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JUSTICE PROGRAMS ON FAMILY VIOLENCE

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*A Report to
The Assistant Attorney General
for the
Office of Justice Programs*

*From the
Family Violence Working Group*

151229

U.S. Department of Justice
National Institute of Justice

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to the National Criminal Justice Reference Service (NCJRS).

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*"Unless we do something about violence in the home,
we'll never be able to do something about violence
in the streets."*

Attorney General Janet Reno

**At the American Medical Association National Conference
on Family Violence, Washington, D.C. March 13, 1994**

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I. MISSION STATEMENT

In her recent remarks at a conference on domestic violence in Los Angeles, the Office of Justice Programs (OJP) Acting Assistant Attorney General Laurie Robinson stated that "all parts of our society, especially the criminal justice system, must respond to and treat domestic violence as the violent crime it is; and criminal justice officials and others who come in contact with crime victims must become even more sensitive to the special needs of domestic violence victims." This statement to the Los Angeles audience also provides a direction for the OJP Family Violence Working Group and the Bureaus of OJP. The mission of the Family Violence Working Group is to provide a more prominent OJP focus on violent crime within the family through improved intragency and interagency information exchange, coordinated planning, and collaboration on projects.

The OJP Working Group on Family Violence was established by the Assistant Attorney General in November 1993. The Working Group is comprised of representatives from the five OJP bureaus: the Office for Victims of Crime (OVC), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the National Institute of Justice (NIJ), the Bureau of Justice Assistance (BJA), and the Bureau of Justice Statistics (BJS); the Office of the Assistant Attorney General; and the Office of General Counsel. The lead responsibility for the Working Group has been assigned to the National Institute of Justice.

II. PROBLEM STATEMENT

Not many decades ago, what happened within the home was considered to be a private, family matter and was excluded from scrutiny by the public. During the last two decades, there has been an increase in awareness of the seriousness of child abuse and neglect, spouse abuse, and elder abuse as serious societal problems and as crimes. As a result, there has been an increase in the use of the criminal process in addressing these problems. National incidence and research studies reveal the dramatic increase in family violence and the increasing tendency to respond to the problem not only as crime within the family but also as the prevention of crime outside the family.

The Department of Justice began to focus on family violence ten years ago with the Attorney General's Task Force on Family Violence. The Task Force stated: "A great proportion of those who assault both strangers and loved ones were raised themselves in violent households. This is learned behavior. To tolerate family violence is to allow the seeds of violence to be sown into the next generation."

Some of the dimensions of violence within the family are shocking and suggest a continued burden on our society:

- In 1993 approximately 1,299 children died as a result of child abuse and neglect, an estimated 2.9 million cases of child abuse and neglect were reported, and an estimated 1,016,000 of reported cases were confirmed by child protective services (National Committee for the Prevention of Child Abuse, 1994).
- In 1993 approximately 15 percent of substantiated child maltreatment cases (approximately 152,400) involved sexual abuse (National Committee for the Prevention of Child Abuse, 1994).
- Early childhood abuse and neglect place victims at an increased risk for delinquency, adult criminality, and violent criminal behavior. Being abused or neglected as a child increases the risk of arrest as a juvenile by 53 percent, as an adult by 38 percent, and for a violent crime by 38 percent. (The Cycle of Violence, Cathy Spatz Widom, NIJ, 1992).
- In 43 percent of serious child abuse or neglect cases, at least one parent has a documented substance abuse problem. Alcohol, cocaine, and heroin were the most frequently abused drugs (Murphy, Jellinek, Quinn, Smith, Poitras, and Goshko, Child Abuse and Neglect, V 15 N 3, 1991).
- Approximately 70 percent of spouse assaulters also physically abuse their children ("On the Relationship Between Wife Beating and Child Abuse," Bowker, Arbitell and McFerron, 1988). 80 percent of children in a violent family will witness an episode of wife assault ("Children of Battered Women," Jaffe, Wolfe and Kaye, 1990).

- The more a child is physically punished, the greater the probability that he or she will assault a spouse or someone outside his/her family (Murray Straus, "Discipline and Deviance: Physical Punishment of Children and Violence and Other Crime in Adulthood," Social Problems, 38 (2) 1991).
- 75 percent of men against whom restraining orders are issued have prior criminal records, and nearly half have histories of committing violent crime (Isaac, Cochran, Brown, and Adams, "Men Who Batter," Archives of Family Medicine, January 1994).
- Over two-thirds of violent victimizations against women were committed by someone known to them, and these attacks are more than ten times higher than the number of males attacked by such people ("Violence Against Women," Ronet Bachman, BJS, January 1994).
- An analysis of assaults by family members and intimate acquaintances found that firearm assaults are over twelve times more likely to end in death than assaults involving other weapons (Arthur Kellerman, The American Medical Association National Conference on Family Violence, March 10, 1994).
- About 5 percent of the nation's elderly may be victims of moderate to severe abuse (Elder Abuse: A Decade of Shame and Inaction, Subcommittee on Health and Long-Term Care of the Select Committee on Aging of the U.S. House of Representatives, May 1990). The National Aging Resource Center on Elder Abuse estimates that nearly 1.57 million older people became victims of domestic elder abuse during 1991.
- While one out of three child abuse cases is reported, only one out of every eight cases of elder abuse is reported (Based on a survey of States by the Subcommittee on Health and Long-Term Care).
- A number of broad societal dimensions may be of significance in family violence:
 - Economic, ethnic, and cultural factors that affect the changing family structure need consideration in identifying sources of family violence and methods of intervention.
 - Since poverty and unemployment are commonly associated with family violence, the significant decrease in real income of families with young children over the past decade needs special consideration in designing service and policy interventions (Violence and the American Family: Report of a Workshop, Rosemary Chalk, Editor, National Academy Press, 1994).
- A recent national survey of criminal justice practitioners reveals that over 90% of police, sheriffs, prosecutors, and public defenders report that both child and domestic violence cases are moderate or major contributors to their workload. Nearly two-thirds of jail administrators report domestic violence as a moderate or major contributor to their jail crowding problems (NIJ National Assessment Program, 1993).

It is critical that the Department of Justice (DOJ) and the Office of Justice Programs (OJP) take an active leadership role in providing assistance to Federal and State courts, prosecutors, law enforcement officers, corrections officials, victim assistance staff, and others who respond to family violence.

Given the important role of the criminal and civil justice systems, the limited resources available to address family violence, and the goals relative to family violence that are embodied in the Crime Bill, it is important that DOJ and OJP closely examine current efforts, prioritize the use of available funds and resources, and coordinate efforts within OJP, DOJ, and other responsible Federal agencies.

The Department of Justice, largely through the Office of Justice Programs, has begun to respond to this enormous problem with an expanded and coordinated focus on the many justice related needs surrounding the grave national problem of murder, assault, rape, and sexual abuse within the family.

III. PURPOSES AND GOALS OF THE OJP FAMILY VIOLENCE WORKING GROUP

The Working Group on Family Violence was established with the National Institute of Justice as Chair. The group is comprised of staff from each of the five OJP bureaus. Current members include Bernard Auchter, Cheri Crawford, Lois Mock, and Richard Titus from the National Institute of Justice; Marti Speights and Jackie McCann Cleland from the Office for Victims of Crime; Sharie Cantelon from the Office of Juvenile Justice and Delinquency Prevention; Ronet Bachman and Michael Rand from the Bureau of Justice Statistics; Charles (Bud) Hollis from the Bureau of Justice Assistance; Olga Trujillo, General Counsel; and Cory Way from the Office of the Assistant Attorney General.

The goals of the working group are to:

- Coordinate planning, funding, and knowledge dissemination activities within OJP and, to the extent possible, among other Federal agencies with responsibilities in this area;
- Identify and assess the areas that need to be developed through research, evaluation, training, technical assistance, data collection, demonstration programs, and program funding through the five bureaus;
- Develop an annual report to the Assistant Attorney General on OJP family violence programs. The report, which will represent the status of OJP efforts on family violence, will contain information about OJP's current programs and anticipated plans surrounding the serious national problem of family violence;
- Review and comment on proposed legislation regarding family violence issues and provide recommendations on family violence to the Assistant Attorney General as requested;
- Continue meeting monthly to exchange information and keep all bureaus informed of significant events, documents, meetings, etc., that relate to family violence; and
- Continue a policy of encouraging involvement in the Working Group by having meetings that are open to all interested staff and by inviting members and other staff to meetings with visiting practitioners, researchers and other family violence experts.

Members also participate in family violence related meetings sponsored by the OJP bureaus. Recent meetings include the American Medical Association's National Conference on Family Violence and the National Institute of Justice's Family Violence Program Meeting.

IV. THE OFFICE OF JUSTICE PROGRAMS: FAMILY VIOLENCE PROGRAMS

BUREAU OF JUSTICE ASSISTANCE

I. Legislative Mandate

The Bureau of Justice Assistance (BJA) administers the Edward Byrne State and Local Assistance Program, which was established by the Anti-Drug Abuse Act of 1986 and re-authorized by the Anti-Drug Abuse Act of 1988. The Byrne program consists of a Discretionary and a Formula Grant Program. The Discretionary Program is designed to determine what is most effective in criminal justice and drug control, to disseminate that information to State and local agencies, and to assist in the replication of effective programs and practices. The Formula Grant Program provides States with funds which are distributed to State and local criminal justice agencies to implement each State's drug control and violent crime strategy. These funds can be used to replicate effective demonstration proposals. Family violence is one of twenty-two purpose areas in the State and local assistance program.

II. Background and History

Following the Attorney General's Task Force on Family Violence in 1984, which advocated criminal intervention and prosecution in appropriate cases, BJA funded a series of local demonstration programs between 1986 and 1990, primarily in prosecutors' offices, showing that the criminal justice system can successfully prosecute, convict, and sentence abusers. These programs have also determined that cooperation between criminal justice systems and social services systems is desirable, if, early on, an approach is fostered and maintained by a coordinating body comprised of the leaders of the participating agencies.

These demonstration programs, with accompanying evaluation efforts, involved eleven spouse abuse intervention projects and seven child abuse prosecution efforts, for a total investment of over \$3.5 million. They were designed to develop and document improved justice system practices for handling family violence cases. The Family Violence Program resulted in a comprehensive document entitled "Family Violence: Intervention for the Justice Systems." This publication is a current and valuable source of information for initiating or enhancing criminal justice intervention and treatment efforts in a jurisdiction.

III. Current Programs

Discretionary Grant Program

The discretionary grant program includes five projects:

Violence Against Women--Demonstration and Technical Assistance. Currently funding three pilot projects, this effort is an attempt to identify mechanisms and procedures which affect the jurisdiction-wide coordination of criminal justice agencies, victim services, social services, medical services and others, as appropriate, to ensure that a jurisdiction's issues and problems concerning violence against women are handled effectively. There is a city-wide program in Baltimore, Maryland; a county-wide jurisdiction program in Santa Clara, California; and a statewide program through the Administrative Office of the Supreme Court of the Commonwealth of Virginia. These three pilot programs will provide BJA with a basis for determining a prototype for future technical assistance and demonstration funding.

Domestic Abuse Response Team (DART). The Philadelphia District Attorney's project objective is to contact victims of domestic violence within 24 hours of an arrest, to offer multi-service coordinated intervention, to swiftly prosecute the abuser, and to seek an appropriate sentence and/or treatment. The program utilizes vertical prosecution, in which the same prosecutor handles all aspects of a case.

Interagency Strategies on Domestic Violence and Stalking. This program will explore the relationship between drugs (including alcohol) and domestic violence. The purpose of this program by the American Prosecutor's Research Institute is to provide practical substantive responses to documented needs of prosecutors in effectively handling domestic violence and stalking. The program will be divided into two components: the first will address the issue of substance abuse and other factors in the context of domestic violence, and the second will address the issue of stalking as it relates to domestic violence.

A Regional Seminar Series for States on Implementing Anti-Stalking Codes. The purpose of this effort by the National Criminal Justice Association is to assist public policy makers and criminal justice officials in making informed judgements about the effectiveness of stalking laws. This project will include model code provisions and commentary that arose in drafting the model codes, contain a profile of the existing State stalking statutes, address bail and sentencing decisions, discuss code implementation strategies, and offer recommendations for stalking-related research.

Intervening in Family and Domestic Violence: a Resource Manual for Community Corrections Professionals. This project will enhance the ability of community corrections professionals to intervene effectively with perpetrators of family and domestic violence by preparing a resource manual on family and domestic violence, providing workshops, and conducting two pilot programs.

Formula Grant Program

BJA provides funds for many family violence programs throughout State and local jurisdictions. Funding is determined by the strategy each State annually submits to BJA. These programs are diverse, including prevention, intervention, treatment, child abuse, elder abuse, spousal abuse, response teams, prosecution, and multi-agency cooperative efforts. In 1993 and 1994, 38 States

and territories funded family violence programs (see attached map). According to reports from the States, approximately \$8,195,812 in formula funds were awarded in 1993 and 1994 for these programs. For this report, the 1993 State Annual Reports and the 1994 State Strategies were consulted. The following programs are selected examples of the variety of projects supported under the formula grant program:

Hawaii's Multi-Agency Family Violence Program

To address the issue of family violence, the County of Maui established a program consisting of collaborative, multi-agency partnerships; community education; police enforcement and training; and vertical prosecution. The BJA portion of this multi-faceted project totaled \$56,250 in 1994 for the police component. The program has four goals:

- Respond to reports quickly and effectively. A Domestic Violence Unit (DVU) was established within the Maui Police Department to improve case management and processing.
- Expedite prosecution of these cases. A Domestic Violence Prosecution Team was created, and a classification system was established to track repeat offenders.
- Increase interagency cooperation. A task force of law enforcement, social service and local governmental members was created. A community awareness presentation regarding law enforcement response to domestic violence incidents was also developed.
- Provide treatment and support for victims. A social service agency, Alternatives to Violence, was contracted to provide crisis counseling on domestic violence calls. A victim/witness counselor assists the prosecutor and the victim in domestic violence cases in court.

Massachusetts' Attorney General's Elderly Protection Project

The Elderly Protection Project provides multi-disciplinary training to:

- Enhance officers' skills in responding to, reporting and investigating instances of abuse, neglect, and financial exploitation of older citizens, and
- Promote collaboration between police officers and local elder protective service workers.

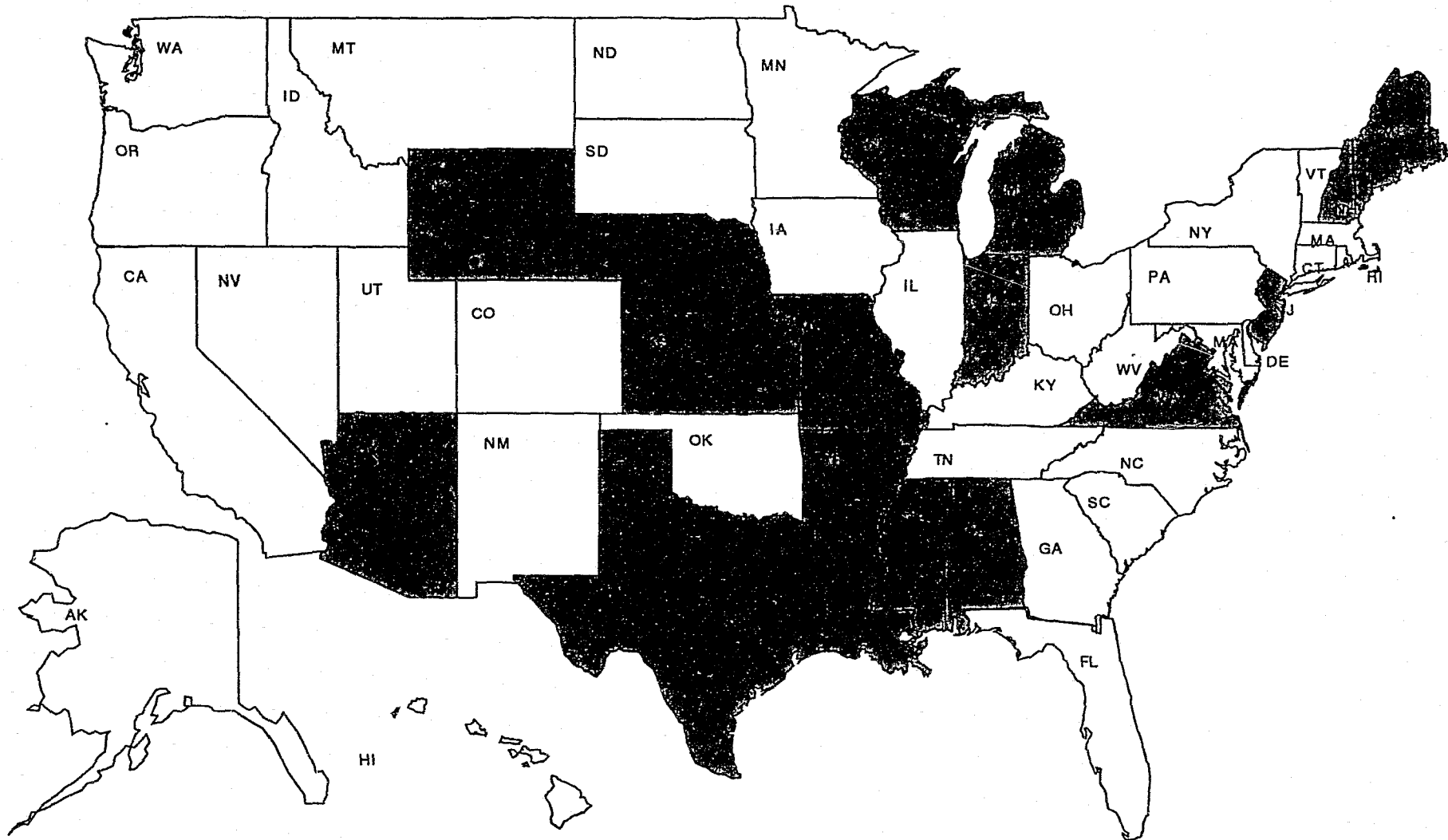
In FY 94 this program received \$67,000. The project provides comprehensive training to police, protective service workers, and prosecutors. The program focuses on advanced law enforcement practices to strengthen the working relationship between the police and protective services.

The project plans to provide intermediate, in-service training for veteran officers to help ensure that all officers are aware of their basic responsibilities concerning elder abuse. The program will also provide training for prosecutors and victim/witness advocates throughout Massachusetts.

Chittenden Unit for Special Investigations (CUSI)

CUSI is a multijurisdictional effort focused on child abuse/sexual assault. The project was formed to address the problem of child abuse in Vermont's largest county, and operates on a formula grant of \$8,000 awarded in FY 94. The task force approach addresses the numerous problems inherent in child abuse investigations.

States Reporting Use of BJA Formula Funds for Family Violence Programs



Unpictured territories reporting use of BJA funding are: Puerto Rico, District of Columbia, Guam, Northern Mariana Islands, US Virgin Islands

□ Denotes States reporting use of BJA funds for family violence programs

CUSI brings together officers from five area law enforcement agencies, a Victim Advocate, a State's Attorney, and members of the Vermont Social and Rehabilitative Services into one highly trained unit which responds to all reports of sexual assault, sexual offenses, and child abuse and neglect within the county's geographic boundaries.

San Felipe Domestic Violence Program

This program received \$35,000 in 1992, part of which is still being used. Its projects include early intervention, public service campaigns to increase reporting of domestic violence, and projects which provide direct treatment to victims and perpetrators. The funded projects include two Indian pueblos.

The San Felipe program includes several components: increasing domestic violence reporting, developing case studies, establishing a coordinated referral system between the tribal court and community social services, and decreasing the incidence of abuse.

The San Felipe Domestic Violence Program establishes, develops, and maintains over 161 client contacts. These include in-home visits, phone contacts, coordination with other programs, and referrals. Once a contact is made, a risk scale is utilized to measure the level of abuse. The scale is administered by a family and domestic violence counselor to determine the at-risk behaviors of both the victim and perpetrator.

Victims of Child Abuse in Substance Abusing Families (ChildSAF)

This program is based in the Philadelphia District Attorney's Office with a grant award of \$27,669 in 1993. The goal of the program is to successfully prosecute the abuser while providing support to the child victim. Program components include:

- A multi-disciplinary approach in which a prosecutor from the Child Abuse Unit and a social worker from the Support Center for Child Advocates work together to identify and follow through on cases;
- Vertical prosecution which is especially useful for serious child abuse cases because of the victim's heightened need for consistency; and
- Pre- and post-conviction services which allow the social worker on the ChildSAF team to make referrals to outside agencies, provide limited counseling, and follow up after prosecution.

Model Child Protection/Probation Enhancement

Located in St. Paul, Minnesota, this program operates with a grant of \$870,000 awarded in FY93-94. The Department of Human Services contracts with Hennepin and Ramsey Counties to provide family-based intensive services to offenders on probation, parole, or supervised release who have committed offenses involving chemical abuse and who are primary caretakers of children under twelve.

The project's purposes are to help parents become and remain sober, complete the conditions of probation or parole, and eliminate the need for protective services for children at risk. Both counties provide family-based services and various support groups.

Ft. Lauderdale Police Department Domestic Violence Shelter

Based in Florida, this program was awarded \$80,157 in 1993. The Ft. Lauderdale Police Department acts as the implementing agency and subcontracts a domestic violence shelter and a substance abuse recovery agency. The program provides community-based intervention in a non-resident modality to victims and abusers who are drug dependent.

IV. Anticipated Plans

In December, 1994, The Bureau of Justice Assistance will have available a publication that discusses the policy and operational aspects of the Philadelphia District Attorneys Office's "Domestic Abuse Response Team." This publication will be provided to all local prosecutors' offices interested in replicating the D.A.R.T. approach to domestic violence intervention and treatment. Federal funding to support the replication of this program could be awarded by BJA formula grant funds provided that the State has included domestic violence in the current funding strategies. Other future publications relating, in part, to family violence are: "State and Local Programs: Treatment, Rehabilitation, and Education," "State and Local Programs: Understanding and Combatting Violence," and "State and Local Programs: Preventing Violence and Drug Abuse."

Depending on the final provisions of the Crime Bill pending before the U.S. Congress, the Bureau of Justice Assistance plans to build on the operational experience and results of its three currently funded "Violence Against Women" pilot projects to guide the development of a comprehensive demonstration program to enhance and coordinate jurisdiction-wide responses to issues concerning violence against women. In addition, a State and Local Working Meeting on Family Violence is currently under consideration.

BUREAU OF JUSTICE STATISTICS

I. Legislative Mandate

The Bureau of Justice Statistics (BJS) collects, analyzes, publishes, and disseminates statistical information on crime including criminal victimization, criminal offenders, and the operations of justice systems at both all levels of government and internationally. These objective data and analyses are used by key policy makers at the Federal, State, and local levels in their efforts to combat drugs and crime. BJS also provides technical and financial support to State statistical and operating agencies responsible for the collection and analysis of State criminal justice data and statistics. Additionally, BJS administers a major program, funded by the Bureau of Justice Assistance, to assist State and local governments in improving their criminal history records and information systems. Within several of these domains, the etiology of family violence is given particular attention.

II. History and Current Programs

The National Crime Victimization Survey

The primary source of information sponsored by BJS on family violence comes from the National Crime Victimization Survey (NCVS). This survey, which began in 1973, collects data on personal and household victimizations through an ongoing national survey of residential addresses. Specifically, the survey provides measures for the following types of crimes including attempts: rape, robbery, assault, larceny, burglary, and motor vehicle theft. Detailed information about each victimization incident and its consequences is recorded as well as the characteristics of the offender insofar as the victim can report them. The current sample consists of approximately 50,000 housing units and 101,000 persons age 12 or older. Individuals are interviewed every 6 months for a period of 3 years; the average response rate is over 96 percent.

Estimating violence against women that occurs "behind closed doors" at the hands of an intimate remains a difficult task for the NCVS. Many factors inhibit women from reporting their victimizations to researchers, including the private nature of the event, the perceived stigma associated with one's victimization, the belief that no purpose will be served in reporting it, as well as fear of retaliation from the offender. After an extensive 10-year redesign project, the NCVS now utilizes a new survey instrument which more directly queries respondents about rape and other acts of violence perpetrated by intimates. Included in the screener instrument, after the general questions concerning acts of violence or theft, is an item that asks the following:

- *Other than any incidents already mentioned, has anyone attacked or threatened you in any of these ways:*
 - (a) *With any weapon, for instance, a gun or a knife -*
 - (b) *With anything like a baseball bat, frying pan, scissors, or stick -*

- (c) *By something thrown, such as a rock or bottle -*
- (d) *Any grabbing, punching or choking -*
- (e) *Any face to face threats -*
- OR
- (f) *Any attack or threat or use of force by anyone at all?*

Please mention it even if you are not certain it was a crime.

After this question is asked, respondents are further queried about any attacks or threats of attack which have been committed by family members. The next question asks:

• People often don't think of incidents committed by someone they know. (Other than any incidents already mentioned,) did you have something stolen from you OR were you attacked or threatened by

- (a) *Someone at work or school,*
- (b) *A neighbor or friend,*
- (c) *A relative or family member,*
- (d) *Any other person you've met or known?*

The redesigned NCVS survey also queries respondents much more directly about their experiences with unwanted sexual contact, including those with intimates such as husbands/boyfriends or other family members. To ascertain information on rape experienced by both males and females, respondents are now asked the question:

• Incidents involving forced or unwanted sexual acts are often difficult to talk about. (Other than any incidents already mentioned), have you been forced or coerced to engage in unwanted sexual activity by

- (a) *Someone you didn't know before,*
- (b) *A casual acquaintance, or*
- (c) *Someone you know well?*

If a respondent replies yes, an incident report is completed. At this time, the interviewer is asked to clarify exactly what type of sexual activity occurred by asking the respondent: "*Do you mean forced or coerced sexual intercourse?*" Again, if the answer is affirmative, the incident is coded as a rape. If there is some confusion by what "sexual intercourse" implies, interviewers are provided with a very explicit definition of rape adopted by the NCVS. This definition can be used for reference or can be read to respondents at any time during the interview. It states:

• Rape is forced sexual intercourse and includes both psychological coercion as well as physical force. Forced sexual intercourse means vaginal, anal, or oral penetration by the offender(s). This category also includes incidents where the penetration is from a foreign object such as a bottle.

Depending on the respondent's reply, an incident can be categorized into the following very

specific types of sexual victimization: Completed Rape, Attempted Rape, Verbal Threat of Rape, Attempted Verbal Threat of Rape, Completed Sexual Attack (Grabbing, Fondling, etc.), Verbal Threat of Sexual Attack, Unwanted Sexual Contact, and Verbal Harassment (abusive language, etc.).

For all acts of violence measured by the NCVS, if a respondent revealed that s/he had been attacked or otherwise victimized by someone known to him/her, the relationship of the victim to the offender can be categorized within one of the following categories: known by sight only, a casual acquaintance, spouse at time of incident, ex-spouse at time of incident, parent or step-parent, own child or step-child, brother/sister, other relative, boy/girlfriend or ex-boy/girlfriend, friend or ex-friend, roommate or boarder, schoolmate, neighbor, someone at work, or other non-relative.

This redesigned questionnaire is now being used for the entire NCVS sample, and official estimates of victimization rates for 1993 from this new instrument will be available in the fall of 1994. This redesign project has been but one step in the evolution of our thinking about issues relating to rape and family violence. It is important to remember, however, that research, including the NCVS, cannot be divorced from the social context in which it is conducted. Existing attitudes and stereotypes pertaining to family violence undoubtedly affect the extent to which all surveys, including the NCVS, can accurately quantify the problem.

The NEISS Program

BJS has also contracted the Consumer Product Safety Commission (CPSC) to utilize the CPSC's ongoing National Electronic Injury Surveillance System (NEISS) to obtain injury data related to intentional injuries, especially injuries related to violence or abuse within households. The CPSC began collecting data for the BJS Intentional Injury Study at 31 hospitals throughout the nation on October 1, 1993. Under the NEISS program, specially trained coders at each hospital examine the record of every patient treated in the hospital's emergency room for information about the cause of any injury for which the patient is being treated. For the Intentional Injury Study, the coders use information present on the record to code whether or not the injury was caused intentionally, or whether information on the record is consistent with an intentional injury. To date, the 31 hospitals in the sample have obtained information on 18,666 patients with injuries treated. Of these, 1,853 (10 percent) were coded as "intentional" injuries, and 222 (1 percent) were coded as possible intentional injuries.

Survey of Prison and Jail Inmates

In addition to ascertaining characteristics of victims (e.g. relationship to offender, age, etc.), new questions have been added to the BJS sponsored Survey of Prison and Jail Inmates which measure the extent to which inmates experienced either physical or sexual abuse as children. Specifically, the first question solicits information by asking inmates, "Have you ever been physically or sexually abused?" Subsequent questions determine the age at which this (these) victimization(s) occurred (before age 18 or older), the age of the abuser (adult, minor), and the

relationship of the abuser (parent or guardian, spouse, relative, boy/girlfriend, friend or acquaintance). A recent BJS publication, *Women in Prison*, found that 43 percent of women inmates and 12 percent of male inmates had been either physically or sexually abused. The majority of these victimizations had occurred while the inmate was under the age of 18.

III. Anticipated Plans

The forthcoming publication, *Police Response to Violence*, will examine police responses (e.g. response time, actions, arrests, etc.) to domestic violence and how these responses compare to those for other types of victimization.

NATIONAL INSTITUTE OF JUSTICE

I. Legislative Mandate

The National Institute of Justice is the research and development agency of the United States Department of Justice. NIJ was established to prevent and reduce crime and to improve the criminal justice system. Specific mandates established by Congress in the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988 direct the National Institute of Justice to:

- Sponsor special projects and research and development programs that will improve and strengthen the criminal justice system and reduce or prevent crime;
- Conduct national demonstration projects that employ innovative or promising approaches for improving criminal justice;
- Develop new technologies to fight crime and improve criminal justice;
- Evaluate the effectiveness of criminal justice programs and identify programs that promise to be successful if continued or repeated;
- Recommend actions that can be taken by Federal, State, and local governments as well as private organizations to improve criminal justice;
- Carry out research on criminal behavior; and
- Develop new methods to prevent and reduce crime and delinquency.

II. Background and History

The National Institute of Justice has conducted research on child abuse and spouse assault for many years. More recently, family violence research and evaluation as it concerns the justice system has been developed into a major program area at NIJ. Thus, the mandates cited above concern both serious crime committed by strangers as well as violence within the family.

The program includes the sponsorship of applied and basic research. The results of these projects have informed criminal justice practitioners across the nation through such publications as the widely disseminated and practical handbook, "When the Victim is a Child" and the Prosecutors Perspective issue on spouse assault and child testimony, and various Research-in-Brief publications.

In recent years, NIJ has conducted projects on spouse assault and child abuse. Experimental research on spouse assault has addressed primarily the police response to the problem. An initial experiment in Minneapolis found positive effects of arrest in decreasing repeat offenses, while several replications in other cities obtained mixed results. One recent interpretation of these data suggests that being employed is a key factor in determining the positive effects of arrest for spouse assault.

Past NIJ sponsored projects on child abuse have addressed a variety of topics including: the impact of the juvenile and criminal court process on the child; police investigations of child abuse; the impact of child abuse on later criminality; improving interviewing techniques with children; trial considerations in the prosecution of child abuse; and an examination of the penalties imposed for sexual abuse when the victim is a child compared to an adult. Many of these and other projects have resulted in useful reports and briefs published by NIJ. The more recent publications are cited under the publications section of this report.

III. Current Program

The current program for all NIJ-sponsored research and evaluation is organized around six major goals. The family violence program cuts across all of these goals and includes twenty projects. Attached is a chart on the family violence program as it fits into these goals. The bottom portion of the chart shows the projects now in progress, the top identifies the areas related to family violence that are in the announced program plan for FY 94-95. Funding for the current program totals \$3,422,610. In addition, a portion of several of the NIJ contracts, such as the National Criminal Justice Reference Service, are responsive to family violence information requests and needs.

As suggested by the chart, the current program of research and evaluation on family violence has an applied focus. Spouse assault research is being conducted in the Boston Police Department where detailed information on domestic violence incidents is being collected and analyzed in two police districts; a study of the effectiveness of civil protection orders is being conducted in Denver, Wilmington, and Washington, D.C.; and studies on prosecution and spouse assault are being conducted by the National District Attorney's Association and by an NIJ Visiting Fellow. The NDAA project includes a national mail survey using a representative cross-section of local prosecutors' offices from all regions of the nation. In addition, this project includes three case studies in sites that have operating domestic violence programs. Ann Taylor, a former Iowa prosecutor, is conducting research on prosecutions in rural communities as a Visiting Fellow at NIJ.

Current projects on child abuse are addressing a number of important issues. Via a national telephone survey, detailed information on the extent, nature, and consequences of victimization of children and adolescents in the U.S. will be collected and analyzed. Other research will update complete criminal histories of individuals who were in an original NIJ study of childhood victimization and relate these histories to a cycle of violence. Another study based in Washington, D.C. is providing information on the use of urinalysis to monitor child maltreatment

NIJ Family Violence Program

<i>Violence</i>	<i>Drug and Alcohol Related Crime</i>	<i>Consequences of Crime to Victims</i>	<i>Crime Prevention</i>	<i>Improving the Effectiveness of CJS</i>	<i>Using Research, Eval. & Tech.</i>
Research, Evaluation and Development: FY 1994-95					
Family Violence Child Abuse and Neglect Spouse Assault Elder Abuse Sexual Violence Understanding and Control of Stalking	Substance Abuse and Family Violence	Institutional Responses to Victims Battered Spouses & Children <i>Closed Circuit Televising of Child Victim Testimonies - BJA</i>	Comprehensive Crime Prevention Progs. for High Risk Youth Neighborhood-based Violence Prevention Evaluation	Prosecution, Defense and Adjudication Citizen Access to Dispute Resolution Forums: Role of ADR in Domestic Violence	Individual Programs Agency Based Progs. Partnership Programs Small Grants Program
Research, Evaluation and Development: FY 1992-93					
Violence/ Threats Against Women Divorce Mediation and Spousal Violence Child Victimization and Adult Violence Children of Battered Women	Evaluation of Domestic Violence Court - Dade County Parental Drug Testing in Child Abuse Cases Prevalence/ Consequences of Child Victimization	Eval. of Family Violence Prev. Act Adjusting NCVS Estimates of Rape and DV Effectiveness of Civil Protection Orders		Community Policing - Domestic Violence Impact of Arrest on Social Control of Violence Effects of Child Hearsay on Jurors Coordination Criminal and Civil Courts in Child Maltreatment Cases CJS Processing of Child Abuse Cases Pros. of Domestic Violence Pros. of DV Case in Rural Counties Managing Special Pop.: Sex Offenders	State Eval Capacity Building - Eval of Domestic Violence Training Programs State Eval Capacity Building - Evaluation of Court Appointed Special Advocates Program

cases.

While social service system data on child abuse cases has been compiled for years, a national picture of justice system processing of child abuse cases remains incomplete. A project in progress is tracking child abuse cases, victims, and perpetrators through child protective services, law enforcement, prosecution, and the courts to case disposition in several sites. Improving coordination of multiple judicial proceedings involving child maltreatment cases is the focus of another project. Two other child-related studies being conducted complete the current NIJ research portfolio on child abuse issues. Children of domestic abuse victims are being assessed in Lawrence, Massachusetts to determine their needs and the services they are being provided, and a study of child hearsay is being conducted to demonstrate effective ways of introducing children's testimony in domestic violence cases.

Evaluative projects are also a major component of the overall family violence program. A study in Dade County will examine some basic assumptions regarding domestic violence offenses in a major urban setting, including the role of substance abuse among offenders. Another evaluation will isolate the benefits and costs of using Court Appointed Special Advocates in abuse and neglect cases. Research being conducted in Massachusetts will build a State capacity to evaluate criminal justice programs and provide evaluations of family violence programs in the State.

In an analysis of previously collected data, the effectiveness of court-advised counseling during the process of separation and divorce will be studied. Another secondary analysis project is using a pooled data set on arrests for domestic violence cases to determine factors in spouse assault recurrence and cessation. In the correctional field, a study to determine the response of probation and parole agencies to the increased demand for supervision and management of sex offenders is underway. Several other studies focus in part on domestic violence. A national survey is being conducted to gather information on violence and threats against women, including those within the family. Another study that is using existing data will adjust the National Crime Victimization Survey estimates of annual incidence reports of rape and domestic violence against women to account for "gag" factors which inhibit women from accurately reporting these incidences.

Two publications related to family violence have recently been released under NIJ's Research Applications Program. "The Impact of Juvenile and Criminal Court Processing on Child Victims of Sexual Abuse" provides a summary of two NIJ-sponsored studies and one OJJDP-sponsored study of child victims and the impact of juvenile and criminal court processing on their lives. Remarkable in their complexity and implications for prosecutors, judges, and social service providers, this report summarizes the key policy findings from these three studies. The studies relied on interviews with child victims and/or their parents to determine the impact of justice system processing on the victims and reveal ways to use their testimony without jeopardizing their well-being.

"The Criminal Justice and Community Response to Rape" is designed to support improvements in rape prosecution and victim services. This report examines current issues and practices,

including innovations in victim assistance services, statutory changes to assist in rape prosecution, marital rape, DNA typing of accused offenders, HIV antibody testing of accused sex offenders, and efforts aimed at reducing the reluctance of victims to report rapes.

IV. Anticipated Plans

As suggested by the attached chart, family violence continues to be a major focus in the current NIJ program plan. Proposals on child abuse, spouse assault, and elder abuse are encouraged under the long range goals. Elder abuse in particular has been recognized as an area in need of research attention and, given quality proposals in this area, NIJ intends to support work addressing this problem.

Several Program Focus reports currently under consideration for future development include: 1) Omaha's program of arrest warrants for domestic violence, 2) Hawaii's hospital-based home visitation program for identifying parents at risk for committing child abuse/neglect, and 3) a program in Dallas that offers a broad range of services for victims of family violence with a component that places women and children in safe homes rather than in shelters. Among the anticipated publications under NIJ's Research Applications Program is a Research-in-Brief summarizing major NIJ research findings to date in the area of family violence. This will include findings from NIJ's spousal assault replication studies. Another upcoming Research-in-Brief will present a case study of child abuse prosecution in San Diego, a jurisdiction that aggressively prosecutes child physical abuse as well as sexual abuse cases.

Over future years, the National Institute of Justice will develop a body of knowledge and related justice system policy and practice to assist professionals throughout the justice field to better deal with family violence. The Institute will look to new and continued partnerships with bureaus in the Department of Justice, other Federal agencies, and private funding sources to address the family violence research and evaluation needs of justice professionals.

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

I. Legislative Mandate

The mission of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) is to provide national leadership, direction, coordination, and resources to prevent, treat, and control juvenile delinquency; improve the effectiveness and fairness of the juvenile justice system; and address the problem of missing and exploited children. In fulfilling this mission, OJJDP contributes to developing the full potential of America's most valuable resource - its youth.

In 1974, Congress enacted the Juvenile Justice and Delinquency Prevention (JJDP) Act (Public Law 93-415, 42 U.S.C. 5601 et seq.). This landmark legislation established OJJDP to provide Federal leadership and support to State and local governments in their efforts to prevent delinquency and improve the juvenile justice system. The Act requires OJJDP to address juvenile justice issues in a comprehensive, coordinated manner and to support research, training, and program initiatives that respond to a broad spectrum of juvenile justice issues. Specifically, Section 261(a)(4 and 5) of the JJDP Act of 1974, as amended, states OJJDP's mandate regarding families as "establishing or supporting programs (including self-help programs for parents) stressing advocacy activities aimed at improving services to juveniles affected by the juvenile justice system, including services that provide for the appointment of special advocates by courts for such juveniles, including programs that work with families during the incarceration of juvenile family members and which take into consideration the special needs of families with limited-English speaking ability; and developing or supporting model programs to strengthen and maintain the family unit in order to prevent or treat juvenile delinquency."

OJJDP carries out its policies, programs, and goals through the coordinated activities of its seven components: 1) Research and Program Development Division, 2) Training and Technical Assistance Division, 3) Special Emphasis Division, 4) State Relations and Assistance Division, 5) Information Dissemination and Planning Unit, 6) Concentration of Federal Efforts Program, and 7) Missing and Exploited Children's Program. The 1992 reauthorization of the JJDP Act authorizes OJJDP to support a number of new priority program areas which include: hate crime education, gender bias and gender-specific services, mentoring, boot camps, due process and right to counsel, services to juveniles in secure custody, graduated sanctions, and family involvement in the treatment of delinquents.

The reauthorizations of the JJDP Act focus our attention and activities on family violence and other pressing juvenile justice issues of the day. Through a variety of initiatives, OJJDP continues to address the important issues of family violence.

II. Background and History

Prevention, intervention, treatment, and the study of family violence are common threads through many OJJDP endeavors, even though previous programs or research projects have not focused solely on "family violence" or utilized it as a main theme.

The Missing and Exploited Children's Program has addressed family violence issues while meeting its mandate to coordinate activities pertaining to missing and exploited children--preventing abductions, investigating cases, locating missing and exploited children and reuniting them with their families, providing treatment, and prosecuting abductors. Since 1984, OJJDP has been the principal funding source for the National Center for Missing and Exploited Children (NCMEC), a private nonprofit organization spearheading national efforts to locate and recover missing children and raise public awareness about the prevention of child abduction, molestation, and sexual exploitation. The OJJDP/NCMEC partnership coordinates the efforts of law enforcement agencies, social service providers, elected officials, judges, prosecutors, educators, and public and private organizations to address crimes against children.

OJJDP Research and Program Development Division projects have touched on family violence issues in a number of studies. Among the most notable are "Families of Missing Children, Final Report" prepared by the Center for the Study of Trauma, University of California, San Francisco and submitted to OJJDP in 1992, "Child Victim as Witness Research and Development Program: Final Report", prepared by D. Whitcomb, et al., and "Strengthening America's Families: Promising Parenting Strategies for Delinquency Prevention, User's Guide" prepared by the University of Utah and the Pacific Institute for Research and Evaluation and submitted to OJJDP in 1992.

OJJDP's Program of Research on Causes and Correlates has clarified the relationship between the family and serious, violent, and chronic juvenile delinquency. Low family socioeconomic status has been found to be associated with chronic delinquency. In addition, low family socioeconomic status is correlated with other risk factors that have been linked with delinquency, including large family size, perinatal complications, parental mental illness, and low levels of parent education. Research has shown that poor family attachment is directly related to both serious delinquency and drug use. Poor parenting behavior (failure to communicate with and monitor children) and parental conflicts (inconsistency of punishment and avoidance of discipline) are also related to subsequent serious delinquency.

These OJJDP studies have also shed new light on the relationship between domestic violence and subsequent violent behavior by children in violent families. This research, conducted at the State University of New York at Albany, shows that:

- Abused children are more likely to commit violent offenses when they get older than are children not abused in the home;

- The percentage of children committing violent offenses doubles when they are exposed to one form of family violence; and
- Adolescents from multiple violent families are two and a half times as likely to be violent as those from non-violent families.

OJJDP has developed "A Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders" that calls for early intervention in troubled families that produce such juvenile offenders. Program development work is underway that will identify effective prevention, intervention, and treatment programs for inclusion in the strategy. A "how to" manual and an inventory of promising and successful program models will be provided to all interested jurisdictions. Priority is being given to identifying successful programs that work with troubled families that have children zero to three years old, and treatment programs for violent offenders.

OJJDP has provided support to the National Council of Juvenile and Family Court Judges to develop model practices for juvenile and family courts in handling domestic violence cases. Improved coordination among social services, child care agencies, and the courts is expected to result from adoption of these practices.

III. Current Programs

National Court Appointed Special Advocates (CASA). OJJDP has provided more than \$4 million since 1986 to the National Court Appointed Special Advocate Association (CASA) to assist in the development of new CASA programs which provide trained volunteer advocates for abused and neglected children in the court system.

Improving the Juvenile and Family Courts' Handling of Child Abuse and Neglect Cases: A Model Training and Technical Assistance Program. The purpose of this project is to develop model approaches and programs to allow juvenile and family court systems to improve handling of child abuse and neglect cases. The model programs developed by the National Council of Juvenile and Family Court Judges will be designed to assist State courts in the implementation of training and technical assistance to judicial personnel, attorneys and other key people in juvenile and family courts; administrative reform in juvenile and family courts; and improvement of procedures for determining whether child service agencies have made "reasonable efforts" to prevent placement.

Training and Technical Assistance to Law Enforcement Agencies. Since 1982, OJJDP has provided training for thousands of national, State and local law enforcement officers on the investigation of child abuse and exploitation as well as technical assistance on the investigation of specific cases of child abuse. The five-day program utilizes experienced, active child abuse investigators for this training and technical assistance. A second advanced course on investigative techniques and resources on missing and exploited child cases is now

being offered to those who have completed the basic course; the next description provides more detail.

Advanced Training for Law Enforcement on Investigation of Missing and Exploited Child Cases. This three-day advanced training and technical assistance program is handled through a contract with Fox Valley Technical College in Appleton, Wisconsin. Training is provided as requested by individual police departments. The program utilizes active law enforcement investigators experienced in missing and exploited child cases as trainers.

Effective Screening of Child Care and Youth Service Workers. The purpose of this study is to provide a comprehensive picture of which screening practices, including criminal records checks, are being utilized by both the public and private sectors and the effectiveness of these practices in protecting children and youth from abduction, abuse, and exploitation.

Transitional Living Component for Homeless, Runaway and Sexually Exploited Youth. A grant to Paul and Lisa, Inc., located in Westbrook, Connecticut, supports this rehabilitation program. The purpose of the program is to help former juvenile prostitutes attain self-sufficient life styles, free of sexual exploitation and drug involvement. The program provides supervised housing and independent living arrangements, employment, educational and vocational opportunities, medical, dental, nutritional and psychological examinations/assessments. In addition, provision is made for necessary treatment, counseling, and assistance in developing lifestyle adjustment skills.

Paul and Lisa Program Prevention and Intervention Efforts: Expansion and Improvement of Non-Profit Organization Projects. This second grant to Paul and Lisa, Inc. supports the expansion of their successful street outreach, rehabilitation, and preventive education program. This effort provides training and technical assistance to other cities to reduce the incidence of runaways, to reunite missing and exploited children with their appropriate caretakers, and to collect data and information on the effectiveness of the program.

Child Find Mediation Program. A grant to Child Find of America, Inc. supports this program to help prevent family abductions through increasing prevention efforts, increasing the number of referrals, training, and retraining phone screeners, training Child Find mediation coordinators, and encouraging referrals to its mediation program by expanding information dissemination.

Training and Technical Assistance for Non-Profit Missing and Exploited Children's Organizations. A grant was awarded to co-applicants: the National Victim Center and the National Committee for the Prevention of Child Abuse and Crime Victims Research and Treatment Center of the Medical University of South Carolina. The purpose of the program is to provide training and technical assistance to private non-profit agencies and other organizations serving missing and exploited children. The training and technical assistance helps the agencies improve their capacity to successfully engage in activities that will prevent

the abduction and exploitation of children, assist in the recovery of children, and provide services to child victims and their families.

Missing and Exploited Children Prevention and Services. A grant was awarded to Counseling Service of Addison County to develop services to assist missing and exploited youth and their families in Addison County, Vermont. Services include a community education campaign on child safety issues, expanded counseling, outreach, and safe shelter services to get runaway/throwaway youth off the streets and into a safer environment and to train law enforcement officers to handle missing and runaway complaints more effectively. Crisis counseling is also made available to families of missing children.

Project Nino Seguro. A grant was awarded to South Bay Community Services in Chula Vista, California to provide services and education to the community and thereby reduce the occurrence and number of missing, abducted, and exploited children, especially in the Hispanic community.

Funding Support to Increase Capacity of Vanished Children's Alliance. A grant was awarded to Vanished Children's Alliance (VCA) to continue the implementation of an in-house information storage and retrieval system. This enables VCA to increase the efficiency of their direct services to families affected by the loss of their children and to provide information to law enforcement and other service providers in a more timely manner. Also, VCA provides more direct counseling and technical assistance to missing children and their families upon recovery, develops effective services for families of long-term missing children, and enhances VCA's crisis intervention and referral system to appropriate victim services.

Proposal to Provide Services to Recovered Previously Missing Children and Their Families. A grant was awarded to Find the Children to act as the reunification team "case manager" responsible for coordinating and tracking cases of abducted children, insuring that all appropriate agencies are aware of the recovery, and that counseling services are offered to the family. This program also provides services when other services are not available for immediate, accessible mental health intervention to facilitate the process of reunification of abducted children and their families.

Missing Children Field-Initiated Programs. A grant was awarded to the Montana Board of Crime Control to address the problem of child exploitation, abuse, and neglect, and missing children in Montana through a community-based prevention project. The agency is working in partnership with the statewide Prevention Assistance Team (PAT) and local communities across the State by funding various innovative pilot/demonstration prevention programs. The programs provide models for identification of high risk families; education and prevention which involves community residents while maximizing resources; and the aid and treatment of children and families who are victims of abduction, sexual exploitation, abuse, and neglect.

Child Abuse Prosecution Training and Technical Assistance. A grant was awarded to the American Prosecutors Research Institute to support programs of the National Center for the

Prosecution of Child Abuse. A major goal of the Center is to improve the quality of child abuse prosecution by assisting elected or appointed prosecutors at the local, State and Federal levels. The Center's major services to prosecutors include providing training, technical assistance, and publications in the subject area. The workshops, conferences, and informational materials also benefit law enforcement, social workers, therapists, and other personnel handling child abuse cases.

National Network of Children's Advocacy Centers. A grant was awarded to the National Network of Children's Advocacy Centers to provide training and technical assistance to help develop or expand local children's advocacy centers. The Network helps communities respond to child abuse by facilitating multi-disciplinary cooperation and coordination through customized, subsidized training at local sites.

Model Treatment and Services Approaches for Mental Health Professionals Working with Families of Missing Children. A grant was awarded to the Western Center for Child Protection to provide mental health personnel with effective treatment approaches for rehabilitating families traumatized by child abduction and faced with re-establishing a state of normalcy in its aftermath.

Investigation and Prosecution of Parental Abduction Cases. A grant was awarded to the American Prosecutors Research Institute to assist local prosecutors in bringing more informed and more effective prosecution of non-custodial parents who abduct their children. The project, among other things, identifies the legal and social issues in these cases, analyzes and summarizes existing research in this area, identifies those experts who handle these cases, and produces and disseminates legal analysis and guidelines for local prosecutors and law enforcement agencies concerning these cases.

Remember, They're Children: Using Video to Train Law Enforcement. A grant was awarded to the University of Southern Maine to minimize the negative impact of law enforcement investigative procedures on maltreated children. This was accomplished by developing and innovatively disseminating to law enforcement personnel a comprehensive video training curriculum designed to improve investigative responses to child victims of maltreatment. The National Child Welfare Resource Center will provide small- and medium-sized departments with the resources to train and support their staff on how to conduct effective, but non-traumatizing, child abuse investigations.

Missing and Exploited Children Comprehensive Action Program (MCAP). A grant was awarded to the Public Administration Service to manage MCAP, a multi-agency juvenile services coordination community action program. Primary program activity provides directed and supportive training and technical assistance to encourage, guide, and focus community development and planning on important missing and exploited children issues. The resulting program development provides programmatic, policy, and procedural approaches. It also encourages multi-agency community organization planning and delivery of services to focus more cooperatively and responsively on recognized missing and exploited children problems

and needed services.

Study of Child Abuse Offenders. OJJDP has been mandated in the "National Child Protection Act of 1993" to conduct a study of child abuse offenders.

Incentive Grants for Local Delinquency Prevention Programs. The 1992 amendment to the JJDP Act authorized Title V, "Incentive Grants for Local Delinquency Prevention Programs." Through this program, local governments will receive funding to support prevention activities focused on at-risk children, teenagers, and their families. Some of the risk factors relating to adolescent problem behaviors that will be addressed by Title V Prevention Programs include: family history of high risk behavior, family management problems, family conflict, and parental attitudes and involvement.

IV. Anticipated Plans

The Office of Juvenile Justice and Delinquency Prevention is committed to designing programs to help parents, communities, and practitioners address the problems of juvenile crime and help stem the wave of violence that is plaguing our nation. As a major component of this effort, OJJDP developed "A Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders." The implementation of this strategy will be a major program priority of OJJDP over the next few years. Because dysfunctional or violent families are a risk factor for delinquency and related negative behaviors, OJJDP will address family-related issues in Fiscal Year 1995.

OFFICE FOR VICTIMS OF CRIME

I. Legislative Mandate

The OVC (Office for Victims of Crime) was established in 1984 as a result of the Victims of Crime Act (VOCA). OVC is responsible for administering and managing the deposits into the Crime Victims Fund. Furthermore, OVC makes grants available for training and technical assistance to eligible crime victims compensation programs, including programs compensating victims of domestic violence; and eligible crime victims assistance programs, with priority given to those programs which provide assistance to victims of sexual assault, spousal abuse, or child abuse.

II. Background and History

The 1988 amendment to VOCA mandates that State compensation programs extend benefits to victims of domestic violence as a condition of continued eligibility for Federal funding. Prior to these amendments, victims of domestic violence were often denied compensation benefits solely based on their relationship to the offender. Since these mandates, over half of all VOCA victims assistance grant funds are awarded to public and private nonprofit organizations providing services to victims of domestic violence, including victims of child abuse.

OVC has given priority consideration to the awarding of state formula victim assistance funding to programs serving victims of sexual assault, spousal abuse and child abuse. Furthermore, OVC has awarded discretionary grants to crime victims assistance programs for technical assistance services and training for criminal justice system professionals and victim service providers.

VOCA also requires the Office for Victims of Crime to review Federal law enforcement compliance with Federal victim assistance statutes and strengthen and expand services for Federal crime victims. The Victims of Child Abuse Act (passed as part of the 1990 Crime Control Act) emphasizes children's rights and requires the Federal justice system to adapt procedures to the needs and abilities of child victims and witnesses. Examples of requirements in that Act include speedy trials, alternatives to live, in-court testimony, appointment of a guardian ad litem or adult attendant, and a multidisciplinary approach to reduce the number of child interviews.

III. Current Programs

Discretionary Grant Program

OVC initiated the **Children's Justice Act Discretionary Grant Program for Native Americans (CJA)** in 1990. Annually, OVC awards 8 to 10 grants to Indian tribes to improve

the investigation, prosecution, and handling of cases of child sexual abuse and serious child physical abuse in a manner that increases support for and reduces trauma to child victims. The program goal is to strengthen existing child abuse programs or develop new programs that deal effectively with cases of child sexual abuse and serious child physical abuse and to promote these projects as models for other tribes to use in developing similar programs.

As of March 31, 1994, \$3,668,534 has been awarded to 27 different tribes to support training for multidisciplinary teams, revision of tribal codes to address child sexual abuse, child advocacy services for children involved in court proceedings, development of protocols for reporting, investigating, prosecuting, and treating child sexual abuse; and improved case management and treatment services. Annually, \$675,000 is available for the CJA program. In 1994 OVC will fund a \$100,000 project to provide training and technical assistance to the tribes that received CJA grants.

Multi-jurisdictional, Interagency Model for Investigating and Prosecuting Cases of Child Pornography and Juvenile Prostitution. A \$224,974 grant was awarded to the Education Development Center of Newton, Massachusetts. The grant combines the resources of the Office for Victims of Crime and the Office of Juvenile Justice and Delinquency Prevention to develop a model victim services component/protocol for multi-jurisdictional task forces working on cases of child pornography and juvenile prostitution. A prototype of this model will be implemented at one site. The model will link criminal justice personnel to sources of victim assistance when child victims are identified in juvenile prostitution or pornography cases. The project will also initiate an effort to raise public awareness of the harm associated with the various forms of child sexual exploitation. A manual featuring the protocol and the process for its development and implementation, will be published to facilitate replication in other cities.

Victim Assistance in Indian Country Program (VAIC). The VAIC grant program provides funding to States to establish "on-reservation" victim assistance programs for Federal crime victims in Indian country, where the U.S. Government is responsible for investigating and prosecuting crimes. Presently, there are 35 programs which are funded to provide services such as crisis intervention, emergency shelter for family violence victims, mental health counseling, and court advocacy. To date, \$4,666,395 has been expended on this program. In FY 1994, nineteen states will receive a total of \$766,045 to make awards directly to Indian tribes to establish victim assistance programs in Native American communities. These programs provide many services to child victims.

National Scope Training and Technical Assistance Projects

OVC has funded national scope training and technical assistance projects that focus on special categories of victims, such as child victims, the elderly, and minorities. Other projects targeted specific professional groups, such as law enforcement officers, prosecutors, and judges, as well as corrections, probation, and parole personnel. In addition, training and technical assistance have been provided to victim service providers and allied professionals

who work with victims, such as mental health professionals and the clergy. Some projects have addressed multidisciplinary audiences, composed of representatives from different fields. In Fiscal Year 1993, OVC provided funds to 14 States to help support statewide, multidisciplinary, victim-related training conferences. One common theme that runs through each of these projects is an emphasis on the recognition, importance, and dynamics of family violence, and how best to assist those who have been victimized within their family environment.

Other training and technical assistance projects funded by OVC have focused specifically on family violence issues. One such project provided support to the **American Professional Society on the Abuse of Children** to convene a National Colloquium in June 1993. The Colloquium brought together a range of 500 professionals who serve child victims and provide intensive, interdisciplinary training and discussion on the most resistant problems they face in treating and advocating for children.

In another project, the **Fernside Center for Grieving Children** conducted a series of conferences for educators, victim service providers, and school professionals to respond more effectively to inner city and Native American children who have lost a loved one through violent crime.

The **Police Executive Research Forum** was funded to develop a training curriculum for law enforcement policy makers and officers on the most effective procedures and policies for responding to incidents of family violence involving elderly people, and to insure that the curriculum developed could be easily integrated with other police academy curricular materials.

Parents of Murdered Children (POMC), a national self-help organization for parents and their children who experience a violent homicide in their family, was awarded a grant to develop a POMC Chapter Leader and Contact People Training Manual and present regional training seminars for leaders who wish to initiate POMC Chapters in their own communities. Services they provide include: self-help groups that meet regularly; information about the grieving process and the criminal justice system; and communication with professionals in the helping fields about the problems faced by those surviving a homicide victim.

From 1986 to 1992, OVC received funds from the Department of Health and Human Services (DHHS) to administer the Law Enforcement Training and Technical Assistance portion of the Family Violence Prevention and Services Act. During that time, a total of \$3.4 million was transferred to OVC from DHHS. This money provided funding for 27 projects nationwide to improve law enforcement's response to family violence incidents by promoting pro-arrest or mandatory arrest policies; encouraging full reporting; increasing coordination with other community services; improving on-scene investigations; establishing policies and procedures guiding the law enforcement response to these cases; and producing and disseminating informational materials for victims.

Training and Technical Assistance for Federal Criminal Justice Officials.

Efforts include training programs for Federal prosecutors, investigators, and Victim-Witness Coordinators on handling cases of child abuse in the Federal criminal justice system.

Since 1988, OVC has sponsored the participation of Federal criminal justice personnel at the **National Symposium on Child Sexual Abuse in Huntsville, Alabama**. U.S. Attorneys' Offices nominate multidisciplinary teams consisting of Federal prosecutors, criminal investigators, and Victim-Witness Coordinators to attend this specialized training. A Federal Training Day precedes the Symposium and focuses on handling child sexual abuse cases in the Federal criminal justice system.

A Cooperative Agreement among OVC and other Department of Justice components to provide training to Federal prosecutors on preparing and prosecuting child sexual abuse and exploitation cases resulted in a specialized training course that was presented to over 70 Federal prosecutors in June 1993.

OVC co-sponsored the **"Four Corners Indian Country Victims' Rights - Child Abuse Conference"** which brought together approximately 200 Federal, tribal, and State prosecutors, law enforcement officials, and health, social services, and victim assistance professionals who work in Indian country on behalf of child victims, in Durango, Colorado, in August 1993. Four contiguous U.S. Attorneys' Offices jointly presented this four-day conference which featured interactive, regional problem-solving workshops and concluded with a very successful Federal child sexual abuse mock trial.

This effort was so successful that OVC has designated \$50,000 to fund similar multidisciplinary training efforts in individual Federal Districts in Fiscal Year 1994.

OVC expects to sponsor up to 30 scholarships for Federal law enforcement officers to attend the 1994 **"Crimes Against Children"** seminar presented by the **Dallas Police Department and the Dallas Children's Advocacy Center**. The three-day seminar will focus on investigating and handling child homicide, serious child physical and sexual abuse, and child exploitation cases.

Formula Grant Program

The Victim Assistance State Grant Program is a rich source of services for domestic violence and child abuse victims. From 1986 through 1992, traditionally, States have allocated over 50 percent of VOCA victim assistance funds (\$185 million since 1986) to provide services such as crisis intervention, group therapy, court accompaniment, transportation, emergency shelter, and counseling, for victims of domestic violence and child abuse.

The State Crime Victim Compensation Program is another major resource for child victims and their families. Surpassing all other categories of victims seeking financial assistance from

victim compensation programs, the number of innocent child victims receiving benefits has accelerated dramatically since the inception of the Federal VOCA Crime Victim Compensation Program. Awards for child victims surged from \$6 million in FY 1986 to over \$38 million in FY 1992. Additionally, nearly 30 percent of all awards of compensation were paid on behalf of adult and child victims of domestic violence in FY 1992.

Fiscal Year 1994 Program Plan

Support for Grieving and Bereaved Children is a competitive bid for a grantee to further OVC's commitment to assist victim service providers to aid children who are grieving as a result of violent crime, whether it be as victims themselves, as relatives of injured or murdered victims, or as witnesses of violent acts.

Additionally, OVC will continue to integrate information focusing on family violence into training and technical assistance activities and into materials produced by the majority of the discretionary projects funded by the Office. Specifically, the topic will be covered in the training and technical assistance that will be provided to corrections personnel, the clergy, mental health practitioners, and the media. The subject will also be highlighted as a segment of a curriculum for youth on the impact of crime on victims, which is to be developed under one of the new initiatives. Finally, another series of State and regional multi-disciplinary training conferences on victims' issues will be sponsored, all of which will include a number of workshops on family violence.

Resource Package for Children Required to Testify in Federal Court In 1994, OVC will award up to \$70,000 to a grantee to design, print, and disseminate four camera-ready pamphlets for inclusion in one child victim assistance resource package for each Federal victim-witness coordinator nationwide. The package will be used to help prepare and orient children and their parents to the Federal Court system and alleviate the trauma commonly experienced by children required to testify in Federal court.

IV. Anticipated Plans

Under VOCA, Federal money has effectively augmented State money to create cooperative partnerships for the benefit of victims of all violent crimes including domestic violence; however, additional funding must be acquired to address the needs of increased numbers of crime victims and newly-recognized, complex victimization issues. Significant challenges, not contemplated at the time VOCA was enacted in 1984, are emerging.

Violence against women is now the subject of intense debate in the halls of the U.S. Congress. The issue is receiving due attention, and legislative approaches to the injustice are being formulated. Law enforcement officers and prosecutors are challenged by practical enforcement issues as well as constitutional issues arising with respect to new anti-stalking legislation enacted across the country. The solutions to these issues are not easy; they will require money, effort, commitment, and an openness to innovative possibilities.

As the Federal agency charged with advocating for victims, OVC has worked to identify emerging issues that must be addressed to strengthen the rights and advance the fair treatment of crime victims. The Office's discretionary grant program plans, grantee and subgrantee performance reports, and special initiatives reflect the quality of OVC's leadership in the field. Increased deposits into the Crime Victims Fund will enable OVC to make larger formula awards to the States, improve training opportunities for victim service providers and criminal justice system professionals, and expand services to victims of Federal crimes.

V. RECENT OJP PUBLICATIONS ON FAMILY VIOLENCE

"Bitter Earth: Child Sexual Abuse in Indian Country," A 45-Minute film produced under the sponsorship of the Office for Victims Of Crime, 1993.

"Criminal Victimization in the United States, 1991," National Crime Victimization Survey Report, Bureau of Justice Statistics, December 1992.

"The Cycle of Violence," Cathy Spatz Widom, Research in Brief, National Institute of Justice, October 1992.

"Drugs - The American Family in Crisis: A Judicial Response," National Council of Juvenile and Family Court Judges, Office of Juvenile Justice and Delinquency Prevention, 1988.

"The Emotional Effects of Testifying on Sexually Abused Children," Deborah Whitcomb, Gail S. Goodman, Desmond K. Runyan, and Shirley Hoak, Research in Brief, National Institute of Justice, April 1994.

"Family Violence: Interventions for the Justice System," Program Brief, Bureau of Justice Assistance, October 1993.

"Female Victims of Violent Crime," Carolyn Wolf Harlow, Bureau of Justice Statistics, January 1991.

"Highlights from 20 Years of Surveying Crime Victims," The National Crime Victimization Survey, 1973-92, Bureau of Justice Statistics, October 1993.

"Improving the Police Response to Domestic Elder Abuse: Instructor Training Manual," Prepared by the Police Executive Research Forum for the Office for Victims of Crime, September, 1993.

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For additional publications and reports on justice issues in family violence contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850. Phone Toll Free 800 851-3420 or Locally 301 251-5500.

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