served and Partially Served**

T-SASP grantees served or partially served an average of **61** victims/survivors in a 6-month reporting period.<sup>242</sup> The majority of those victims/survivors were **female** (86–91 percent) and between the ages of **25 and 59** (33–55 percent).

<sup>242</sup> This number represents a calculated average of both 6-month reporting periods.

**Table 73. Demographic characteristics of victims/survivors served by T-SASP grantees**

Characteristic	July–Dec 2010	Jan–June 2011	Percentage range
<b>Race/ethnicity</b>			
American Indian or Alaska Native	36	83	98–100
Asian	0	0	0
Black or African-American	0	0	0
Hispanic or Latino	0	0	0
Native Hawaiian or Pacific Islander	0	0	0
White	0	3	4
Unknown	0	0	NA
<b>Gender</b>			
Female	31	77	86–91
Male	5	8	9–14
Unknown	0	0	NA
<b>Age</b>			
0–6	6	7	8–17
7–12	7	10	12–19
13–17	1	9	3–11
18–24	10	12	14–28
25–59	12	47	33–55
60+	0	0	0
Unknown	0	0	NA
<b>Other</b>			
People with disabilities	2	4	5–6
People who are D/deaf or hard of Hearing	0	0	0
People with limited English proficiency	0	0	0
People who live in rural areas	17	85	47–100

NA = not applicable

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



## **Secondary Victims**

T–SASP grantees provided services to an average of **39** secondary victims. Secondary victims are individuals who are indirectly affected by domestic violence, dating violence, sexual assault, and/or stalking—e.g., children, siblings, spouses or intimate partners, grandparents, other affected relatives, friends, and neighbors.

## **Types of Victim Services**

T–SASP grantees provide an array of services to victims/survivors of sexual assault. These services include victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and support group/counseling. Victims/survivors of sexual assault often need a variety of services, including help with material goods and services, health-related issues, school-related issues, financial and transportation needs, and employment. Most victims/survivors have not been exposed to the justice system, so assistance from an advocate can help them navigate through the various legal processes.

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

Grantees report that the following services were provided most frequently (not a complete list) over the two 6-month reporting periods:<sup>243</sup>

- ▶ Victim advocacy: **101**
- ▶ Transportation: **81**
- ▶ Counseling/support group: **45**
- ▶ Crisis intervention: **43**
- ▶ Material assistance: **36**
- ▶ Employment counseling: **30**
- ▶ Civil legal advocacy/court accompaniment: **26**
- ▶ Criminal justice advocacy: **25**

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<sup>243</sup> Victims/survivors and children were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods. Only the most frequently reported categories of services are presented.

**GRANTEE PERSPECTIVE**

We are able to provide closed group sessions for sexual assault victims through weekly Talking Circles. Women from the community and the Mental Health Department have requested we provide these that solely address sexual assault, sexual abuse, and sexual violence. This grant enables our programming to provide this service as well as additional day-to-day advocacy services.

—Red Lake Band of Chippewa Indians

**GRANTEE PERSPECTIVE**

Services to victims are offered in a non-threatening environment with a worker who is familiar with the Yurok culture and adversities of reservation life. A 24-hour toll-free help line is provided to tribal members to reach a crisis worker in time of need. Services are provided in a sensitive, non-judgemental manner so as not to further intimidate or victimize the client. The T-SASP works with the Yurok Tribal Police who respond to 911 calls on the Reservation. The Yurok T-SASP services are provided in collaboration with other tribal programs such as Yurok Social Services, United Indian Health Services providers (includes Behavioral Health), substance abuse rehab programs, and other tribal based counseling providers. The Yurok Tribe has a Memorandum of Understanding established with both local county domestic violence/sexual assault shelters for use of sheltering and services when needed. Transportation services are provided to reach Yurok victims in isolated rural areas on the Reservation. Participation in Yurok cultural activities is highly encouraged to promote self esteem and to develop a sense of community belonging. The Yurok language is taught and its use is promoted to maintain tribal identity and customs.

—Yurok Tribe

**Hotline Calls**

- ▶ Of a total of **229** hotline calls received, half (**114**) were received from victims/survivors.<sup>244</sup>

**Victim-Witness Notification/Outreach to Victims/Survivors**

- ▶ Grantees reported a total of **201** unsolicited letters, phone calls, or visits to victims/survivors.<sup>245</sup>

<sup>244</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors, and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>245</sup> Number of notification and outreach activities is not unduplicated.

## Remaining Areas of Need

Largely, grantees indicated the need for acknowledgment and a comprehensive awareness of sexual assault within their communities. Although domestic violence has become more widely recognized in tribal communities, sexual assault still remains identified as somewhat of a taboo.

### GRANTEE PERSPECTIVE

Continuing to create a comprehensive community awareness remains to be of the greatest significance. The taboo that surrounds sexual assault creates a great need for education and awareness. Understanding that, the development of programs geared toward education is the key factor in breaking the cycle and the silence of sexual abuse.

*—Keweenaw Bay Indian Community*

Grantees expressed a need for communication among entities, specifically among law enforcement agencies, tribal courts, and behavioral health departments.

### GRANTEE PERSPECTIVE

{A challenge} the Spirit Lake Victim Assistance Program has encountered is the resistance to change. Although the tribal court system has the option to prosecute sexual assault cases prior to the cases entering the federal system, there is a breakdown in communication between the federal and tribal systems; therefore sexual assault cases are not being heard in the tribal court system and there are concerns with the treatment of sexual assault victims/survivors by judicial and law enforcement personnel. The Spirit Lake Victim Assistance Program hopes that with the help of education this will elevate the problem. The program has taken careful steps to approach various agencies with ideas to enhance community response, but there has been limited response. The program will continue to work with the agencies in an effort to improve the services to victims/survivors.

*—Spirit Lake Sioux Tribe*

By and large, tribal grantees in rural areas and isolated communities report slow response times to incidents and express a need for access to transportation for victims/survivors.

**GRANTEE PERSPECTIVE**

The most significant areas of remaining need in this tribal community besides prevention and community education that is specific to this reservation is for victims to call for help. There is such a stigma surrounding sexual assault and abuse that victims seem to choose to suffer in silence, rather than report and have the perpetrator prosecuted. Hopefully, increased community education and awareness, along with the knowledge of criminal prosecution will increase safety and reduce [sexual assault] crimes. Due to the isolation in areas of the Reservation, response times are lengthy. Hopefully, we can recruit some volunteers to help at times for reaching victims in remote areas. Increased funding for added public safety officer coverage would benefit isolated communities as well. Offender accountability is a big issue. If there is one perpetrator who victimizes multiple children and/or women but is not persecuted - the vicious cycle goes on. This program hopes to increase awareness of the T-SASP services so that victims will feel comfortable to come forward for help. Recently, a local school teacher reported five cases of child sexual abuse (ages 5 to 6) in just one class of 20 to 25 children. While these cases were reported, when children were questioned by law enforcement, there were no disclosures providing details, so it is difficult to investigate for prosecution. With increased sexual assault education in the schools, hopefully children will learn it is okay (safe) to report, even though they may have been threatened to keep silent.

—Yurok Tribe

Grantees also specified a need for culturally competent training of stakeholders and staff who work directly with victims/survivors. Training needs included topics specific to trauma-informed care, the process for registering and monitoring sex offenders, and how to keep victims/survivors notified of court activities and offender whereabouts.

**GRANTEE PERSPECTIVE**

A remaining area of need for sexual assault victims is more training that is culturally specific to shelter staff. A problem that seems to re-occur with sexual assault victims, as well as domestic violence victims residing in the non-tribal shelters is [a poor] understanding of the difference between customs and disrespect . . .

—Seminole Nation of Oklahoma

Safety was another need described by grantees. Without metal detectors in the court house, separate waiting rooms for victims/survivors and offenders, and a court marshal or bailiff on duty, victim/survivor safety is at risk. Creating further risk are the jurisdictional issues that exist between tribal and outside jurisdictions which impede full faith and credit orders issued from tribal courts.

**GRANTEE PERSPECTIVE**

Most significant areas of remaining need on the La Jolla Indian Reservation include: 1) transportation services given our remoteness and lack of public transportation; 2) lack of adequate law enforcement on the Reservation and a code/ordinance addressing sexual assault crimes; 3) services, both on and off the Reservation, for victims and perpetrators with alcohol/substance abuse addictions; and 4) men's leadership and organizing actions that hold their relative males accountable for their violent/disrespectful thoughts about women and girls and criminal behaviors.

*—La Jolla Band of Luiseno Indians*

**GRANTEE PERSPECTIVE**

Increasing Safety: In the big picture, an important aspect of increasing a victim's/survivor's safety is to educate the ADULT community, allying with strong voices for accountability and change, to create a culture of protection and honor of children and their right to a safe, non-violent community . . . Specifically, working with law enforcement and tribal court staff on issues related to court safety for petitioners during restraining order hearings, and ensuring that victims and families feel and are safe during the proceedings and at home in this small community is crucial and a complex issue on most Reservations. Limited court funding, small courthouses with very limited safety measures (no metal detectors, very few if any court marshals or bailiffs for court security, no separate waiting are for victims and supporters of offenders/suspects), jurisdictional issues arising between tribal and outside jurisdictions that impede giving full faith and credit to orders issuing from tribal court are just some of the issues facing our community.

*—Tulalip Tribes of Washington*

# Services to Advocate for and Respond to Youth Program

The Services to Advocate for and Respond to Youth Grant Program (Youth Services Program) funds projects that provide direct intervention and related assistance services for youth victims and survivors of domestic violence, dating violence, sexual assault, and stalking that are designed to meet the specific needs of youth and young adults.

Youth Services Program grantees are required to provide direct counseling and advocacy for youth and young adults (ages 13–24) who have experienced domestic violence, dating violence, sexual assault, or stalking. Grantees may also provide mental health services, legal advocacy, and other services such as childcare, transportation, educational support, and respite care.

**Youth Services Program grantees must also provide culturally, linguistically, and community relevant services to meet the needs of underserved populations.**

In response to the specific challenges faced by youth and young adult survivors who come from diverse communities, Youth Services Program grantees must also provide culturally, linguistically, and community relevant services to meet the needs of underserved populations, or linkages to existing services within their community.

Youth Services Program grantees are also required to complete a planning phase during which a needs assessment, strategic plan, and policies must be completed and submitted to OVW for review and approval before implementing their project.

## **GRANTEE PERSPECTIVE**

Youth Services Program funds have allowed GEMS [Girls Educational and Mentoring Services] to hire an additional Alternative to Incarceration Coordinator, thereby helping the organization to better meet the needs of its largest sub-population—victims of commercial sexual exploitation involved in the criminal court system. A growing number of program participants coming from New York City criminal courts are now met with more intensive one-on-one case management services.

*—Girls Educational and Mentoring Services, New York*

### GRANTEE PERSPECTIVE

Before we received Youth Services Program funds, our agency was challenged with coordinating services between service providing organizations. Now with the Beyond Survival Collaboration we are able to have a "Wrap-Around" approach to address the needs of the young women. For example, if a young woman comes in to Mission Girls and asks for therapy, Mission Girls can call us and we set up a therapy referral and they are immediately seen the following week and can continue therapy for up to 15 sessions. This coordination was not happening prior to the Beyond Survival Collaboration. The Center for Young Women's Development did not have the capacity or resources to involve former participant and alumni in a meaningful way. With support from this grant we have opened up opportunities for young women to give back to their communities and earn some money. We are certifying young women (100% are survivors) as sexual assault counselors and paying them a monthly stipend to provide peer-to-peer counseling. Young women are disclosing more to their peers and have reported to us that they feel more hopeful because they can see that change right in front of them.

—*The Center for Young Women's Development, California*

### GRANTEE PERSPECTIVE

The Youth Services Program funding has allowed Pathfinders to create the first advocate in Milwaukee that is designated for youth services. With the city-wide needs assessment completed and results pointing to no youth specific advocacy, the Youth Anti-Violence Advocate has been a needed and valuable addition. Our organization works specifically with runaway and homeless youth, LGBT youth, sexually exploited, and traumatized youth. Having a designated staff who can help youth navigate through the medical and legal systems, provide emotional support, and help youth access their resilience to cope with their trauma is invaluable.

—*Counseling Center of Milwaukee, Wisconsin*

## General Grant Information

Information for this report was submitted by **23** individual Youth Services Program grantees<sup>246</sup> for the July 1, 2010 to June 30, 2011 progress report period. Unless otherwise noted, data were included for both 6-month reporting periods. The number of grantees reporting in each period was as follows:

- ▶ July–December 2010: **22**
- ▶ January–June 2011: **23**

*Nine percent of Youth Services Program grantees reported that their grants specifically addressed tribal populations.*

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<sup>246</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Nine** percent of Youth Services Program grantees reported that their grants specifically addressed tribal populations; these grantees identified **2** unique tribes or nations they were serving or intended to serve.

**Sixty** percent of Youth Services Program grantees are non-profit, non-governmental entities whose primary purpose is to provide services to teen and young adult victims of sexual assault, domestic violence, dating violence, or stalking.

**Nine** percent of Youth Services Program grantees are community-based organizations specializing in intervention or violence prevention services for youth.

**Twenty-two** percent of Youth Services Program grantees are non-profit, non-governmental entities that services for runaway or homeless youth affected by domestic or sexual abuse.

## Staff

Youth Services Program-funded staff develop a coordinated community response; develop policies and products; provide training and outreach; and provide victim services including advocacy, counseling, crisis intervention, legal assistance, and court and medical accompaniment to increase victim safety and offender accountability. The ability to hire staff is critical to the overall function and success of programs.

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

**Table 74. Full-time equivalent staff positions funded by Youth Services Program grantees**

Staff funded	July–Dec 2010	Jan–June 2011
<b>Grantees using funds for staff</b>	<b>10</b>	<b>23</b>
<b>Total FTE staff funded</b>	<b>3</b>	<b>26</b>
Program Coordinator	1	10
Victim advocates	.8	7
Administrators	.7	3
Counselor	.1	5

FTE = full-time equivalent

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



### GRANTEE PERSPECTIVE

Our agency, as a result of the Youth Services Program, is able to provide a sexual assault advocate on-site at the low-barrier day shelter for homeless and street-involved youth. This is a highly victimized and targeted population for the crime of sexual assault, but they will not access or seek services. Plainly stated, if we do not go to them, they will never receive services. With the on-site staff hours in addition to the commitment of our grant partners, we are now providing a much needed program for an under-served population. We also serve housed youth, and a full-time youth advocate means having time to do outreach to other youth service organizations such as universities and law enforcement. Funding has also offered a system for the Advocate to be more accessible to young clients. The advocate has a cell phone with texting capabilities, so she can communicate with young clients the way they are comfortable communicating. Having a cell phone has increased communication with young clients.

—*Sexual Assault Response Services of Southern Maine*

### GRANTEE PERSPECTIVE

Before Day One received this funding, our agency did not have social work staff on site to offer emotional and case management support to clients as they navigate the legal system. The legal system is a difficult institution to navigate for anyone, particularly if they are involved with the court because of abuse/trauma. We facilitate a more positive and successful experience for our clients than they would have if they did not work with Day One. Our Social Worker meets youth "where they're at" to offer highly individualized assessments and interventions to each client. Examples include cognitive behavioral therapy techniques that the social worker shares with the clients in order to minimize re-traumatization and increase self esteem and the ability to tolerate strong emotion; financial coaching sessions to increase clients' economic independence; and age appropriate referrals to parenting classes, shelters, and other needed services.

—*Fund for the City of New York*

## Victim Services

Victims/survivors need comprehensive support services that meet a wide array of needs. Grantees may provide advocacy and support to the victims/survivors as they seek a protection order; accompany victims/survivors during medical procedures such as a sexual assault forensic examination; and provide safety planning; accompaniment to court, shelter, transportation, and job training.

- ▶ Number of individual grantees using funds for victim services: **12** (52 percent of grantees)<sup>247</sup>

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<sup>247</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

- ▶ Youth Services Program grantees provided services to **501** victims/survivors of sexual assault, domestic violence, dating violence, and stalking.

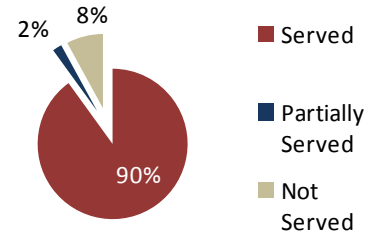
## Victims Seeking Services

### July–December 2010:

- ▶ **0** victims/survivors sought services from Youth Services Program grantees.<sup>248</sup>

### January–June 2011:

- ▶ **542** victims/survivors sought services from Youth Services Program grantees.
- ▶ Of these, **501** (92 percent) victims/survivors received services, and **41** (8 percent) were not served.



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

## Reasons Victims Were Not Served or Were Partially Served

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

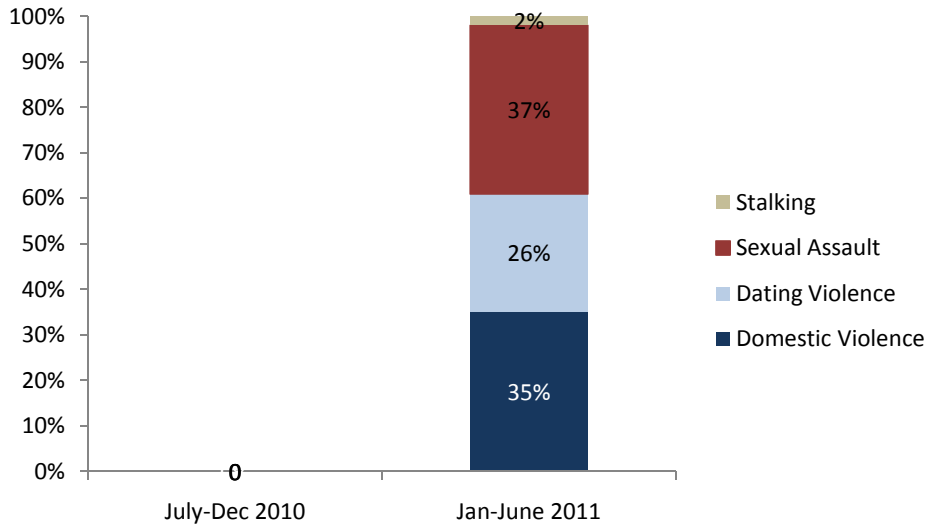
- ▶ Program rules not acceptable to victim/survivor
- ▶ Conflict of interest
- ▶ Victim/survivor did not meet statutory requirements
- ▶ Program reached capacity
- ▶ Services inappropriate or inadequate for victims/survivors with mental health issues
- ▶ Services were not appropriate for victim/survivor

## Victims Served by Primary Type of Victimization

More than **60** percent of the victims/survivors served during the one reporting period received services for **domestic violence and dating violence**.

<sup>248</sup> Grantees were engaged in planning activities during first reporting period; therefore, provision of services did not begin until the following reporting period (January –June, 2011).

**Figure 17. Provision of victim services by Youth Services Program, by type of victimization<sup>249</sup>**



The majority of victims/survivors served or partially served (**45 percent**) were victimized in a **dating relationship**.

**Table 75. Relationship to offender of victims/survivors served by the Youth Services Program**

Relationship to offender	July-Dec 2010	Jan-June 2011	Percent
Current/former spouse or intimate partner	0	117	24
Dating relationship	0	221	45
Other family or household member	0	83	17
Acquaintance	0	67	14

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

<sup>249</sup> The overall number of victims/survivors served represents an unduplicated count; this means that each grantee counts the victim/survivor only once, regardless of the number of times that victim/survivor received services during each reporting period. Because victims/survivors can only be counted once, they must be reported under only one primary victimization. It is not uncommon for victims/survivors to experience more than one type of victimization (e.g., domestic violence and stalking, or domestic violence and sexual assault), but the reported percentages of sexual assault, domestic violence, dating violence, and stalking victims/survivors served do not reflect that fact.

## **Demographics of Victims Served and Partially Served**

Youth Services Program grantees served or partially served **501** victims/survivors in a 6-month reporting period. The majority of those victims/survivors were **Black or African-American** (42 percent), **female** (88 percent), and between the ages of **13 and 17** (46 percent).

**Table 76. Demographic characteristics of victims/survivors served by Youth Services Program grantees**

Characteristic	July–Dec 2010	Jan–June 2011	Percent
<b>Race/ethnicity</b>			
American Indian	0	7	2
Asian	0	9	2
Black or African-American	0	156	42
Hispanic or Latino	0	123	33
Native Hawaiian or Pacific Islander	0	9	2
White	0	89	24
Unknown	0	128	NA
<b>Gender</b>			
<b>Victims/survivors</b>			
Female	0	437	88
Male	0	57	12
Unknown	0	7	NA
<b>Age</b>			
13–17	0	200	46
18–21	0	188	44
22–24	0	43	10
Unknown	0	70	NA
<b>Victims/survivors</b>			
People with disabilities	0	22	4
People who are D/deaf or hard of hearing	0	2	<1
People with limited English proficiency	0	20	4
People who are immigrants/refugees/asylum seekers	0	16	3

NA = not applicable

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

## **Types of Victim Services**

Youth Services Program grantees provide an array of services to victims/survivors of sexual assault, domestic violence, dating violence, and stalking. These services include victim advocacy (actions designed to help the victim/survivor obtain needed resources or services), crisis intervention, and support group/counseling.

Victims/survivors of sexual assault, domestic violence, dating violence, and stalking often need a variety of services, including help with material goods and services, health-related issues, school-related issues, financial and transportation needs, employment, and legal issues.

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

Grantees report that the following services were provided most frequently (not a complete list):<sup>250</sup>

- ▶ Counseling/support group: **438**
- ▶ Transportation: **256**
- ▶ Material assistance: **199**
- ▶ Victim advocacy: **135**
- ▶ Civil legal advocacy/court accompaniment: **119**
- ▶ Criminal justice advocacy: **115**
- ▶ Crisis intervention: **92**

### **GRANTEE PERSPECTIVE**

Open Door Youth Services and Children's Services Society have partnered to allow program use of foster homes on a voluntary basis for respite. This partnership would not have been feasible without funding to reimburse the foster homes. We are proud to have this option available for youth and their families. In February of this year, Open Door Youth Services in partnership with Harmony Cafe has begun a LGBT support group for youth. Open Door Youth Services and Sexual Assault Center staff are able to co-facilitate these groups with increased position funding.

—*Family Services of Northeast Wisconsin*

## **Shelter Services**

Youth Services Program grantees provided transitional housing to **9** victims/survivors and **1** family member for a total of **1,389** bed nights.

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<sup>250</sup> Victims/survivors were reported once for each category of service received in each reporting period. However, victims/survivors may have received multiple services in the same reporting period. Only the most frequently reported categories of services are presented.

**GRANTEE PERSPECTIVE**

Before the grant, we kept our clinical departments separated by adult and child (under the age of 18). Our interns and staff did not collaborate as much and at times we duplicated services. Since the grant award, we have been able to take one of our children's counselors and allow her to focus on cultivating the services for the 13 to 24 year-old age group. We have also been able to expand our geographical reach. The grant money has helped us to open an advocacy center in another part of the county and hire a counselor . . . We hope that having both programs within walking distance to the courthouse will make us more accessible to those rural communities on the west side of our county.

—*Domestic Violence Resource Center, Oregon*

**Hotline Calls**

- ▶ Of a total of **1,356** hotline calls received, almost a quarter (**328**) were received from victims/survivors.<sup>251</sup>

**Victim-Witness Notification/Outreach to Victims/Survivors**

- ▶ Grantees reported a total of **74** unsolicited letters, phone calls, or visits to victims/survivors.<sup>252</sup>

**Remaining Areas of Need**

Youth Services Program grant recipients cited several areas of remaining need. Among them are safe shelter options for homeless and runaway youth, as well as transitional and long-term housing availability. Grantees also reported gaps in service within rural communities and challenges to providing transportation to services in more urban areas.

**GRANTEE PERSPECTIVE**

There is a great, yet underreported, need for shelter and safe home options for minor youth victims who could not get parental permission to stay at a shelter, and thus feel trapped in in their homes where they are subjected to sexual abuse and incest.

—*Spectrum Youth & Family Services, Vermont*

<sup>251</sup> Number of calls is not unduplicated. In addition to victims/survivors, hotlines receive calls from intimate partners, family members, friends, and co-workers of victims/survivors, and from members of the general public requesting information, some of whom may be victims/survivors but who do not identify themselves as such.

<sup>252</sup> Number of notification and outreach activities is not unduplicated.

Grantees also report that access to services for minors remains a challenge as parental consent is often necessary. This can be complicated when a parent is also the perpetrator of abuse or the non-abusing parent is complicit. Appropriate civil legal representation is needed to address youth-specific issues, including protection orders, emancipation, custody, and divorce.

**GRANTEE PERSPECTIVE**

A few of the challenges that we're continuing to see are those around (1) legal needs and rights of young adolescent mothers; (2) the lack of permanent housing options available to young women in domestic and dating violence situations; and (3) access to culturally and linguistically relevant services, i.e. mental health, social services, etc.

*—Casa de Esperanza, Minnesota*

Additionally, the need to establish trust with youth victims remains a key barrier to providing effective support. Grantees also cited the need for effective outreach and education within schools and community agencies in order to build broad-based support for youth victims. Finally, the lack of training and protocols regarding victims of commercial sexual exploitation of minors remains an important issue.

**GRANTEE PERSPECTIVE**

Building trust within youth communities, improving access to a variety of legal and social service options, and supporting young people in a culturally competent way takes time that few institutions and service providers are willing or able to commit . . . The idea that it's "just puppy love" or that young people can leave violent relationships more easily than their adult counterparts contributes to a climate in which many young people are not willing to come forward and talk about the abuse that they are experiencing. This, combined with the developmentally appropriate stage of mistrust of authority and reliance on their peers, creates situations in which it is extremely difficult for young people to seek help.

*—Fund for the City of New York*

**GRANTEE PERSPECTIVE**

Education about the dynamics of domestic and dating violence, stalking, and sexual assault is essential for our community to know that what is happening to them is not right. As a result of educating our youth and the community that they live in, they will be more aware and confident in reporting incidents and reaching out to agencies for assistance during traumatic events.

*—Menominee Indian Tribe of Wisconsin*

# Grants to State Sexual Assault and Domestic Violence Coalitions Program

The Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program) funds state-level coalitions to collaborate and coordinate with relevant federal, state, and local entities. State sexual assault coalitions and state domestic violence coalitions have played a critical role in advancing the goals of VAWA, serving as a collective voice to end violence against women through collaboration with federal, state, and local organizations. Coalitions consist primarily of organizational members (e.g., sexual assault programs, domestic violence programs, tribal victim services agencies, and other victim services agencies) but may also include individual members.

Statewide sexual assault coalitions provide direct support to member rape crisis centers through funding, training and technical assistance, public awareness activities, and public policy

**State sexual assault coalitions and state domestic violence coalitions have played a critical role in advancing the goals of VAWA . . .**

advocacy. Statewide domestic violence coalitions provide comparable support to member battered women's shelters and other domestic violence victim service providers. In some states and territories, these support services are provided through a dual sexual assault and domestic violence coalition. A number of states have more than one state sexual assault and/or domestic violence coalition.

By statute, funds under the State Coalitions Program may be used for the following purposes:

- Coordinating state victim services activities.
- Collaborating and coordinating with federal, state, and local entities engaged in violence against women activities.

Examples of activities that may be supported by the State Coalitions grant funds are as follows:

- Providing training and technical assistance to member agencies.
- Expanding the technological capacity of coalitions and/or member agencies.
- Developing or enhancing appropriate standards of services for member programs, including culturally appropriate services to underserved populations.



- Conducting statewide, regional and/or community-based meetings or workshops for victim advocates, survivors, legal service providers, and criminal justice representatives.
- Bringing local programs together to identify gaps in services and to coordinate activities.
- Increasing the representation of underserved populations in coordination activities, including providing financial assistance to organizations that serve underserved communities to participate in planning meetings, task forces, committees, etc.
- Engaging in activities that promote coalition building at the local and/or state level.
- Coordinating federal, state and/or local law enforcement agencies to develop or enhance strategies to address identified problems.

Grant funds may also be used for the following activities:

- Working with local sexual assault programs and other providers of direct services to encourage appropriate responses to sexual assault within the state or territory.
- Working with judicial and law enforcement agencies to encourage appropriate responses to sexual assault cases.
- Working with courts, child protective services agencies, and children's advocates to develop appropriate responses to child custody and visitation issues when sexual assault has been determined to be a factor.
- Designing and conducting public education campaigns.
- Planning and monitoring the distribution of grants and grant funds to their state or territory.
- Collaborating with and informing Federal, State, and local public officials and agencies to develop and implement policies to reduce or eliminate sexual assault.

**GRANTEE PERSPECTIVE**

Effectiveness of this grant allows the Coalition easier canvassing of villages to assess opinions and information. It also gives us a strong platform and voice within the inter-agencies and especially with the communities. Our efforts are more grounded, focused and community centered, allowing us to communicate by applying the personal approach. The communities' reactions and responses to our awareness presentations tailored to our personal stories of innocence, ignorance, tragedy, and deliverance are opening more doors and demands for our office. (This is still an unexplored area for our people to expose ourselves to the public.) These are frightening steps that are bearing fruit within the community, to encourage the victims and their families to report. Through our presentations, we take the ostentation of a victim's plight and turn it into "courageous action". We take the shame and give the victim dignity; we take away their darkness and direct them towards the light. Through collaboration with other agencies, the victims are referred and accompanied to the appropriate office as needed. In general, with our creative method of taking awareness to the community . . . it is stirring up the talk and resulting in increased reporting and, therefore, heightening the effectiveness of the Coalitions work.

**GRANTEE PERSPECTIVE**

During the project period, MCADSV continues its Language Access Project, an intensive technical assistance program examining different approaches so local programs can ensure [that] non-English speaking survivors can access culturally competent services. Six diverse programs from throughout Missouri are participating in this project. This project would not be possible without State Coalitions Program funds, which aids in travel costs for participants, some of whom must travel more than 400 miles roundtrip to participate in the project... State Coalitions Program funding also has allowed the Coalition to continue its Shelter Rules Project, an innovative and intensive technical assistance program examining difference approaches for how residential programs can implement varied methods to enhance communal living and reduce rules within shelter programs. State Coalitions Program funding pays for the travel costs for advocates from throughout the state to attend meetings and participate in the program. These programs spent a year examining their current rules and the philosophy behind them with the common goal of ensuring the best-possible and least-invasive services to victims of domestic violence and to work toward a truly woman-defined program structure.

*—Missouri Coalition Against Domestic and Sexual Violence*

### GRANTEE PERSPECTIVE

Getting into churches in the south is very important. We need pastors to give our agencies the "okay" so that their congregations will seek us out in crisis. We have also been able to train pastors so they do not re-victimize victims, which isn't something they set out to do but, without proper information, even when they are trying to help they can sometimes do the opposite. We were actually training in Moulton and pastors began to start leaving and we thought they were angry... instead they got in their cars and went and picked up other pastors or went into the hallway to call and tell other pastors to come. This truly brought tears to this writer's eyes because this has been such a long time coming. This speaks to what funding and hard work can do!

—Alabama Coalition Against Rape, Inc.

## General Grant Information

Information for this chapter was submitted by **89** individual State Coalitions Program grantees<sup>253</sup> for the July 1, 2009 to June 30, 2011 progress report period. The number of grantees reporting in each 6-month period was as follows:

- ▶ July–December 2009: **88**
- ▶ January–June 2010: **84**
- ▶ July–December 2010: **89**
- ▶ January–June 2011: **85**

**Thirty-six** percent of the grantees reporting were domestic violence coalitions, **36** percent were sexual assault coalitions, and **24** percent were dual sexual assault/domestic violence coalitions.

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<sup>253</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

## Staff

State Coalitions Program staff provide training, education, and technical assistance to help end violence against women and hold offenders accountable. Grantees most often used funds for program coordinators and administrators.

- ▶ Number of individual grantees using funds for staff: **88** (99 percent of all grantees)<sup>254</sup>

**Table 77. Full-time equivalent staff funded positions by State Coalitions Program grantees**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Grantees using funds for staff	84	84	88	85
Total FTE staff funded	120	121	125	119
Program coordinators	38	38	39	36
Administrators	31	34	34	34
Support staff	13	16	15	14
Technical assistance providers	8	9	10	10
Trainers	7	4	6	5
Systems advocate	7	4	5	6

FTE = full-time equivalent

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

### GRANTEE PERSPECTIVE

In most instances the public policy director (PPD) is the only policy person educating our state and federal policymakers on issues such as women's right to equal pay, job security, housing protections, minimum wage, firearms and safety issues, and numerous other areas. If our PPD does not address these issues, they don't get addressed. No other organization in the state does what our Coalition does. Also our programs use the legal assistance provided by our PPD in policy development and drafting of by-laws, [which] they would otherwise have to pay for. Having this position in the Coalition gives the Coalition another way to serve our member programs and takes away some of the stress that they deal with instead of adding to it. This gives the programs more time and resources to serve the victims and their children instead of having to spend all their time and resources on areas they aren't familiar with or can't afford to get help with.

—*Wyoming Coalition Against Domestic Violence and Sexual Assault*

<sup>254</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

### GRANTEE PERSPECTIVE

The State Coalitions grant provides critical support for personnel required to carry out our coalition's work. Specifically, it provides substantial support for our education specialist and our community operations coordinator. The education specialist provides the training to all of Iowa's sexual assault victim's advocates and training for cadets at the Iowa Law Enforcement Academy (ILEA), as well as specialized training when requested by youth-serving agencies, educational institutions, substance abuse treatment providers, and others who are interested in providing better services to sexual assault survivors. She is essential to our multi-disciplinary and collaborative efforts. Our community operations coordinator supports our work in communities of color by organizing and staffing the Women of Color Advisory Network (WOCAN). WOCAN provides IowaCASA with guidance and initiative on assisting communities of color's response to sexual assault. Additionally, she facilitates the Sexual Assault Trauma and Abuse Groups, maintains our IowaCASA sexual assault certification program, coordinates all continuing education, and currently serves as our webmaster.

—*Iowa Coalition Against Sexual Assault*

## Training

As states, territories, and communities develop coordinated responses to reduce violence against women, high-quality training is of paramount importance in the development of effective strategies. Grantees train coalition members and other professionals to improve their response to victims of sexual assault, domestic violence, dating violence, and stalking and to increase offender accountability.

The most common topics of training events were advocate response to victims/survivors; child witnesses; confidentiality; cyberstalking, dating violence overview dynamics and services; domestic violence overview, dynamics, and services; drug-facilitated sexual assault; and forensic evidence collection and documentation.

- ▶ Number of individual grantees using funds for training: **84** (94 percent of all grantees)<sup>255</sup>
- ▶ Total number of training events: **4,339**
- ▶ Total number of people trained with State Coalitions Program funds: **107,947**

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<sup>255</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**Table 78. People trained with State Coalitions Program funds: selected professional positions**

Position	People trained (N =107,947)	
	Number	Percent
Victim advocates	39,624	37
Multidisciplinary	16,191	15
Law enforcement officers	10,124	9
Child welfare workers/children's advocates	3,597	3
Government agency staff	3,471	3
Health professionals	3,133	3
Attorneys/law students	2,968	3

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

#### GRANTEE PERSPECTIVE

INCASA [Indiana Coalition Against Sexual Assault] has been able to really expand and sustain a strong training agenda with capacity building support from the Office on Violence Against Women State Coalition's Program grant. Partnership with the Indiana Prosecuting Attorney's Council enables the only state level training for prosecutors on prosecuting sex crimes to happen. Nearly every prosecutor attends and this seems to be the only opportunity we have to raise awareness and educational levels with prosecutors.

—*Indiana Coalition Against Sexual Assault*

### GRANTEE PERSPECTIVE

Without funding, Oklahoma Coalition Against Domestic Violence and Sexual Assault (OCADVSA) could not maintain its high level of trainings provided across the state on the topics of domestic violence, sexual assault, stalking, and human trafficking. Oklahoma is a very rural state, and law enforcement and service providers do not often have the necessary funding to travel to obtain the training and information they need to work with victims. OCADVSA staff, because of [VAWA] funding, is able to travel across the state, training law enforcement and service providers on the issues of domestic and sexual violence, stalking, and human trafficking. One project that would not be possible without State Coalition Program funding is our annual advocate seminar "It's OK to Burn Out; Just Don't Make an Ash of Yourself". This is a 2½ -day intensive training where advocates are able to work therapeutically with a licensed mental health professional to deal with burnout and vicarious trauma that are so pervasive among those working with traumatized individuals. Six month follow up with attending advocates find self -reporting of a more positive impact in service delivery to clients and improvement in coping skills to ward off vicarious trauma and burnout. Reports from supervisors indicate that staff turnover and strife among staff has decreased.

—*Oklahoma Coalition Against Domestic Violence and Sexual Assault*

## Technical Assistance

State Coalitions Program grantees provide technical assistance to member programs through site visits and other consultations. Consultations may include in-person, telephonic, electronic, or other types of contact with programs. The goal of technical assistance is to improve the response of professionals and organizations to victims/survivors of sexual assault, domestic violence, dating violence, and stalking by improving organizational infrastructure; developing, revising, and implementing policies, protocols and procedures; and providing materials on relevant issues.

The most common topics of technical assistance included the following: curricular and training issues, coordinated community response, state policies and practices, program development, local policies and practices, safety planning, and victim service administration and operations.

- ▶ Number of individual grantees using funds for technical assistance: **85** (96 percent of grantees)<sup>256</sup>
- ▶ Total number of technical assistance site visits: **3,661**
- ▶ Total number of other technical assistance consultations provided: **146,181**

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<sup>256</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

- ▶ Total technical assistance (site visits and consultations) provided: **149,842**

#### GRANTEE PERSPECTIVE

We had an advocate call last week with a delicate situation, asking for technical assistance. Since that is often the case, one of her first comments was “I just need a direct line to your office.” That comment summarizes our coalition's role in our state: we serve as a safety net for those providing services to sexual assault and stalking victims. Many allied professionals just do not have the training, resources or background to handle the many nuances that often are part of complicated cases. Through our resources and technical assistance, we help them provide the quality of services that victims deserve.

—*West Virginia Foundations for Rape Information Services*

## Products

State Coalitions Program grantees develop and revise a variety of products for distribution, including brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of the products is to provide standardized information to professionals and organizations about sexual assault, domestic violence, dating violence, and stalking. The target audiences for the products include member organizations and other local, statewide, and tribal agencies that address sexual assault, domestic violence, and stalking; the general public and victims/survivors.

- ▶ Number of individual grantees using funds for products: **59** (66 percent of grantees)<sup>257</sup>
- ▶ Total number of products developed or revised: **1,261**
- ▶ Total number of products used or distributed: **6,195,780**<sup>258</sup>

#### GRANTEE PERSPECTIVE

Last fall, the MENs Committee finished the delivery of its newly developed curriculum to engage men and boys in the violence against women movement. They received a tremendous amount of positive feedback from students who participated. Those students also decided to continue meeting on their own to discuss the issues, even after the organized class was over.

—*Illinois Coalition Against Domestic Violence*

<sup>257</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>258</sup> This number includes 4,857,282 website page views.



### GRANTEE PERSPECTIVE

This quarter this funding, coupled with some additional [American Recovery and Reinvestment Act] (ARRA) funds, allowed us to develop a teen dating violence/healthy relationship/electronic victimization Application (APP); which to our knowledge is the first of its kind in the country. Funding allowed us to take the necessary steps, such as facilitating over 20 focus groups with teens, to insure that the development of the APP and all information included was directed by teens...During this reporting period, we launched TD411, a healthy teen relationship APP for download to an iPhone or Android phone. TD411 also has a back- up microsite, [www.td411.org](http://www.td411.org). We would like to expand our video capabilities by using YouTube and creating a [Connecticut Coalition Against Domestic Violence] CTCADV channel.

—*Connecticut Coalition Against Domestic Violence*

## Underserved Populations

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

- ▶ Number of individual grantees using funds to address underserved populations: **83** (93 percent of grantees)<sup>259</sup>

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

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<sup>259</sup> This number reflects an unduplicated count of grantees; grantees are counted only once, even if they reported data in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

The issue of domestic and sexual violence among the lesbian, gay, bisexual, transgender, and queer (LGBTQ) community is one that is surrounded by misconceptions and its prevalence is often underestimated by victim service providers. In an effort to help programs in Tennessee better serve this marginalized group, a special workshop at our annual conference was presented entitled, "Out of the Closet and Into Your Office." ... the goal of this workshop was to help participants offer more inclusive services to LGBTQ survivors by increasing their understanding of the LGBTQ community. Reasons why LGBTQ victims fail to seek services such as a fear of coming out to multiple people, being a member of a small community, and homophobic attitudes by law enforcement and medical staff were discussed... When asked what action steps participants will take as a result of this workshop one person responded, "Change our forms/retainers/how we question and approach our clients" and another wrote, "It has gotten me to think about my staff and any biases that are affecting our abilities to serve [this] population."

—*Tennessee Coalition Against Domestic and Sexual Violence*

**GRANTEE PERSPECTIVE**

During this period, we have heavily concentrated on public awareness outreach on the island of St. John. We have gone into different public locations across the island to reach under-served Latino populations (newer immigrants now in larger numbers) in Spanish as well as the general population. This is a very isolated community in that its primary financial and image emphasis is on tourism, so very little is ever addressed about local issues in public forums. It [the outreach effort] has been well received because people do speak with our outreach staff about their problems. In turn, they are referred for services. They also request additional handout materials and have commented that we are providing a much needed and appreciated activity for the community.

—*Women's Coalition of St. Croix, Virgin Islands*

## Remaining Areas of Need

The remaining areas of need most often cited by State Coalitions Program grantees included the economic self-sufficiency of victims/survivors to prevent them from returning to their abuser and transitional and permanent housing to provide stability and security for victims/survivors.

**GRANTEE PERSPECTIVE**

Economic barriers continue to challenge victims' ability to escape abuse, become self-sufficient, and put protections in place to try to avoid further threats of violence. Lack of access to affordable housing, transportation, health care and living wage income/employment remain formidable obstacles for victims' safety-seeking strategies. Domestic violence programs need more resources to directly assist victims with these basic needs. Otherwise, victims are often faced with the difficult choice of enduring violence or struggling in poverty.

*—West Virginia Coalition Against Domestic Violence*

Grantees documented that there is a great need to train professionals, including law enforcement, judges, prosecutors, service providers, and healthcare workers, to work effectively with victims/survivors. Education for community members was also mentioned as being vital to improve their community's awareness and response.

**GRANTEE PERSPECTIVE**

Another large factor to consider with remaining need is the necessary increase of education and training for professionals working in the field. Special accommodations and considerations for underserved populations, basic sensitivity training, and even education on the statutes, laws, and available services would benefit the victim service field exponentially. Similarly, community awareness of these available resources and rights also must be improved. This is important not only in connecting victims to the services they need, but also in securing more comprehensive data collection, understanding of the victim issues, and the reporting and prosecution of sexual offenders. All of these issues connect to offender accountability in a variety of ways, but most clearly in that victims must report for offenders to be held accountable, legal professionals and court staff must understand how to appropriately proceed and sentence, and corrections staff must be equipped to track and address.

*—Arizona Sexual Assault Network*

Consistently cited is the need for protocol and policy development, with a particular emphasis on sex-offender management, bullying, and protection order issuance and enforcement.

**GRANTEE PERSPECTIVE**

Improvement of monitoring and compliance with domestic violence/sexual violence (DV/SV) protocols is also urgent. Batterer and sex offender programs need to be increased and closely monitored for effectiveness. In Puerto Rico, we continue confronting challenges with the integration of services. There is a lack of coordinated response between agencies such as the Police Department, the Family Department, the Department of Education, the Department of Justice and the Womens Advocates Office, partly due to massive political changes confronted in the last three years. There are agency intervention protocols in place in health facilities, but there is no integrated response protocol. It is important to integrate them in order to have a more appropriate response to victims.

—*Coordinadora Paz Para La Mujer, Puerto Rico*

Other needs mentioned with regularity are new, enhanced services for underserved populations, with an emphasis on victims/survivors who are immigrants, who live in rural communities, and who are trafficked.

**GRANTEE PERSPECTIVE**

There remains a need for the domestic violence community to engage with diverse and often under-represented communities across Hawaii. While some features of domestic violence are universal, many are more specific to the experience of survivors from diverse communities. Hawaii has significant populations of Asian/Pacific Islander and immigrant communities. It is essential to find culturally relevant approaches that promote safety and well-being for survivors and their families in ways that are meaningful to them. Increasing access to services through language is an oft sidelined issue for survivors. For immigrant survivors, services that address legal status in light of domestic violence issues are fundamental to providing safety.

—*Hawaii State Coalition Against Domestic Violence*

**GRANTEE PERSPECTIVE**

Human trafficking, both international as well as domestic trafficking of minors, is a significant issue in Texas that is just beginning to get some of the attention it deserves. I believe this will continue to be a problem for years to come.

—*Texas Association Against Sexual Assault*



# Technical Assistance Program

Since 1995, OVW's Technical Assistance Program (TA Program) has provided VAWA grantees with the training, expertise, and problem-solving strategies they need to meet the challenges of addressing domestic violence, sexual assault, dating violence, and stalking. OVW's technical assistance projects offer educational opportunities, conferences, peer-to-peer consultations, site visits, and tailored assistance that allows VAWA grantees and others to learn from experts and one another about how to effectively respond to crimes of violence against women.

The primary purpose of the OVW TA Program is to provide direct technical assistance to grantees and subgrantees to enhance and support their efforts to successfully implement local projects supported by VAWA grant funds. In addition, OVW is focused on building the capacity of criminal justice and victim services organizations to respond effectively to sexual assault, domestic violence, dating violence, and stalking and to foster partnerships among organizations that have not traditionally worked together to address violence against women, such as faith- and community-based organizations.

## General Grant Information

Information for this chapter was submitted by **209** individual TA Program projects located within **106** agencies for the period July 1, 2009 to June 30, 2011. The number of projects reporting in each 6-month period was as follows:

- ▶ July–December 2009: **163**
- ▶ January–June 2010: **122**
- ▶ July–December 2010: **115**
- ▶ January–June 2011: **144**

## Staff

TA Program staff provide training, education, and technical assistance to help end violence against women and hold offenders accountable. Grantees most often used funds for program coordinators and administrators.

**Table 79. Full-time equivalent staff positions funded by Technical Assistance Program projects**

Staff funded	July–Dec 2009	Jan–June 2010	July–Dec 2010	Jan–June 2011
Projects using funds for staff	135	114	106	120
Total FTE staff funded	271	238	217	221

- ▶ Number of individual TA Program projects using funds for staff: **174** (83 percent of all projects)<sup>260</sup>

## Training

Technical assistance providers (TA providers) offer training events to VAWA grantees to enhance services for victims of sexual assault, domestic violence, dating violence, and stalking; to improve offender accountability; and to promote coordinated community responses to reduce violence against women.

The most common topics of training events were the following: advocate response; domestic violence overview, dynamics, and services; sexual assault overview, dynamics, and services; coordinated community response; safety planning for victims/survivors; confidentiality; and law enforcement response.

- ▶ Number of individual TA Program projects using funds for training: **155** (74 percent of all projects)<sup>261</sup>
- ▶ Total number of training events: **3,187**
- ▶ Total number of people trained with TA Program funds: **195,868**

<sup>260</sup> This number reflects an unduplicated count of projects; projects are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>261</sup> This number reflects an unduplicated count of projects; projects are counted only once, even if they received funds in more than one 6-month reporting period.

**GRANTEE PERSPECTIVE**

In the past, we have seen judges order batterers to Anger Management on many occasions. Our judges attended a training we sponsored where a judge from the National Center for Juvenile and Family Court Judges (NCJFCJ) provided information and awareness to our judges about the need to send batterers to Batterer's Intervention Programs (BIPs). On our advisory committee, we have representation from the BIP group who often share their experiences working with fathers. With the training, as well as the partnerships we've created, we have finally seen a decrease in the orders to Anger Management classes and an INCREASE in orders to BIPs!! Finally, they get it!!

—*LaFourche Parish Sheriff, Louisiana (Supervised Visitation Grantee)*

**GRANTEE PERSPECTIVE**

Campus funding has allowed us to receive training with experts on campus judicial policy during the Technical Training Institute (TTI). Normally we would not have the funds to hire these national experts to train and consult on our campus. Being an OVW campus grantee has allowed us to utilize their expertise, even having them on conference calls and emails to critique our policy and offer suggestions. An advertisement for another conference charged \$4000 fee per 4 person team to attend a similar training institute on campus judicial policy. The opportunity to attend TTIs and utilize the consultants as a grantee is greatly appreciated and highly beneficial.

—*North Carolina Central University (Campus Grantee)*

## Technical Assistance

TA Program projects provide technical assistance to VAWA grantees through site visits, consultations, information responses, and referrals. Technical assistance activities are provided to VAWA grantees in order to assist in their work in a comprehensive and consistent manner. These activities may include providing guidance on developing, revising, and implementing policies, protocols and procedures; building a coordinated community response and community support; and overcoming barriers to effective service delivery.

The most common topics of technical assistance included the following: collaboration, curricula and training issues, response to domestic violence victims/survivors, policy/protocol development, and program development.

- ▶ Number of individual TA Program projects using funds for technical assistance: **136** (65 percent of projects)<sup>262</sup>
- ▶ Total number of technical assistance site visits: **1,635**

<sup>262</sup> This number reflects an unduplicated count of projects; projects are counted only once, even if they received funds in more than one 6-month reporting period.



- ▶ Total number of other technical assistance consultations provided: **37,934**
- ▶ Total number of information request responses: **49,194**
- ▶ Total number of referrals: **13,042**
- ▶ Total technical assistance activities provided: **101,804**

#### **TA PROVIDER PERSPECTIVE**

Rural programs often feel isolated, and workers report that they do not have enough opportunities to connect and network. Projects like this, through our in-person trainings and web conferences, alleviate that loneliness. Furthermore, rural advocates struggle to find specifically rural sexual assault information. In this period, project staff has interacted with Rural grantees, potential Rural grantees and other rural service providers at many different national and state conferences. Bringing rural advocates together to focus on sexual assault brings out meaningful insights and new perspectives. Giving rural grantees opportunities to learn from peers and practice with one another builds confidence and real skills to take to their work. Working with Rural grantees in many different settings and discussing many different topics has infused the work of Resource Sharing Project and National Sexual Violence Resource Center with important insight and energy.

*—Iowa Coalition Against Sexual Assault*

#### **TA PROVIDER PERSPECTIVE**

One of the primary functions of the Sacred Hoop Coalition is to provide technical assistance to programs both in rural tribal communities and urban tribal programs. Many of our member programs operate with only a single staff member, and being able to access the coalition through phone calls, e-mail, and site visits provides the staff with the opportunity to reduce the feelings of isolation as well as enhance their capacity and leadership within their programs. The difficulties of lone advocates being able to leave their programs in search of trainings or training opportunities are met by the Sacred Hoop Coalition being able to do site visits and provide the members with access to a list serve where their questions can also be answered by peers that may have dealt with similar issues. Using all of the above listed methods of technical assistance contacts the Sacred Hoop Coalition is able to create a statewide community so that tribal advocates statewide reduce their feelings of isolation and are surrounded in a community of support.

*—Mending the Sacred Hoop (Tribal Coalition)*

## **Products**

TA providers develop and revise a variety of products for distribution, including brochures, manuals, training curricula and materials, newsletters, and videos. The purpose of the products is to provide standardized information to professionals and organizations about sexual assault, domestic violence, dating violence, and stalking.

The target audiences for the products include member organizations and other local, statewide, and tribal agencies that address sexual assault, domestic violence, dating violence, and stalking; the general public; and victims/survivors.

- ▶ Number of individual TA Program projects using funds for products: **155** (74 percent of grantees)<sup>263</sup>
- ▶ Total number of products developed or revised: **7,339**
- ▶ Total number of products used or distributed: **7,944,565**<sup>264</sup>

## Underserved Populations

TA providers use funds to develop or enhance standards, protocols, or procedures for underserved populations and to encourage the representation of underserved populations in coordination activities. Populations may be considered underserved because of geographic location (i.e., rural isolation), composition of racial and ethnic populations, and populations underserved because of special needs (such as language barriers, disabilities, immigrant status, or age).

- ▶ Number of individual TA Program projects using funds to address underserved populations: **135** (65 percent of projects)<sup>265</sup>

### TA PROVIDER PERSPECTIVE

On July 13, 2010 in Boise, Idaho, we conducted our fifth in-person regional training addressing sexual assault within farmworker communities and the culturally and linguistically appropriate methods to address the needs of this population. We were able to reach over 30 OVW grantees and sub-grantees at this training. Similar to the previous four regional trainings we conducted, at the Idaho training OVW grantees had the opportunity to discuss their achievements providing services to farm worker victims of sexual assault and were encouraged to expand on these and other practices. Networks between attorneys, law enforcement professionals, victim advocates, and social service providers were developed and enhanced. We also printed and distributed more copies of our guidebook series "Sexual Violence Against Farmworkers" for legal providers, law enforcement professionals, and social service providers. These guidebooks will continue to be valuable tools for OVW grantees and sub-grantees into the future.

—*California Rural Legal Assistance, Inc.*

<sup>263</sup> This number reflects an unduplicated count of projects; projects are counted only once, even if they reported data in more than one 6-month reporting period.

<sup>264</sup> This number includes 6,068,203 website page views.

<sup>265</sup> This number reflects an unduplicated count of projects; projects are counted only once, even if they received funds in more than one 6-month reporting period.

**TA PROVIDER PERSPECTIVE**

There is very little training available for interpreters on domestic violence, so the creation of domestic violence training for interpreters was instrumental in improving the quality of interpreter services. Certified interpreters are largely unavailable to grantees, so grantees rely on medical interpreters. Medical interpretation standards allow interpreters to take a more active role while interpreting, meaning they need additional training on legal interpreting best practices.

*—American Asian and Pacific Islander, California*

## Remaining Areas of Need

TA providers noted that high-quality training, technical assistance and on-going support of grantees and their community partners.

**TA PROVIDER PERSPECTIVE**

Increasing victim/survivor safety and offender accountability requires not only additional resources but also competent, highly trained staff from service providers/advocacy organizations as well as all sectors of the justice system. Effective training and education programs can help all professionals and volunteers perform their work fairly and competently. Using a methodical process to design and deliver programs helps ensure that training and education enhances the learner’s performance, based on specific, measurable objectives, in responding to victims/survivors and offenders.

*—Family Violence Prevention Fund, California*

TA providers spoke of the need to expand knowledge of, resources for, and services to underserved populations who are victims of domestic violence, sexual assault, dating violence and stalking. The most common underserved populations mentioned by TA providers include: American Indian, immigrant and refugee populations, victims with limited English proficiency, teens /juveniles, victims with disabilities, the LGBT population, and rural and poor battered women. Other particularly specialized populations mentioned were international students and victims who are part of the military. TA providers also note the complexity in working with perpetrators who have limited English proficiency, who are veterans of wars, who are juvenile offenders, or who are police officers.

**TA PROVIDER PERSPECTIVE**

There is a very large unmet need for immigration legal services for survivors. This is of great importance as the abuser/offender uses the lack of status of the survivor as the principle control mechanism in abusive relationships. If the services are local and available, then the survivor may gain a measure of status independent of the offender. Once the survivor has this, then she or he may leave or cooperate fully with law enforcement to convict the offender.

—*Catholic Legal Immigration Network, California*

**TA PROVIDER PERSPECTIVE**

The most significant areas of remaining need with regard to increasing victim/survivor safety and offender accountability [are] enforcement of the Violence Against Women Act provisions, particularly the federal code amendments contained in Title IX Safety for Indian Women by federal agencies; coordination of enforcement of these amendments by federal and tribal governmental agencies, and coordination of the tribal and state agencies under PL 280 or 280 like jurisdiction. The lack of implementation and enforcement of these provisions further add to the institutional barriers to the safety of Native women and allow offenders to commit crimes of violence without any legal consequence.

—*Clan Star Inc, North Carolina*

Increased training and technical assistance on issues of sexual assault for key responders such as police was mentioned frequently as a remaining area of need. In addition, there is a need for more culturally specific and more trauma-informed services to sexual assault survivors. Victims/survivors who are immigrants, who are American Indian, who are LGBT, who have been trafficked, are in correctional facilities, and who are on college campuses were mentioned most often as underserved populations. The need to expand services for sexual assault victim/survivors, such as transitional housing services, was also noted.

**TA PROVIDER PERSPECTIVE**

With the discovery that many police departments are not fully investigating every report of sexual assault and are improperly closing reports, there is a need to provide law enforcement agencies with tools and support to audit their sexual assault investigations in order increase victim/survivor safety and offender accountability. In order for officers to do their jobs more effectively, they need more and higher quality training on responding to violence against women crimes.

—*International Association of Chiefs of Police, Virginia*



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Victims/survivors of sexual assault were most frequently victimized by an **acquaintance** (56 percent). Victims/survivors of dating/domestic violence were most frequently victimized by a **current or former spouse or intimate partner** (60 percent), and victims/survivors of stalking were most frequently victimized by a **current or former spouse or intimate partner** (31 percent).

**Table 16. Relationship to offender of victims/survivors served by Campus Program grantees**

Relationship to offender	Sexual assault		Dating/Domestic violence		Stalking	
	Number	Percent	Number	Percent	Number	Percent
Current or former spouse or intimate partner	149	9	1,286	60	163	31
Other family or household member	176	11	166	8	20	4
Acquaintance	918	56	172	8	161	30
Dating partner	245	15	512	24	145	27
Stranger	151	9	2	<1	44	8

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