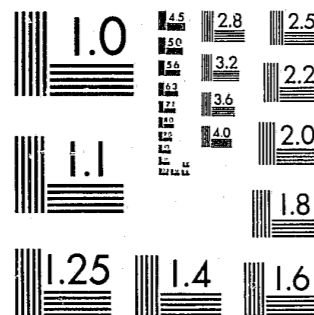


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**National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D. C. 20531**

DATE FILMED

3-20-80

REPORT TO THE LEGISLATURE

The Implementation of Minnesota Laws,
Chapter 428, 1977 and Minnesota Laws,
Chapter 732, 1978 regarding
Programs and Services for Battered Women

Submitted by:

Department of Corrections
January, 1979

59532

NCJRS

JUL 19 1979

ACQUISITIONS

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STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS

SUITE 430 METRO SQUARE BLDG. • 7th & ROBERT STREETS • ST. PAUL, MINN. 55101

OFFICE OF THE
COMMISSIONER

612-296-3565

January 30, 1979

Members of the 1979 Minnesota
State Legislature
State Capitol
St. Paul, Minnesota 55155

Dear Legislator:

Attached is a report prepared by the Minnesota Department of Corrections
in accordance with Minnesota Laws 1977, Chapter 428 relating to the
establishment of pilot programs for Battered Women.

Pages 3 through 7 provide a brief and concise summary of the total
report which details each step in the implementation of Minnesota
Laws 1977, Chapter 428 and Minnesota Laws 1978, Chapter 732. The
staff responsible for developing this report are available to
answer any specific questions you may have.

Sincerely,

Orville B. Pung
Acting Commissioner

OBP:EP:jw

attachment

INTRODUCTION

This report describes in detail the steps taken to implement Minnesota Laws 428, 1977 and Minnesota Laws 732, 1978 by the Department of Corrections. In addition, it:

- provides an analysis of reports submitted by professionals throughout the state on incidents of battering,
- provides information on the six operating shelters funded by monies allocated in the past two legislative sessions,
- examines the effects of the educational program which operates throughout the state primarily on volunteer labor,
- reports on the service needs of battered men,
- defines the input by professionals, victims and grassroots organizations in implementing the legislation,
- communicates the State Task Force recommendations for expanded funding and supportive legislation.

It has been our experience, based on countless interviews, meetings, police ride alongs, shelter visits, and working sessions with psychologists, battered women, shelter workers, police officers, family therapists, nurses and social workers, that men assault their partners for two primary reasons. First, some have learned from growing up in violent homes or homes where they were not provided healthy tools to cope with basic human emotions and conflict, that through violence they can maintain control of their partner. Secondly, there are many social sanctions of battering and few repercussions to the violent partner.

The public as well as individual professionals have frequently assumed that if battering exists the women must be playing a part in it. However, more and more it is recognized that if a man has not learned to cope with human feelings or if he learned that violence was an acceptable way of controlling his partner or venting his anger, a man will very likely use violence against his partner regardless of her behavior. This is not to say that women do not frequently participate in the conflict in a relationship, it is only to say that almost all intimate relationships involve conflict, yet only those involving a man who will use violence to cope with conflict result in battering. It is also important to recognize that, in many cases, the violent response was not connected to conflict in the relationship but was the result of other pressures, for example, economic pressures, feelings of inadequacy, or stress on his job.

The societal roles placed on men to be masters of their homes, providers, strong and in control of their emotions cause many to see the batterer as a victim himself. While there are certainly benefits to the privileges shared by men in their roles, many have come to see the tremendous human costs of those privileges.

Not all men who batter share the experience of a violent childhood but all men who batter share the societal indifference to or acceptance of their behavior. The following are excerpts from national and local experts on the issue of battering and other forms of family violence which define more clearly the concepts of "societal permission of battering".

- Street fights were staged in Ann Arbor, Michigan, involving a woman assaulting a woman, a man assaulting a man and a man assaulting a woman. Bystanders made attempts to stop the assault in all cases but the last--a man assaulting a woman. The reason most often given from bystanders was, "I thought it was his wife". Letty Pogrebin, 1974.

- "From our interviews, we are still convinced that in most cases a marriage license also functions as a hitting license." Richard Gelles, The Violent Home, 1972.
- "Wife beating is a civil rights problem of enormous magnitude. It is a crime which has been hidden by ignorance and social attitude. Society has viewed what happens between spouses as consensual, permissible and private. Negative perceptions of women by both men and women have resulted in tolerance of wife beating." Marjory Fields, Wife Beating: Government Intervention Policies and Practices, 1977.
- Analysis of a 1968 Harris poll shows that one-fifth of the respondents approve of slapping one's spouse on appropriate occasions.
- "Perhaps the most fundamental set of factors bringing about wife beating are those connected with the sexist structure of the family and society. In fact, to a considerable extent, the cultural norms and values permitting and sometimes encouraging husband-to-wife violence reflect the hierarchical and male-dominant type of society which characterizes the Western world." Murray Straus, Wife Beating: Causes, Treatment and Research Needs, 1978.

Through the persistent efforts of grassroots organizations, professionals within the system are beginning to take a new look at how their personal interaction with battered women perpetuates the abuse and, more significantly, how policies of the institutions in which they work serve to frustrate a woman's effort to end the physical abuse she is experiencing.

Service providers have come to realize that a woman who lives in a violent relationship often does so out of fear, emotional dependency, economic dependency, role conditioning and, sadly, because when she seeks help she is too often seen as a masochist, a bad wife, or homewrecker and expectedly begins to believe those things about herself.

The State of Minnesota has taken a lead in recognizing the devastating effects of battering on women and on the family structure. Once a "hidden crime", battering has come to be recognized as perhaps the most frequently committed violent crime in the state. Research reveals that children who grow up in violent homes are likely to become victims or abusers themselves as adults. (Richard Gelles, The Violent Home, 1972). Prisons, state hospitals, juvenile institutions and treatment centers are crowded with men and women who grew up in violent homes. Although this program has reached only a small percentage of those homes, it has been a successful beginning in accepting our societal responsibility to openly confront the problem.

SUMMARY OF REPORT TO THE LEGISLATURE ON MINNESOTA'S BATTERED WOMENS PROGRAM

This summary of the Legislative Report identifies the key provisions of Minnesota Laws 1977, Chapter 428 and Minnesota Laws 1978, Chapter 732 and highlights the major steps taken by the Department of Corrections to implement those laws.

- Establishment of statewide Advisory Task Force to the Department of Corrections.

An 18 member statewide Advisory Task Force to the Department of Corrections, consisting of members representing various racial backgrounds, geographical areas and professions which provide services to battered women, was established. The Task Force is a working committee providing meaningful participation from grassroots organizations and victims of battering in implementing all phases of the legislation.

- Selection and funding of emergency shelters and support programs.

Six shelters are currently funded through the Department of Corrections: Women's Advocates (St. Paul), Harriet Tubman Women's Shelter (Minneapolis), Northeastern Minnesota Coalition (Duluth), Southwestern Women's Shelter (Marshall), Women's Shelter, Inc. (Rochester), and Mid-Minnesota Women's Center (Brainerd). Staffs of each shelter provide physical protection, emotional support and information to battered women as well as providing community outreach in the surrounding areas.

Shelter reporting forms indicate that of 2,749 women requesting shelter statewide from January 18 to November 15, 2,136 or 79% were turned away. In the seven county metropolitan area, 85% of the women requesting shelter were turned away from the two operating shelters.

During the same interval, 613 women were housed, 374 in the metro and 234 in the non-metro area. A total of 726 children were sheltered, 414 in the metro and 312 in the non-metro area. During this period, 7,922 calls and 376 letters requesting information were answered.

- Development of a statewide community education program concerning spouse battering.

The Department of Corrections funded 12 community education programs throughout the state, one in each of the 11 economic development regions and the statewide Minnesota Indian Women organization. In addition, the Department provides each grantee with technical assistance, i.e. a training program and team for professional workshops, a central library consisting of two slide/tape shows, a manual and a collection of books, films, articles and research papers. Community education groups conduct educational programs for the public and for professionals on a regional basis.

In the past year community education groups, shelters and the Department of Corrections staff collectively conducted over 630 workshops, training sessions or presentations. Over 19,500 people attended these sessions which took place in approximately 70% of the counties in Minnesota.

- Collection of data related to battered women from every medical profession, law enforcement agency and human service provider in the state.

Data collected from these resources and from women housed in shelters from March 1 to November 15, 1978 are summarized below:

Over 4,000 reports were received from agencies in an 8½ month period. Based on research which estimates the number of battered women who report to professionals and on a special sample built into this reporting system, an estimated 26,955 assaults on women by their partners have occurred in the past 12 months in Minnesota.

Partner abuse occurs in every region of the state. Non-metro agencies representing 51.5% of the population submitted approximately 36% of the forms.

Findings from 1,266 medical reports indicate that 69% of the women had been assaulted previously, 62% of them by the same assailant. Women in shelters have been previously assaulted by the same person 92% of the time.

Human service providers indicate that 65% or 538 of 795 women have experienced abuse for more than a year.

Women from 15 to 87 have been physically abused, but 76% of the women are younger than 34.

Women from all races have been assaulted. According to Department of Corrections reports, 83.9% of the women were white, 6.9% were American Indian, 6.5% were Black, 1.5% were Chicana/Latina and 1% were from other races.

Husbands and ex-husbands were assailants in 63.4% of the cases and boy-friends and cohabitantes were assailants 29.5% of the time.

Only 19% of the abused women seen by professionals had no children.

Assailants whose partners were housed in shelters range in age from 18 to 80, approximately 50% of the men are between the ages of 24 and 31.

Fifty percent of the men who assaulted their partners have a high school education, although all education levels are represented.

A summary of 1,505 medical reports indicate that the abused person required medical attention 78.5% of the time and hospitalization was required in 12.2% of the reported cases. Women experienced bruises and lacerations over 80% of the time and 9.5% of the women suffered fractures from their abuse.

According to human service providers, services needed most frequently by battered women are support groups, legal assistance, safe housing and economic support.

The Department of Corrections received 52 reports on battered men from human service providers. Services needed most frequently by battered men are support groups and counseling, and legal assistance.

Conclusions

The passage of the battered women's legislation and the subsequent creation of a state program provided the necessary catalyst to initiate or expand local organizations for battered women. With the aid of the State Task Force, the Department facilitated communication and information sharing between newly organized groups and experienced service providers such as Women's Advocates and the Harriet Tubman Shelter. While established programs had previously worked with newly formed groups, the regional approach and massive distribution of information assisted many groups in learning from more experienced service providers how to develop and maintain effective educational, advocacy, and, in many cases, housing programs for battered women.

In addition to functioning as a catalyst for the organization of local groups, the Battered Women's Program is serving to sensitize many professionals to the problems and needs of battered women. As professionals have begun to examine their own interaction with abused women, they are also joining with grassroots organizations to effect changes within the systems from which battered women seek help. This includes the medical, judicial, and law enforcement systems. Emergency rooms are beginning to adopt special protocols for dealing with abused women, some police officers are carrying referral cards for shelters and the courts are slowly beginning to use their power to provide added protection for battered women. While these changes often seem insufficient to advocates and women who face seemingly insurmountable odds in seeking help, they represent a real movement towards more meaningful change.

Finally, battered women's groups, through their educational effort, have reached thousands of men and women in violent relationships giving them permission to seek help for what was once considered a "family matter". It is expected that these efforts will result in a dramatic increase in the number of women and men who will turn to the system for assistance. It is necessary to continue to work on making the system more effective in responding to persons seeking help.

RECOMMENDATIONS

Based on a growing demand for services by abused women, requests for training and public education from local communities and data received by the Department documenting reported incidents of assault on women, it is the recommendation of the Department of Corrections that the state's pilot programs for battered women continue and expand during the 1980-81 biennium.

The State Task Force on Battered Women has submitted a report to the Department relative to providing adequate shelter, advocacy and educational programs for battered women in addition to creating a two-year program for the violent spouse.

The Task Force recommendations provide for the following:

- 1) Funding one shelter in each of the ten (10) non-metro regions.
- 2) Funding five (5) shelters in the metro region.
- 3) Developing a comprehensive training program for professionals who provide services to battered women.
- 4) Continuation of the educational program for the public.
- 5) Funding regional advocacy programs for women who do not have access to or utilize the housing services of shelters.
- 6) Providing funds for rehabilitation of facilities owned by shelter organizations.
- 7) Providing funds for the Department of Corrections administrative costs totaling 5.3% of proposed budget inclusive of personnel costs, task force expenses and continuation of data collection system.
- 8) Formulation of a program to develop and implement in existing agencies and in cooperation with the court system a treatment model for the violent spouse.

The Department of Corrections agrees with the Task Force assessments of the services called for in their budget. The Task Force recommendations assure that women and their children in all parts of the state will have access to advocacy and shelter services, although it is still highly likely that many women will continue to be unable to gain access to shelter services due to overcrowding.

The Department has presented an alternative budget which reduces the level of services recommended by the Task Force but provides funds for education, housing and advocacy services for battered women and programs for the violent spouse in all areas of the state.

Attached is a comparative listing of the budget submitted to the Governor by the Department based on 1978-79 funding levels, the State Task Force budget and the alternative Department budget designed to reflect in the staff's opinion an appropriate state funding level for Battered Women's Programs.

The Department is also recommending that educational material and training for professionals funded through this program include information regarding the special problems facing the abused man. In addition, it is recommended that the public education program encourage, in its use of media and public presentations, reporting of assaults on men by their partners to professionals.

Finally, the Department recommends the passage of legislation continuing the State Advisory Task Force to assist the Department in effectively implementing this program.

PROPOSED BUDGETS

Item	1978-79 Level	Task Force	DOC Recommendations
<u>ADMINISTRATION:</u>			
Salaries	\$ 48,344	\$ 82,000	\$ 64,144
Fringe	7,388	12,529	9,801
Total	\$ 55,732	\$ 94,529	\$ 73,945
Printing	\$ 4,000	\$ 11,000	\$ 8,000
Travel (In)	600	1,200	1,200
Advertising	400	12,000	-0-
Communication	1,000		500
Travel (Out)	1,000		600
Supplies	600		500
Total	\$ 7,600	\$ 24,000	\$ 10,800
<u>TASK FORCE:</u>			
Contract Services	\$ 11,668	\$ 15,600	\$ 12,000
<u>SHELTERS:</u>			
Grants	\$575,000	\$2,400,000	\$1,820,000
(Cost per shelter)	6 Shelters (82,142)	15 Shelters (160,000)	13 Shelters (150,000)
<u>DATA COLLECTION:</u>			
Salaries	\$ 31,200	\$ 31,600	\$ 31,200
Fringe and Other	7,724	5,000	4,767
Printing & Mailing	6,090	17,000	9,000
Travel (In)	6,000	6,000	3,500
Supplies	1,200	600	500
Total	\$ 52,214	\$ 60,200	\$ 48,967
<u>COMMUNITY ED:</u>			
Grants & Educational Materials	\$ 50,000	\$ 200,000	\$ 200,000
<u>PROGRAM VIOLENT SPOUSE:</u>			
		\$ 300,000	\$ 250,000
<u>ADVOCACY PROGRAM GRANTS:</u>			
		\$ 345,000	\$ 180,000
<u>REHABILITATION:</u>			
		\$ 230,000	\$ 100,000
GRAND TOTAL	\$752,214	\$3,669,529	\$2,695,712

LEGISLATION: IMPLEMENTATION PROCESS

I. Introduction

This report outlines the progress made by the Minnesota Department of Corrections in implementing the provisions of Minnesota Laws 1977, Chapter 428 and Minnesota Laws 1978, Chapter 732 concerning the establishment of programs and services for battered women.

The key provisions of Chapter 428 are:

- Establishment of a statewide Advisory Task Force to the Department of Corrections,
- Establishment and adoption of rules concerning the implementation and operation of programs and services for battered women,
- Selection of a Project Coordinator,
- Selection and funding of four emergency shelter and support programs,
- Collection of data related to battered women from every medical profession and law enforcement agency in the state,
- Development of a statewide community education program concerning spouse battering.

In 1978, an amendatory bill was introduced becoming Minnesota Laws, Chapter 732. The key provisions of Chapter 732 are:

- Department of Corrections is allowed to fund more than four pilot programs,
- An additional \$100,000 is provided for grants to shelters,
- Those persons and organizations required to report incidents of battering are expanded to include social service agencies and community health agencies,
- A sum of \$25,000 is provided to implement the data collection system, including the authorization to fill one unclassified position for that purpose,
- Department of Corrections is required to evaluate data collected under the mandatory data reporting provision,
- Department of Corrections is required to report to the Legislature by January 1, 1979 on the feasibility of creating similar programs for men,
- Information related to the personal history of women using the services of the shelters is classified as private,
- Immunity from liability is provided to people participating in good faith in data collection,
- Department of Corrections is allowed to spend an undesignated portion of the community education money to produce educational and promotional material in addition to awarding community education grants.

II. Progress

A) Advisory Task Force

MANDATE:

"Within 60 days... the Commissioner shall appoint a nine member Advisory Task Force to advise him on the implementation (of this legislation)." (Minnesota Laws, Chapter 428, Section 4)

IMPLEMENTATION:

Advertisements concerning the availability of appointments to an Advisory Task Force were placed in newspapers throughout the state.

- Ninety-four applications were received in response to the advertisement.

A five person screening committee was established to review applications received for the Advisory Task Force.

- The screening committee was made up of persons representing different types of offender and victim programs from both in and outside of the Department of Corrections.
- Objective criteria for the selection of the Advisory Task Force members were established by the screening committee and included minority group representation, geographical distribution of members throughout the state, representatives from existing shelter programs and from the medical, law, social services, and law enforcement professions.

In response to the large number of applicants and the extensive criteria used for selection, the Commissioner of Corrections appointed nine persons to the Advisory Task Force as well as nine alternate members and four ex-officio members.

Final representation on the Task Force included both males and females, persons from minority groups, persons from various geographical areas of the state as well as representatives from law enforcement, law, nursing, social services and shelter care workers.

After the first year, the application process was opened to fill the one-year positions which had expired. Five previous members and nine new members were appointed. The Task Force meets on a monthly basis.

- Current membership on the Advisory Task Force is as follows:

Members:

Kenyari Bellfield (St. Paul), Coordinator, Harriet Tubman Women's Shelter
Candace DeGrazia (Winona), Attorney in Private Practice
*Arturo Esquivel (St. Paul), Catholic Social Service
*Ramona Jones (Red Wing), Community Activist in Indian Issues
Louise Mack (Willmar), West Central Community Services Center, Inc.
Patricia Murphy (Minneapolis), Staff at Women's Advocates
Shirley Oberg (Duluth), Northeast Minnesota Coalition for Battered Women staff
Marlene Travis (Minneapolis), Upper Mississippi Pathologists
Jean Wagenius (Minneapolis), Homemaker

Alternate Members:

Mary Beeman (Rochester), Counselor, Olmsted County Social Services
Judie Fox (Marshall), Coordinator, Women's Resource Center
**Judy Jackson (Minneapolis), City Attorney's Office

Lynn Lobitz (Hawley), Fargo Public Schools
*Eulalia Smith (Minneapolis), Centro Cultural Chicano
Katie Sorenson (Bemidji), Northwoods Coalition for Battered Women
Mary Ann Walt (Duluth), Coordinator, Indian Work, Minnesota Council of Churches
*Ida White (Minneapolis), Chrysalis
Lucille Zimmerman (St. Paul), St. Paul Ramsey Hospital

Ex-Officio Members:

Jackie Fleming (Shakopee), Superintendent, Minnesota Correctional Institution for Women
Judy Kapuscinski (Minneapolis), Family Planning Unit Supervisor
Concetta Schoen (Stillwater), Homemaker
Louise Seliski (Deerwood), Director, Mid-Minnesota Women's Center

* These Task Force members are inactive and will be replaced in February, 1979.

** Resigned

B) Emergency Rules

MANDATE:

"The Commissioner shall... promulgate all rules necessary to implement the provisions of Sections 1 to 7, including emergency rules." (Minnesota Laws, Chapter 428, Section 3)

IMPLEMENTATION:

A draft version of the emergency rules was completed by the Department of Corrections staff and provided to the Advisory Task Force for review and comment.

- A sub-committee was established by the Task Force for the purpose of reviewing the rules and reporting back to the full group.
- Final review by the Task Force and the suggested version of the emergency rules were provided to the Department on August 22, 1977.
- These rules were then reviewed by staff in the Attorney General's Office and published in the State Register on September 12, 1977.
- Suggested corrections to the rules were made by the Attorney General's Office, incorporated in the final version, reviewed by the Advisory Task Force and re-published in the State Register on November 14, 1977.
- These rules are currently in effect. On December 12, 1978 the Advisory Task Force recommended a final set of rules for promulgation.

C) Selection of Project Coordinator

MANDATE:

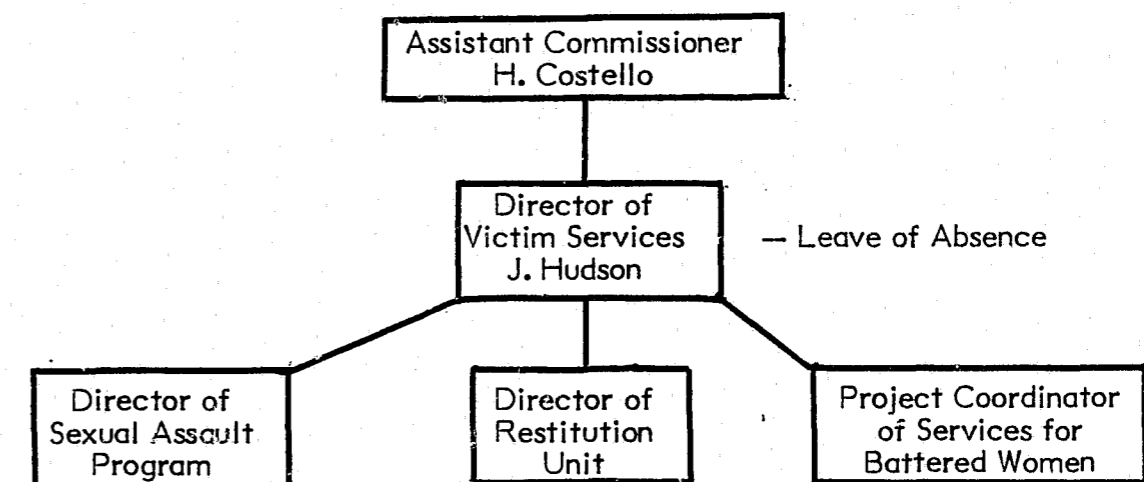
"The Commissioner shall appoint a Project Coordinator... The Project Coordinator shall Administer the funds appropriated (for this legislation), coordinate the programs funded...and perform other duties as the Commissioner may assign..." (Minnesota Laws, Chapter 428, Section 5).

IMPLEMENTATION:

In response to the advertisements about the availability of the Project Coordinator position, approximately 150 applications were received by the Department.

The Advisory Task Force appointed a sub-committee to establish formal, objective procedures and criteria for the review of applications.

- All applications received were carefully reviewed by the sub-committee and personal interviews were held with the leading candidates.
- Five persons were recommended to the Commissioner for the position with the final selection made by the Commissioner in December, 1977.
- Ms. Ellen Pence, former Director of the Southside Housing Program for the Minneapolis Housing Authority and one of the initial organizers of the Harriet Tubman Shelter, was selected and appointed to fill the Project Coordinator position.
- Ms. Pence formally assumed her responsibilities in the Department of Corrections in January, 1978.
- The organizational context of the Project Coordinator's position is represented as follows:



D) Funding of Emergency Shelters and Support Programs

MANDATE:

"The Commissioner shall designate four pilot programs to provide emergency shelter services and support services to battered women and shall award grants to the pilot programs. Two pilot programs shall be designated in the metropolitan area, composed of Hennepin, Ramsey, Anoka, Dakota, Scott, Washington, and Carver Counties. One pilot program shall be designated in a city located outside of the metropolitan area, and one pilot program shall be designated in a location accessible to a predominantly rural population." (Minnesota Laws, Chapter 428, Section 2)

IMPLEMENTATION:

A draft version of a Request for Proposal Statement for establishment of the shelters was provided to the Advisory Task Force at one of the initial meetings.

- A sub-committee was appointed by the Task Force for the purpose of suggesting revisions to this statement.
- Final version of the Request for Proposal was completed in early October, 1977 and the statement was made available throughout the state on October 10, 1977.
- Closing date for the receipt of the proposals was established as November 21, 1977.
- Criteria used to review and recommend funding included five points:

Relationships with existing agencies,
Ability to implement the program,
Nature and type of services to be delivered,
Personnel,
Budget analysis.

Fourteen responses to the Request for Proposal were received by the deadline date and the Advisory Task Force established formal procedures and criteria for the review of these.

- Proposals were submitted by:

YWCA - Mankato
Victim Crisis Center - Austin
Hope Haven - Cambridge
St. Cloud Area Women's Center - St. Cloud
Women's Resource Center - Marshall
Southwestern Mental Health Center - Laverne
Northeastern Minnesota Coalition for Battered Women - Duluth
Mid-Minnesota Women's Center - Brainerd
Dodge-Fillmore-Olmsted Community Corrections - Rochester
Anoka County Community Action Program - Anoka
Community Action Council - Burnsville
Women's Advocates - St. Paul
Harriet Tubman - Minneapolis
Tri-House - St. Paul

- Two sub-committees were established: One composed of Task Force members from the metro area, the other of members from outside of the seven county metropolitan area. The "non-metro" committee was responsible for reviewing proposals submitted from within the metropolitan area and the "metro" committee was responsible for reviewing proposals received from outside the metro area.

Funding recommendations were made by the Task Force to the Commissioner who selected the projects to receive funding.

- The four proposals selected and amount of funding for the 12-month period January 15, 1978 through January 14, 1979 are as follows:

Women's Advocates, St. Paul -- \$56,500 (currently operating)
Harriet Tubman Women's Shelter, Minneapolis -- \$43,000
(currently operating)

Northeastern Minnesota Coalition for Battered Women,
Duluth -- \$62,500 (currently operating)
Southwestern Women's Shelter, Inc., Marshall - \$61,000
(currently operating)

The remaining \$140,000 appropriated for shelters under Minnesota Laws, Chapter 428 will be allocated to the same four shelters based on need covering the period from January 15, 1979 through June 30, 1979.

MANDATES:

"The Commissioner shall designate four or more pilot programs to provide emergency shelter services and support services to battered women and shall award grants to the pilot programs." (Minnesota Laws, Chapter 732, Section 1)

"For the purpose of making grants...(to pilot programs)...-\$100,000 (is appropriated from the general fund)." (Minnesota Laws, Chapter 732, Section 7)

IMPLEMENTATION:

The same RFP and selection process was followed as previously noted with the exception of the interviewing process.

- Applications were received from:

Women's Shelter, Inc. - Rochester
YWCA - Mankato
Central Minnesota Task Force on Battered Women - St. Cloud
West Central Community Services Center, Inc. - Willmar
Mid-Minnesota Women's Center, Inc. - Brainerd
Community Action Council - Burnsville
Tri-House - St. Paul
Southwestern Mental Health Center - Worthington
Freeborn-Mower Mental Health Center - Austin
Hope Haven, Inc. - Cambridge

On June 7, a screening committee reviewed all 10 proposals and selected six proposals for the full Task Force to consider.

On June 19, applicants from Rochester, St. Cloud, Brainerd, Burnsville, Mankato and Willmar were interviewed by the full Task Force and a recommendation was forwarded to the Commissioner of Corrections to fund Rochester and Brainerd.

On July 19, \$50,000 contracts were executed with the Women's Shelter in Rochester and Mid-Minnesota Women's Center in Brainerd. A \$12,000 contract was made with Burnsville C.A.C. to provide administration costs to open a shelter in the spring of 1979.

E) Data Collection

MANDATES:

"...every physician licensed to practice in this state, every public health nurse, and every local law enforcement agency shall collect data related to battered women in the form required by rule of the Commissioner." (Minnesota Laws, Chapter 428, Section 6).

"...every social services agency, every community health agency...shall collect data related to battered women in the form required by rule of the Commissioner." (Minnesota Laws, Chapter 732, Section 5)

IMPLEMENTATION:

A reporting form has been developed and distributed to law enforcement agencies and another for physicians, hospitals and public health nurses.

- These forms have been drafted, revised, pre-tested, printed and distributed.
- Meetings were scheduled and held with representatives from many prospective reporting agencies for the purpose of familiarizing them with the forms and soliciting their cooperation.

A report form has been developed and distributed to social service agencies and community health centers.

See Data Collection section of this report for information related to design of data forms, results and evaluation of reports.

MANDATE:

"For the purpose of implementing (data collection evaluation)...\$25,000 (from the general fund)...the approved complement of the Department of Corrections is increased by one unclassified position." (Minnesota Laws, Chapter 732, Section 7)

IMPLEMENTATION:

A Research Analyst I position was advertised statewide. Ads were placed in the Minneapolis Tribune, the St. Paul Pioneer Press, and in four minority newspapers. The position description was asked to be posted in approximately 100 minority organizations and agencies and in all battered women organizations throughout the state.

Over 80 applications were received for this position. Of these, 12 were interviewed by a committee of persons from the Department of Corrections Research Department and the Battered Women's Program.

Ms. Margaret Arzdorf-Schubbe was hired in August, 1978. She is a graduate of Moorhead State University in Psychology and Sociology and was formerly employed as a Research Coordinator for the Countryside Council at Southwest State University, Marshall, Minnesota.

MANDATE:

"Design and implement a uniform method of collecting and evaluating data on battered women and of evaluating the programs funded..." (Minnesota Laws, Chapter 732, Section 4)

IMPLEMENTATION:

The staff has monitored grant contracts with the shelters through quarterly on-site visits, review of record keeping and written reports.

The nature of the shelters' contact with the battered woman and her family is significantly different from other social service agencies or law enforcement officers. A data collection system was developed with the shelters that will give a more detailed picture of both the abuser and the victim.

See Data Collection section of this report for a description of the methodology developed and analysis of the data collected.

MANDATE:

"...report...on the feasibility of creating similar programs for men." (Minnesota Laws, Chapter 732, Section 4)

IMPLEMENTATION:

To date, we have incorporated information regarding battered males in reporting requirements of social service agencies and community health agencies.

We have requested new agencies participating in data collection systems to fill out questionnaires with battered men designed to elicit information about service needs. See section entitled Programs and Services for Battered Men.

MANDATES:

"Personal history information and other information collected, used or maintained by a grantee from which the identity of any battered woman may be determined is private data on individuals...and the grantee shall maintain the data in accordance with the provisions of Sections 15.162 to 15.169." (Minnesota Laws, Chapter 732, Section 3)

"Any person participating in good faith and exercising due care in collection and transmission of data pursuant to this section shall have immunity from any liability, civil or criminal, that otherwise might result by reason of his action." (Minnesota Laws, Chapter 732, Section 6)

IMPLEMENTATION:

Letters were sent to medical, law enforcement and human services personnel throughout the state during April and May of 1978 informing them of the above legislation. In addition, all shelters were informed of the data privacy legislation.

F) Community Education

MANDATE:

"...the Commissioner shall award grants for the development and implementation of education programs designed to promote public and professional awareness of the problem of battering women." (Minnesota Laws, Chapter 428, Section 2)

IMPLEMENTATION:

In March of 1978, the Task Force reviewed, revised and supported a community education program proposed by Department of Corrections staff. The program consisted of four parts:

- 1) Assist in the organization of one community education group in each of the state's eleven (11) economic development regions. Each group would receive a small community education grant.
- 2) Establish a central library for use by each funded community education group.
- 3) Selection of 11 grant applicants to receive funding.
- 4) Provision of technical assistance in publicity, training seminars and program development for each regional grantee.

Regional meetings were held in all 11 regions with 300 to 600 notices to professional and grassroots people mailed for each meeting. Attendance ranged from 30 to 125. Regional meetings resulted in the establishment of priorities in using educational funds, recommendations concerning applicants and the development of strategies to involve people from various parts of the regions.

RFP's were mailed to over 400 organizations in the state and one application was received from each of the 11 regions of the state; Region 11 submitted two.

A screening committee of the Task Force recommended funding applicants from Regions 1 through 9 as well as the Indian Women of Minnesota, and recommended re-advertising the availability of funds in Region 10 and 11. Based on those recommendations, grant awards of \$2,800 each were made to:

Women's Resource Center - Crookston, Region 1
Northwoods Coalition for Battered Women - Bemidji, Region 2
Itasca County Adult Protection Council - Grand Rapids,
Region 3
Women Abuse - Fargo/Moorhead, Region 4
Women's Center of Mid-Minnesota, Inc. - Brainerd, Region 5
West Central Community Services Center - Willmar,
Region 6
Women's Resource Center - St. Cloud, Region 7
Southwestern Mental Health Center - Worthington, Region 8
YWCA - Mankato, Region 9
Indian Women of Minnesota - Duluth

Additional proposals were submitted by Regions 10 and 11. After review by the Task Force, the following were recommended to be, and subsequently were, funded:

Women's Shelter Board, Inc. - Rochester (\$2,500),
Region 10
Anoka County Task Force - Anoka (\$2,800), Region 11

MANDATE:

"...education grant monies may be used by the Commissioner to produce educational and promotional materials to encourage the development and utilization of emergency shelter services." (Minnesota Laws, Chapter 732, Section 2)

IMPLEMENTATION:

A central library for use by community education groups was developed.

The central library consists of:

- 1) Updated files of current research and written material on the subject of battering maintained and made available to community education groups.
- 2) A slide/tape show entitled, "Battered Women: A Hidden Crime", produced by Media Loft, Inc. Cost: Script \$2,800 (Radosevich and Mayer); production \$7,800 (Media Loft, Inc.)
- 3) A 30-second T.V. Public Service Announcement produced by Media Loft, Inc. and currently being used by T.V. stations statewide. Cost: \$4,725.
- 4) A comprehensive manual entitled, "Battered Women: An Effective Response" (currently being written). One hundred copies of the manual will be distributed in each region by the community education organizations.

See Community Education Section of this report for a more detailed description of the central library.

In addition, the Department of Corrections provides the following assistance to each community education grantee:

- 1) Assistance in developing regional training programs for professionals.
- 2) Providing one-day seminars on public speaking and creative use of the central library.
- 3) Assistance in developing brochures, pamphlets and other graphic materials.
- 4) Assistance in developing resources within the regions.

III. Conclusion

All of the mandates of Minnesota Laws 1977, Chapter 428 and Minnesota Laws 1978, Chapter 732 were implemented with the exception of adoption of final rules. Currently operating under emergency rules, the promulgation process for the permanent rules will begin within the next 30 days.

DATA: SYSTEM DESIGN AND DATA ANALYSIS

Introduction

Data regarding assaults on partners is collected by Minnesota's Department of Corrections. This information is useful in making policy decisions regarding the continuation of statewide programs and services for battered women. Minnesota's data collection system provides information regarding the state's population of battered women, identifies patterns of service usage and referrals, and adds to our current knowledge of violence between partners.

As a method of obtaining this information, Minnesota Statutes require all hospitals, physicians, public health nurses, law enforcement agencies, social workers and community health workers to report assaults on women by male relatives, husbands or men with whom they are living or with whom they have lived in the past. Staff members from shelters housing battered women and their children submit descriptive information about the women and their assailants. Women housed in shelters also answer questions about their children and services provided to them while at the shelter.

Methodology

The Department of Corrections designed a system for the collection of data documenting "incidents of assaults on women" (Chapter 428, Laws of Minnesota, 1977). To accomplish this, the Department of Corrections:

1. Used the statutory definition of assault as an act with intent to cause fear in another or immediate bodily harm or death; or intentionally inflicting or attempting to inflict bodily harm upon another. Instructions to reporters state that "agencies are required to collect data on women who have been assaulted and/or threatened with assault".
2. Designed data collection forms for each type of reporting agency (see attachments). A number of factors are common to all reporting forms; the woman's identity is not revealed on the forms so all information is anonymous and forms are no longer than one page. Information includes, but is not limited to: date of occurrence, location, frequency and characteristics of partner abuse such as the victim's age, number of children, race and legal status of relationship with her assailant. Forms were reviewed by various groups and pre-tested before final printing and distribution.
3. Distributed forms for medical and law enforcement agencies in January of 1978 to approximately 6,000 practicing physicians, 186 hospitals, 74 public health agencies and 286 sheriffs and police departments. The Department of Corrections began to receive reports on March 1 from these agencies. Human service providers received copies of their reporting form in May and June. These agencies began to submit reports as of July 1. Human service providers submit forms on abused males and abused females.

In addition, forms containing information on each woman housed in a shelter are submitted to the Department of Corrections quarterly. Three operating shelters began to provide information on January 1, 1978. The other four shelters have submitted forms commencing with their date of opening (all after July 1).

4. Established a system to review forms upon receipt for completeness, to keypunch the information and file the original form. Results are summarized and distributed semi-annually.

Results

Data summarized in this section were submitted by law enforcement, medical and human service providers. Only information from reports dated before November 15 is included in these results. Unless otherwise stated, statistics here are a composite from law enforcement, medical and human service providers. Some questions are asked of only one profession; summaries of these responses are clearly identified.

Some information on women housed in shelters is also summarized here. To avoid duplication of results, responses from women housed in shelters are included only when the information is not provided by law, medical and human service personnel.

Data collection forms have been submitted by service providers in many counties of the state yet only about 65% of the required reporting agencies have filed any reports with the Department of Corrections. Although 4,259 forms have been submitted by November 15, it is unlikely that this figure reflects the true extent of the problem for two reasons: It is difficult to determine the number of people assaulted by their partners who never reported to law enforcement, medical and human service personnel and, secondly, it is difficult to determine how many professionals failed to report all incidents of partner abuse with which they had contact.

Underreporting is evident in many cases where large law enforcement groups, hospitals or social service offices submit only one or two forms when it is reasonable to infer they would have dealt with many more battered partners. For example:

The Minneapolis Police Department reported 35 incidents of assaults on women from March 1 to September 16. This apparent underreporting was reduced after discussing their reporting rate with the Mayor and the Chief of Police. As a result of this discussion, 626 reports were submitted from police logs from March 1 to November 15. Seventeen reports were duplicates of the original 35. This indicates that no more than 5.7% of the incidents seen by Minneapolis police were submitted prior to the meeting.

St. Paul is approximately 75% the population of Minneapolis. If St. Paul police reported at the same rate as Minneapolis police, an estimated 470 reports could be expected from St. Paul police instead of the 192 reports actually received by the Department of Corrections for the same period.

Officials from many counties, Douglas, Pipestone, and Big Stone for example, did not report any incidents of partner abuse, yet women from some of these counties were housed in shelters in the past year.

Due to underreporting and non-reporting, it is conservatively estimated that the Department of Corrections received reports on only two of three women seen by law enforcement, medical and human service providers in the past year.

Mandatory data collection systems are generally poor methods of obtaining information on a specific population. To insure relatively high compliance with the mandate, it is necessary to regularly contact and assist agencies required to submit reports. The Department of Corrections had neither the personnel nor the monetary resources to

work closely with the approximately 8,000 agencies required to submit information on battered partners. For these reasons, special samples of law enforcement and medical personnel were chosen from the total population of reporters. Professionals in these special samples were contacted occasionally by Department of Corrections personnel who encouraged them to submit their reports and provided any necessary assistance. The purpose of this extra effort was to determine if the number of reports from special sample agencies would be proportionately greater than the rest of the population.

Incidence of Partner Abuse

The Department of Corrections instructs medical and law enforcement personnel to submit a form when seeing a woman who has been assaulted or threatened with assault. Human service providers are instructed to fill out a form for each incident of assault or threat of assault on all adults. However, few human service providers submit forms for each assault their client experiences. Most human service providers submit one form per client and state on the form the abuse is "ongoing".

For the reporting period from March 1 to November 15, 4,259 incidents of spouse abuse have been reported to the Department of Corrections. Comparing information from law, medical and human service forms on age, zip code, date, time of incident and relationship to assailant, 105 forms were labeled probable duplicates and 37 were possible duplicates. The number of duplicates have been removed from estimates of number of incidents but descriptive information from these forms remains in summaries of responses about the victims. Human service providers filed reports on 53 males and 950 females who were assaulted by their partners. Information on battered males is summarized in the section entitled Programs and Services for Battered Men.

Incidence and Location of Battering

The number of battering incidents reported by law enforcement and medical personnel from March 1 to November 15 are summarized in Table 1. Human service providers began to report on July 1, reflecting a 4½ month period to November 15. The number of probable and possible duplicate forms is removed from the figures in Column 2.

Based on Column 2 figures, the number of reports the Department of Corrections would receive annually is estimated in Column 3. With the reporting agencies not provided any special assistance, an estimated 6,914 incidents of partner abuse would be recorded for 1978.

TABLE 1 Reported and Estimated Incidents of Women Battering in the State of Minnesota			
	Total Reported	Reports with Duplicates Removed	Projected Annual Reported Incidents
Law Enforcement 3/1/78 - 11/15/78	1,750	1,690	2,386
Medical 3/1/78 - 11/15/78	1,505	1,437	2,029
Human Service 7/1/78 - 11/15/78	951	937	2,499
TOTAL	4,206	4,064	6,914

As stated previously, an estimated 2 of 3 battering cases seen by professionals were reported to the Department of Corrections. If reports had been submitted on the other third of the cases, an estimated 10,371 reports on incidents of abuse on women would be received annually.

According to the number of reports received from law enforcement agencies in the special sample, the incidence of partner abuse was much greater than reported by all reporting agencies considered together. Thirty of 289 law enforcement agencies comprised the randomly selected special sample that were contacted concerning the police reporting forms. Law enforcement agencies in the special sample represent 17.5% of the state's population. Results of this sample, summarized in Table 2, indicate that a moderate amount of contact and follow up with reporting agencies increased projected annual reported incidents by over 50%. From the number of responses received from the special sample, an estimated 5,391 cases of abused women were seen by law enforcement officials alone.

TABLE 2 Reported and Estimated Number of Incidents of Women Abuse from Law Enforcement Special Sample	
Number of Special Sample Responses Received	676
Percent of Total Population Represented by Special Sample	17.7%
Number of Reports should have Received Statewide over 8½ Months	3,819
Estimated Annual Figure	5,391

Reporting Agencies

Research conducted on the topic of battered women provides information on the number of women who seek assistance from various service providers. One study of 41 abused women found only 21.9% had called police and only 19.5% sought counseling from a private social service agency (Gelles). These data also indicate that the more severe the violence or the more frequent the attacks, the more likely the woman is to seek assistance.

Another research project on 60 battered women found that the history of marital violence was known by the medical staff in a rural health clinic in only four of the 60 cases (6% of the cases) despite the fact that most of the women and their children had received ongoing medical care at the clinic (Hilberman and Munson).

This information is important in estimating the incidents of assaults on women by their partners in the State of Minnesota in 1978, yet never saw a law enforcement, medical or social service provider. Using a figure that 1 of 3 women, 20%, sought assistance from one of the reporting agencies, a very conservative estimate of 17,895 incidents of abuse occurred based on reports submitted from all law enforcement agencies. With a moderate effort to contact reporting agencies, this estimate rises from 17,895 to 26,955 based on special sample results. In all probability, this figure would be greater if an extensive effort was made to urge agencies to report all cases of abuse they have contact with.

TABLE 3		
Estimated Incidents of Abuse on Women Including those not Seeking Assistance		
	Law Enforcement (Total Population)	Law Enforcement (Special Sample)
Reported Incidents from 3/1/78	1,690	676
Projected Annual Reported Incidents	2,386	5,391
Estimated Incidents with 100% of Cases Reported	3,579	N/A
Estimated Incidents Based on 1 in 5 Women Seeking Assistance from a Law Enforcement Agency	17,895	26,955
1 This estimate is based on the assumption agencies are presently reporting 2 of 3 incidents of abuse they have contact with.		

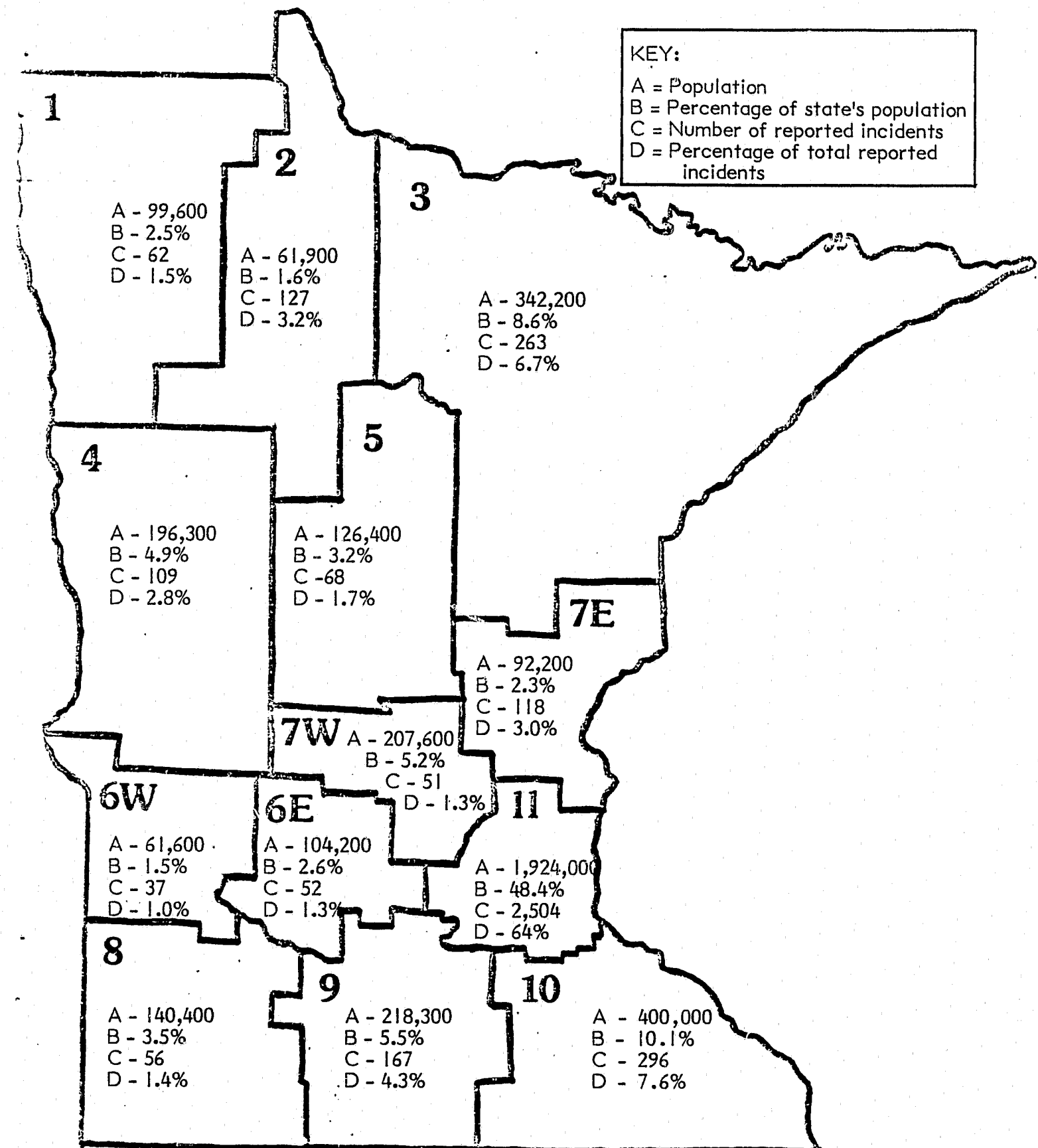
Location of Incidents

Wife abuse occurs in every region of the state. Non-metro agencies representing 51.5% of the population submitted approximately 36% of the forms. Agencies from the seven county metropolitan region representing 48.4% of the population submitted the remaining 64% of the forms. The larger number of forms from the metro area does not necessarily mean spouse abuse is more prevalent in the Twin Cities. Services for battered women were first provided in Minneapolis and St. Paul and a concerted effort was made by shelter staff to develop working relationships with law enforcement, hospital and human service personnel. These service providers may have a greater consciousness of the problem than many outstate agencies who are just beginning to offer services for abused partners in their area. Therefore, it is assumed that metro providers have a greater compliance in reporting assaults than non-metro agencies.

Figure 1 illustrates the population of the regions of the state and the number of reported incidents of spouse abuse in each area. The percentage of the total reported incidents of battering and the percentage of the region in relation to state population are also listed. The numbers of reported incidents of battering in the seven county metropolitan area are presented in Figure 2. See Pages 23 and 24 for Figures 1 and 2.

FIGURE 1

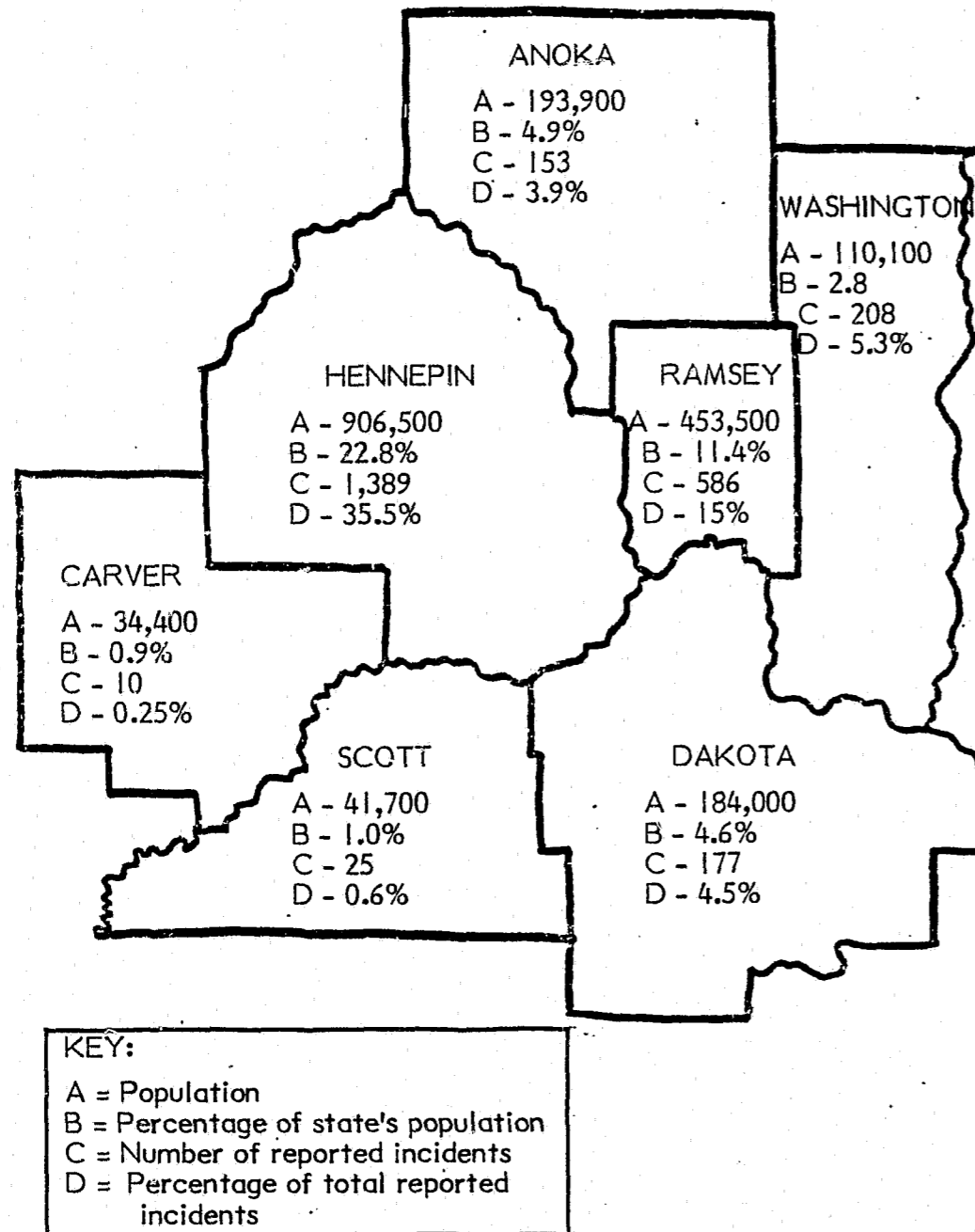
Regional Population and Reported Incidents of Partner Abuse²



² Population figures are estimates for Minnesota Counties in 1977. Incident figures for regions do not equal the total number of reports submitted due to lack of zip code information on some forms.

FIGURE 2

County Population and Reported Incidents of Spouse Abuse
for the Seven County Metropolitan Region³



³ Population figures are estimates for Minnesota counties in 1977.

Previous Assaults

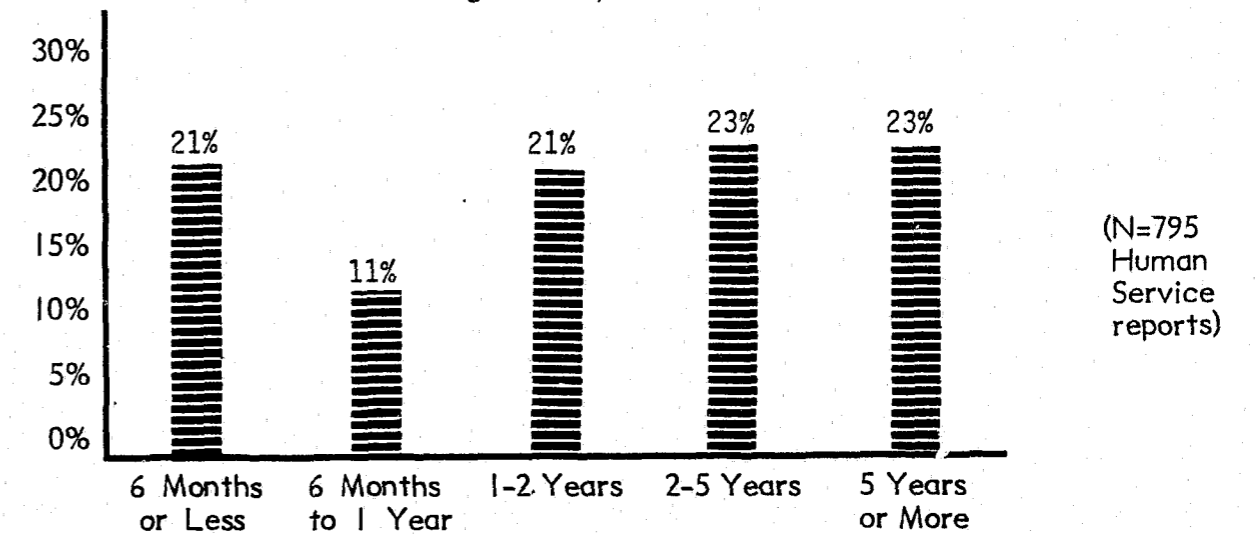
Equally important to the number of reports received over a given time period is information on previous assaults. Most physical abuse is not a one time occurrence precipitated by a single event but a pattern of assaults that repeat over a period of time. Murray Straus estimates that battered women experience a median of 2.4 violent attacks annually. This figure is somewhat misleading because many are assaulted monthly, weekly and even daily.

Findings from medical reports over an 8½ month period indicate only 17% of the women had not been previously assaulted and 69% or 1,017 women had been abused before, 62% by the same assailant. In 14.1% of the cases, the reporter did not know the response to this question.

Women in shelters have been previously assaulted by the same person 92% of the time, according to information given to the shelter staff. When asked if the assaults had occurred more than once, 505 or 92.5% of the 546 responding women housed in shelters said yes they had been abused more than once.

Human service providers submit information on the length of physical abuse. Over 65% or 538 of 795 women have experienced abuse for more than a year. Figure 3 illustrates the percentage of women experiencing abuse for each time period.

FIGURE 3
Length of Physical Abuse



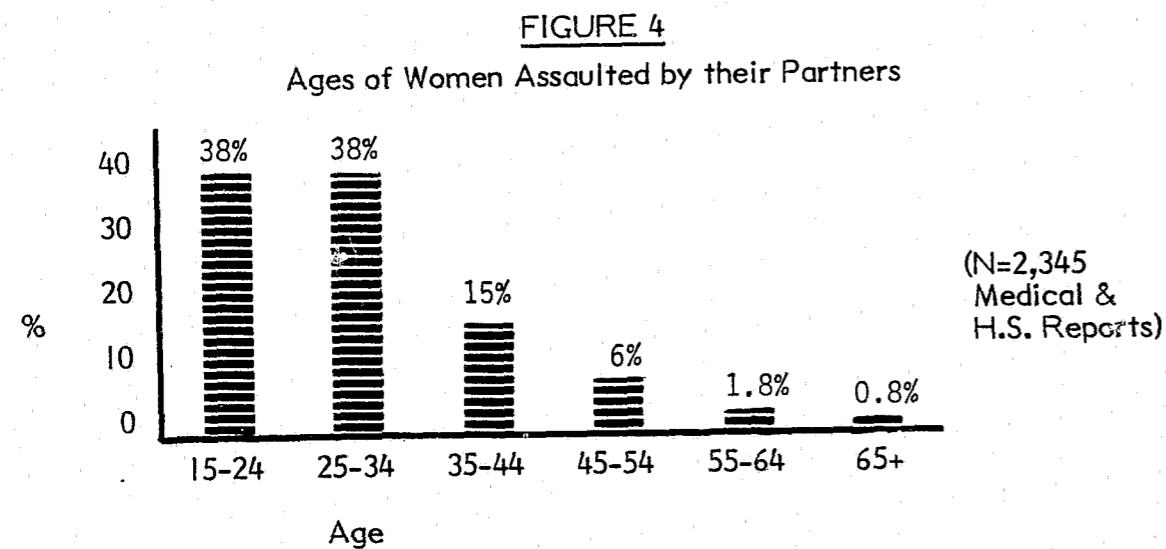
Profile of Abused Women

There is no one segment of our society that represents a typical battered woman. She can be from 15 to 87 years of age, based on reports submitted to the Department of Corrections. She can represent any racial background. Her family income can be low, medium or high and she may be married or single.

However, if one were to compose a battering scenario based on the summary of results, it would picture an urban, white, 27-year-old female being physically abused by her husband. The couple has two children. The 27-year-old man who assaults her on a Saturday night around 10 o'clock inflicts visible injuries on her in the form of bruises and lacerations. The man has assaulted his wife on other occasions. Findings of the data collection on age, race, the relationship of the woman to her assailant, the number of children she has, and her education and skills are summarized below:

Age

Women of all ages have been victims of assault according to our findings but 76% of the women are younger than 34. Figure 4 illustrates the range in ages of abused women as summarized from medical and human service reports.

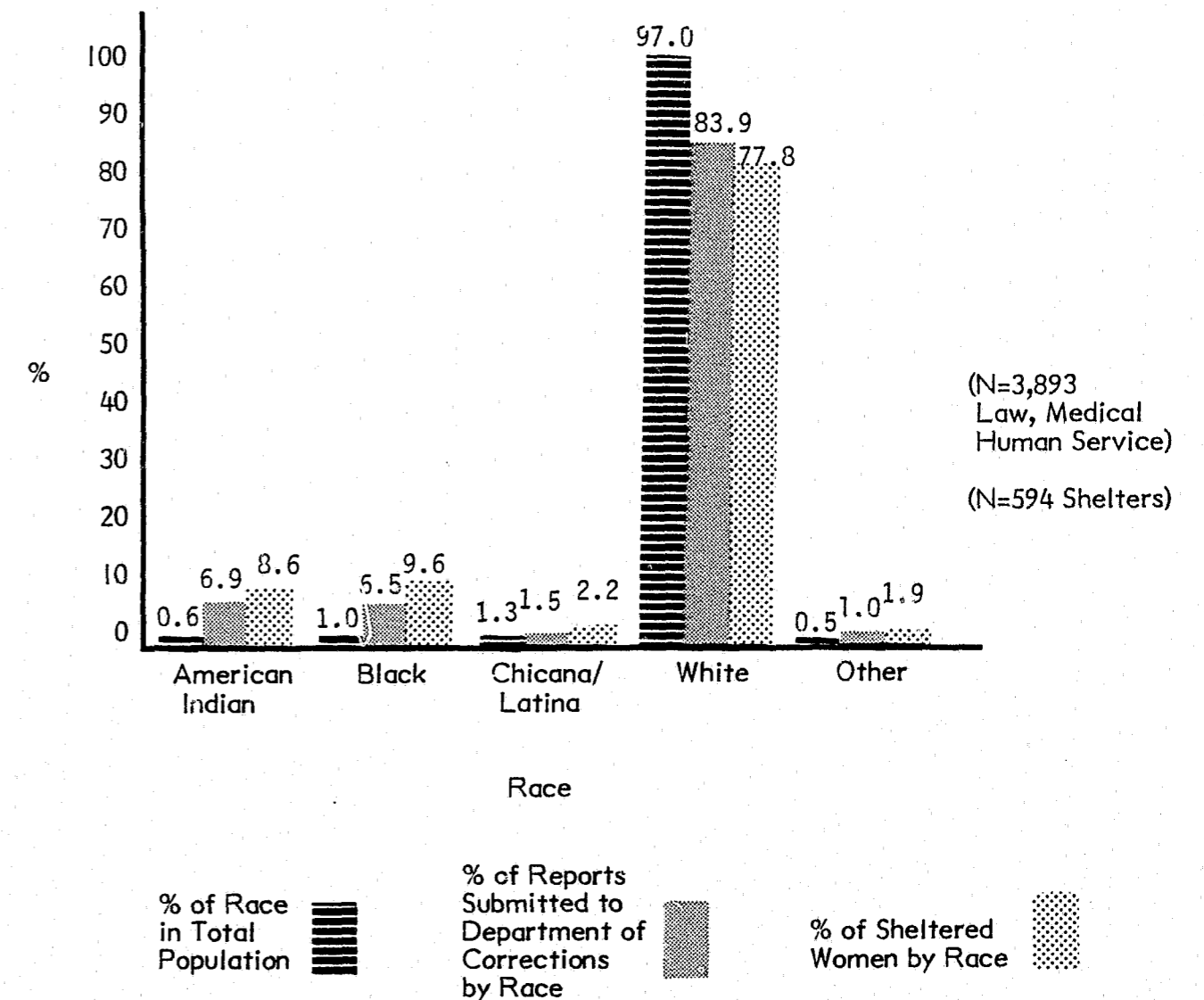


Race

Of the 4,206 forms submitted over an 8½ month period of time, 3,893 reporters recorded the race of the victim. In 83.9% of the reported cases, white women were abused by their partners while minority women account for the remaining 15.9% of the reported assaults. Figure 5 illustrates the percent of reporting forms recorded for each race and the percent of the total population of Minnesota represented by each race. In relation to the total population according to data collection reports, a higher percentage of minority women are battered than white women. This may or may not be the case. For example, white females may obtain medical help from private physicians rather than a public hospital emergency room. Our results indicate that reporting by private physicians is significantly lower than hospital personnel. A number of other variables could contribute to the disparity, or, the figures may mean that a proportionately higher number of minority women are physically assaulted by their partners.

It is interesting to note in Figure 5 that an even higher percentage of minority women seek assistance from state supported shelters. Again, this may be a reflection on the woman's financial inability to support herself in transition and not an indication of the amount of battering that occurs in minority communities.

FIGURE 5
Race of Abused Women

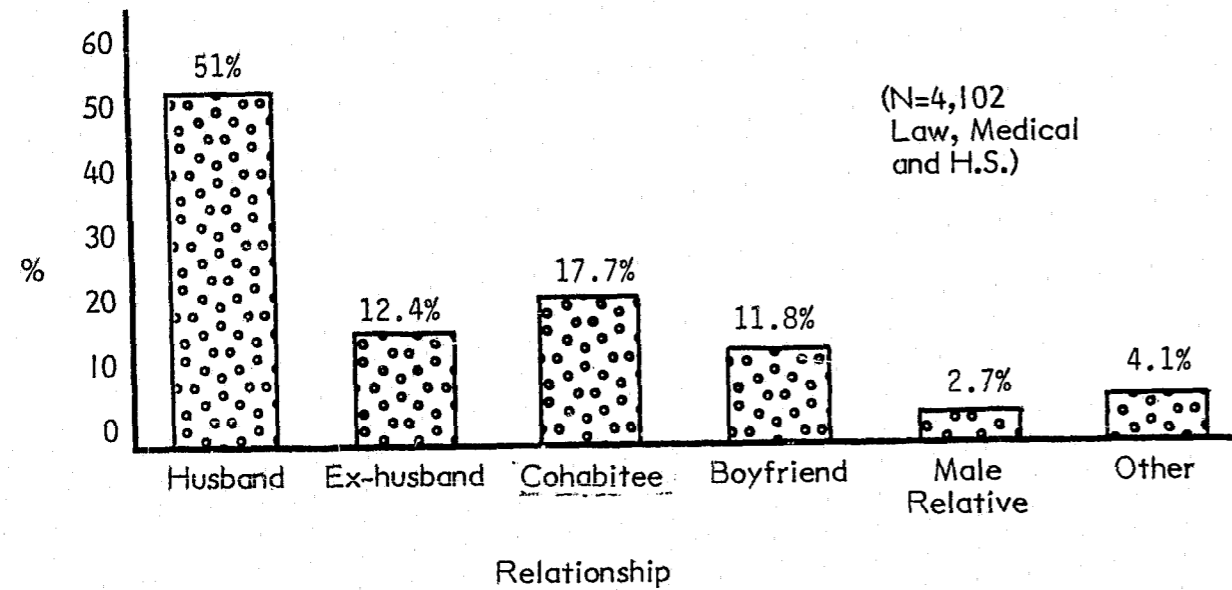


Relationship to Assailant

Reporters indicate that women are abused by husbands, ex-husbands, boyfriends, male friends with whom they live and male relatives. Most women are assaulted by their husbands, and in many cases, by their ex-husbands. Many women living with male friends or dating a particular person are also subject to physical abuse.

FIGURE 6

Relationship of Abused Women to their Assailant



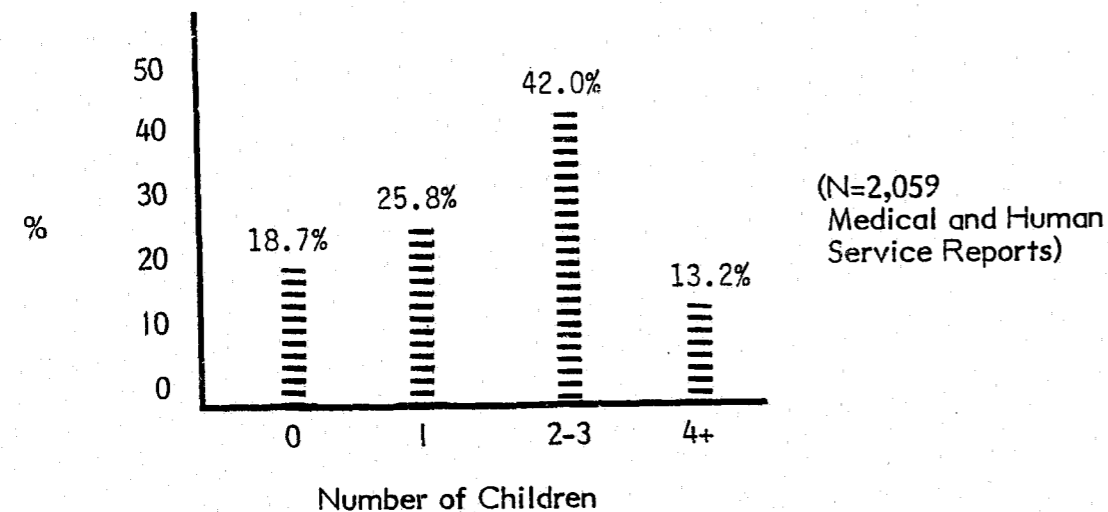
Number of Children

Research indicates that many battered women and their assailants observed violence between their parents as children. Two studies found that 33% of the women who were abused by their husbands, witnessed conjugal violence and over 50% of their assailants had observed violence between their parents. (Carlson and Gayford).

Human service and medical personnel record information on the victim's number of children. Only 19% of the women seen by these professionals had no children. The highest percentage of women have 2 to 3 children as illustrated in Figure 7.

FIGURE 7

Number of Children



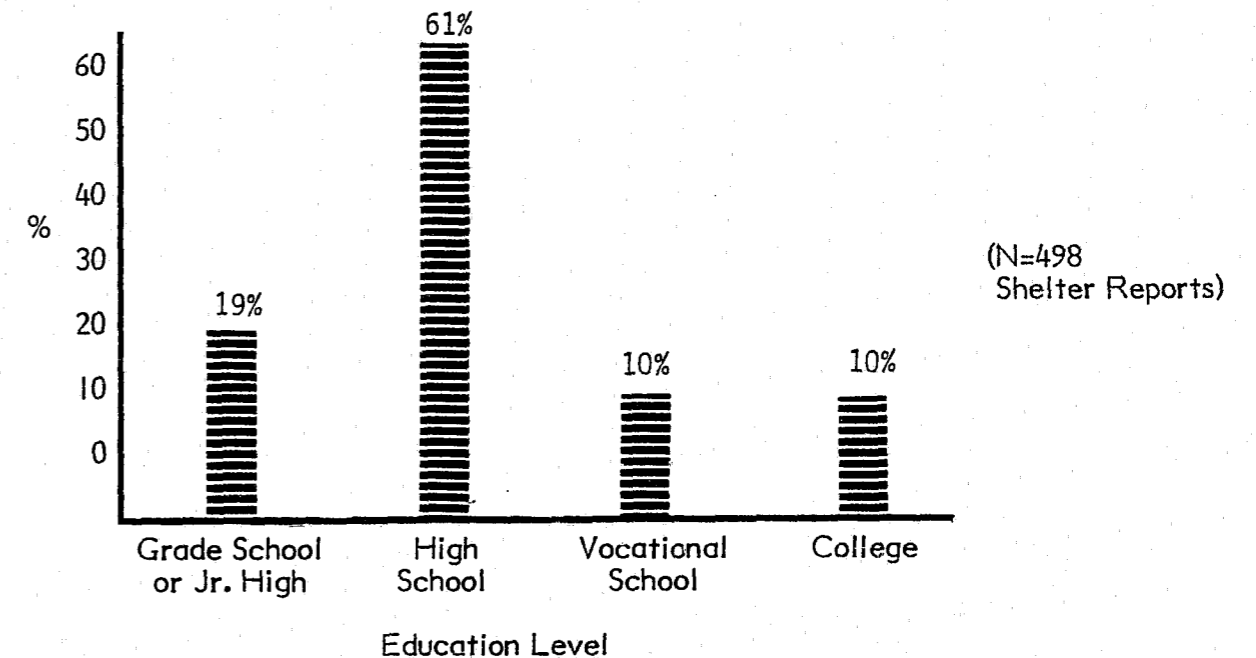
Education and Skills

Women housed in shelters are high school graduates in more than one-half of the cases and 20% of the respondents have post high school training. In 60% of the cases they have not been employed outside the home in the past year nor do they have sufficient job skills to enable them to obtain a job which will enable them to support themselves and their children. These results do not reflect the total population of battered women since results are only from women who seek shelter. It is believed that many women who have the financial capability of supporting themselves do not seek housing in a shelter.

Figures 8, 9 and 10 summarize responses to questions on the background of women in the shelters.

FIGURE 8

Education Level of Sheltered Women⁴



⁴ These levels represent the highest education levels completed by the respondents. People who have some college or vocational training but didn't complete the program are included in the high school figures.

FIGURE 9

Sheltered Women Employed Outside the Home in Past Year

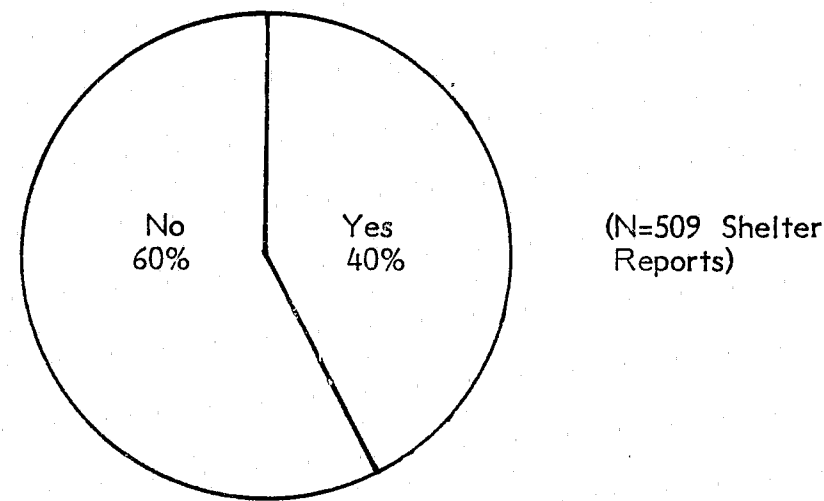
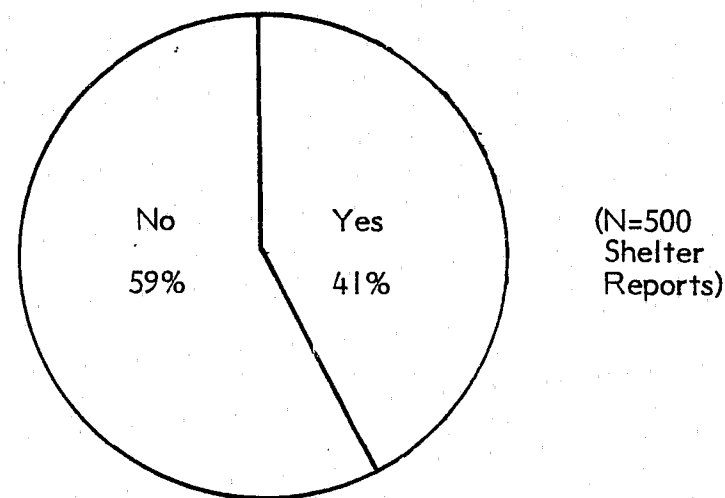


FIGURE 10

Sheltered Women with Sufficient Job Skills to Support Themselves and their Children



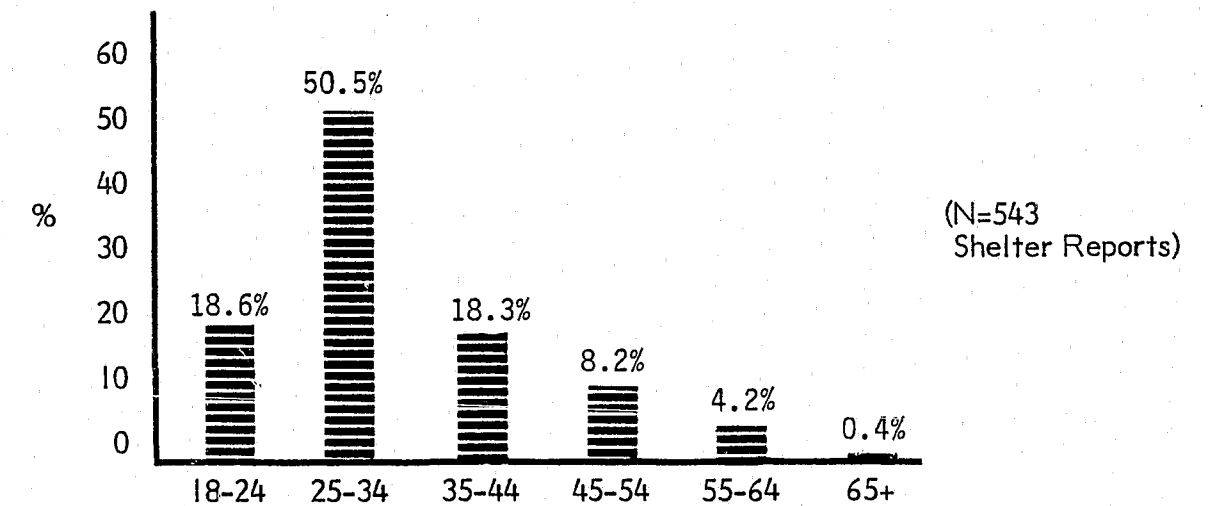
Profile of Assailant

The Department of Corrections has one source of information on the abusive partner. Battered women housed in shelters throughout the state respond to questions on the age of their assailant, his educational background and if the man has physically abused other women. These results do not reflect the total population of battered women and their assailants since results are only from women who seek shelter from their assailant. To November 15, 1978, the Department of Corrections has received 604 forms on women from six shelters in the state.

Assailants whose partners have sought shelter range in age from 18 to 80. Approximately 50% of the men who have assaulted their partners are between the ages of 24 and 31, as can be seen in Figure 11.

FIGURE 11

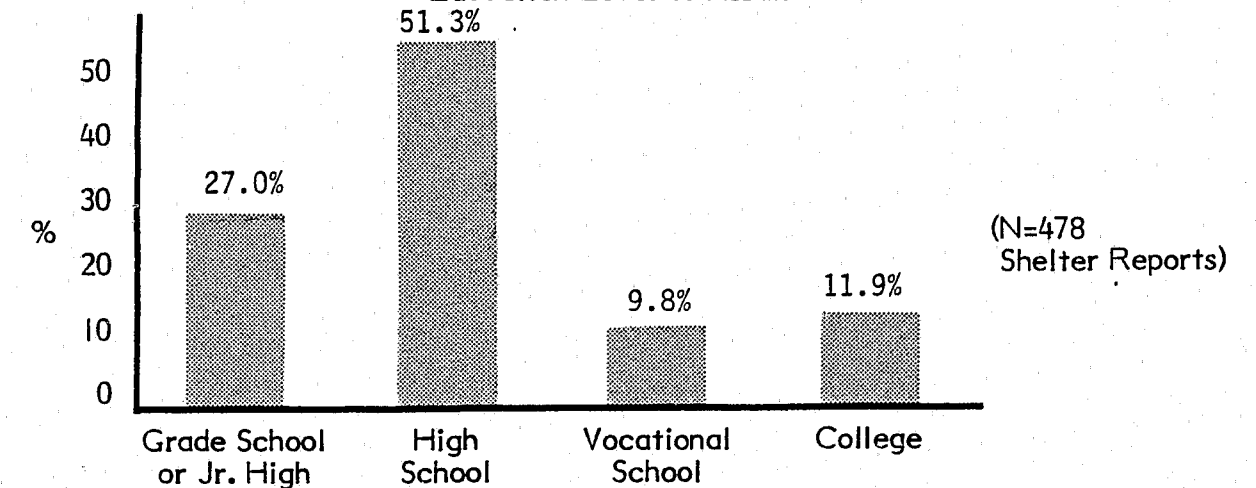
Age of Assailants



Fifty percent of the men who assaulted their partners have a high school education, although all education levels are represented. Figure 12 outlines the education levels of men whose partners were housed in shelters in Minnesota in 1978.

FIGURE 12

Education Level of Assailant⁵

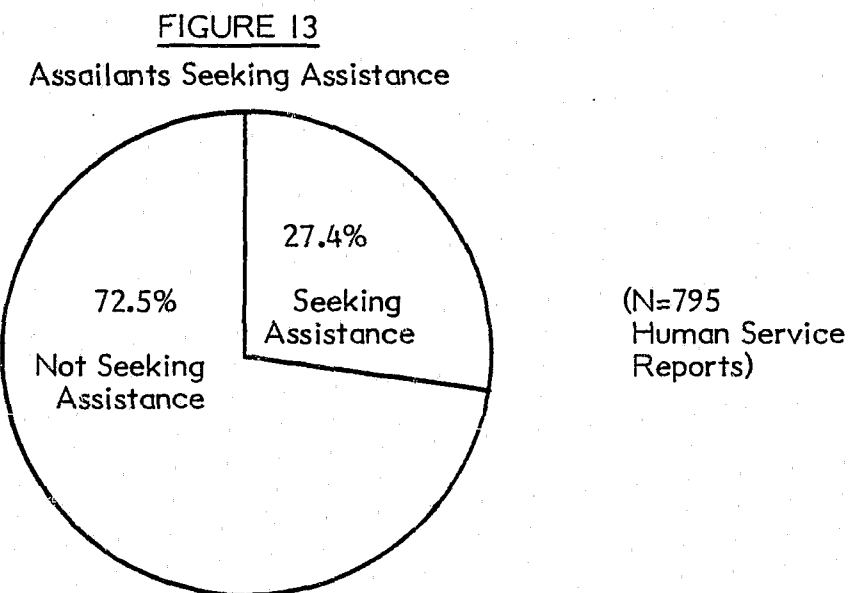


⁵ These levels represent the highest education levels completed by the assailant. People who have some college or some vocational training but didn't complete the program are included in the high school figures.

As one assessment of the past history of abuse by the assailant, the question is asked, "Has this person abused other women?" Most respondents didn't know their abuser's past history or the shelter staff did not request the information. Of 504 responses, only 17.2% of the women indicated their assailant had abused other women and 13.6% responded "no" to the question.

Is Assailant Seeking Assistance

Human service providers ask women if their assailant is seeking assistance for their assaultive behavior. Figure 13 illustrates responses of 795 human service providers indicating that most men are not seeking assistance. The response on the number of men seeking assistance may be high since human service providers are more likely to see the woman and her partner than medical and law enforcement personnel who did not respond to this question.

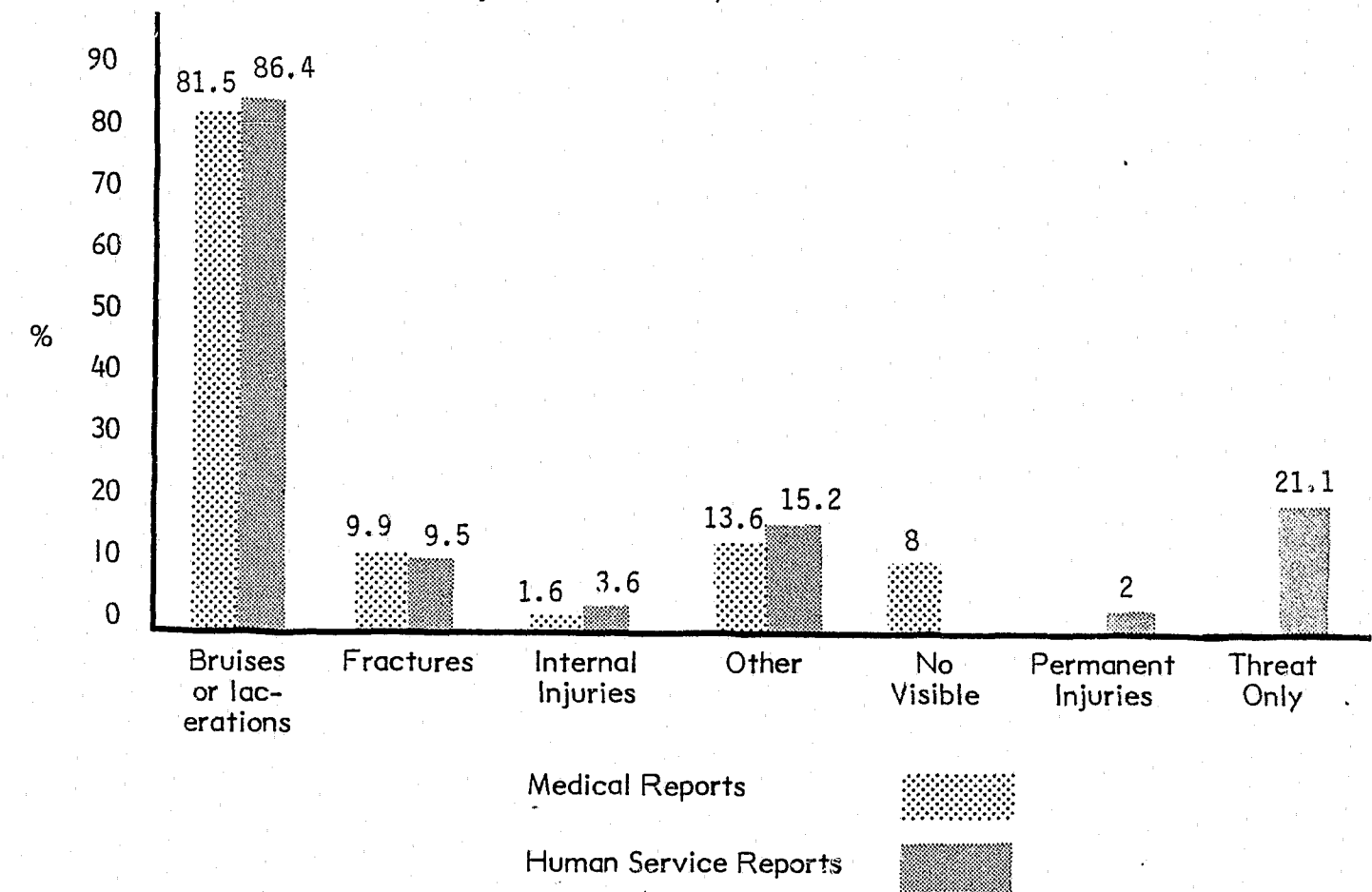


Seriousness of Injuries Sustained

An abused partner not only experiences mental trauma but physical injury in most cases. The highest number of medical reports (79%) received by the Department of Corrections are submitted by hospital emergency room personnel. A summary of 1,505 medical reports indicates that the abused person required medical attention 78.5% of the time and hospitalization was required in 12.2% of the reported cases. This means a reported 1,181 husbands or boyfriends administer a serious injury on their partners by inflicting lacerations or bruises, fracturing bones, causing internal injuries or permanent damage.

Law enforcement reports on 1,750 women indicated that they were visibly injured 56.8% of the time. This compares to 17.3% of the women who complained of injuries and 21.9% who were not visibly injured.

FIGURE 14
Injuries Sustained by Abused Women⁶



⁶ As reported by medical and human service providers percentages add up to more than 100 because some reporters checked two or more responses. Medical personnel did not record information on permanent injuries and threats only and human service providers did not record information on injuries that were not visible.

Agency Response

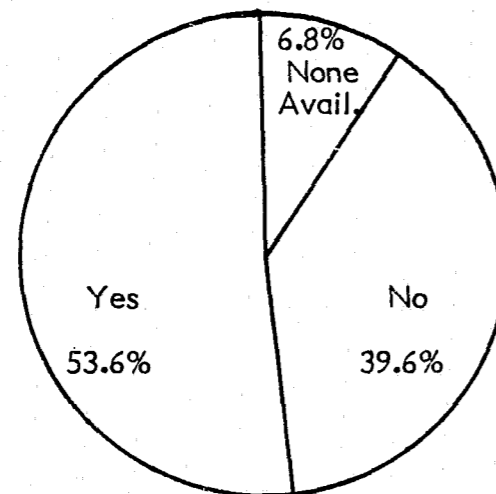
Critical to the issue of partner abuse is awareness and response by professionals when they first see abused women. The Department of Corrections requests information from medical and law personnel on their response to the situation and action taken.

Law

Many support groups throughout the state provide services to battered women. Essential to their success is the referral of women to these services. Law enforcement people are increasingly informing women of services and programs for battered women. Of 1,449 reports, 53.6% of the police who submitted forms to the Department of Corrections stated they did provide referral information to the women. However, a large percent, 39.6%, did not inform women of services even though they did not indicate that there were no services in their area. Understandably, most of the "no services available" response came from non-metro law enforcers. Figure 15 and 16 illustrate overall referrals to resources by law enforcement officers and a summary of responses by regions to this question.

FIGURE 15

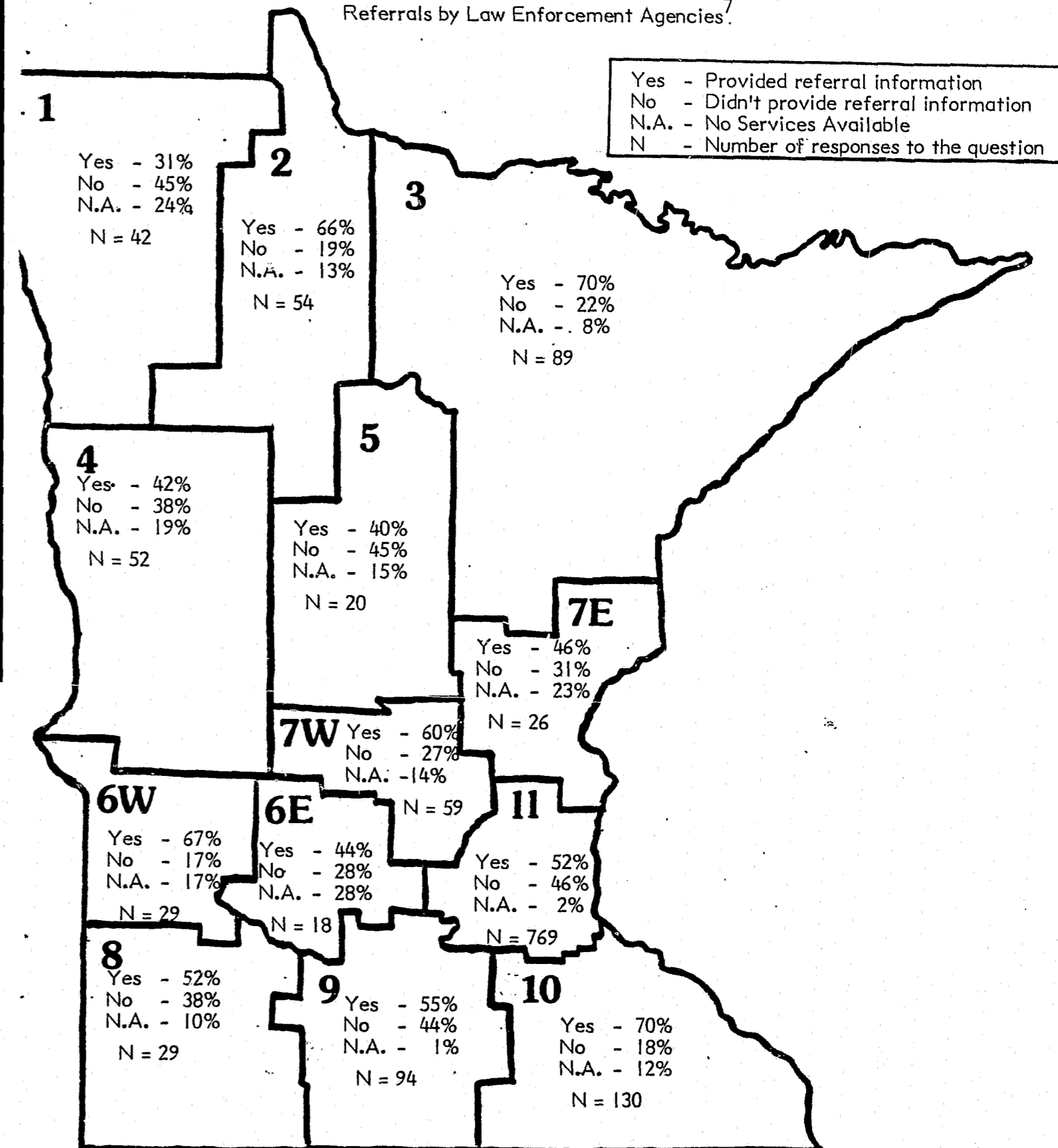
Law Enforcement Personnel Referring Women to Resources



(N=1,499 Law)

FIGURE 16

Referrals by Law Enforcement Agencies⁷



⁷ Responses summarized do not include those forms not including a response to this question. Percentages don't equal 100% due to rounding error.

Medical

On 1,505 forms submitted by the medical personnel from March 1 to November 15, 3,194 referrals were made on legal, housing or economic resources available to the woman. Percentages of medical personnel making referrals are listed on Table 4.

TABLE 4 Medical Personnel Response to Referral		
Services Available and Referrals Made	Number	Percentage
<u>Legal:</u>		
Informed of criminal and civil legal process	525	35
Low cost legal service not available	29	2
Informed of rights to press criminal charges	683	46
Other	254	17
<u>Housing:</u>		
Referred to shelter	149	12
Transported to shelter	28	2
Found other temporary housing	213	17
Women returned home	625	49
Alternative housing not available	17	1
Other	243	19
<u>Economic:</u>		
Referred to Welfare Department	139	32
Other	289	68

Human Service

Providers of human services often have more contact with the battered woman than law enforcement or medical personnel. From counseling sessions, discussions and observation they can assess what services or programs their client needs. They are also familiar with other social services not available to their clients. Table 5 gives the percentage of responses indicating a specific service is needed and the services not available.

TABLE 5 Services Needed and Services not Available as Perceived by Service Providers ⁸				
	Services Needed		Services Not Available	
	No.	%	No.	%
Safe Housing	244	40	218	63
Support Group	436	72	88	25
Legal Help	272	45	125	36
Medical Help	134	22	37	11
Child Care	76	12	54	16
Economic	253	42	61	18
Other	87	14	9	3

⁸ Percentages equal more than 100 because some women had more than one need and often numerous services aren't available.

Comments

Comments by reporters often lend insight into the problem of women abused by their partners. Much can be learned about the seriousness of the attack, the actions taken by the victim and the history of abuse. A sampling of these comments are given below:

Serious injury is inflicted on victims of partner abuse:

- One police officer wrote, "The woman received carpet burns on legs from being drug across the floor. She also experienced back pains".
- A nurse practitioner wrote, "Woman was battered by boyfriend who used fists, coat hanger and threw her into a wall. Previous incidents of being slapped and hit by telephone. Reluctant to call police because of fear of retaliation."
- Another wrote, "the woman was pushed downstairs by husband then kicked while on floor".
- A physician stated, "the boyfriend bit off tip of woman's finger".
- Another police officer commented, "husband beat wife for no apparent reason. Wife hospitalized and is pressing charges. Husband also sexually assaulted wife with a whiskey bottle."

A number of reporters state that the assailant or the woman was drunk, or both parties were intoxicated.

Medical and police reporters occasionally indicate that the woman was raped by her partner. One stated, "woman refused to have intercourse with her husband and he beat her into submission".

Others state that the woman attempted suicide so she wouldn't have to return to her husband.

Some reporters stated "the woman is pregnant and he hit or kicked her in the stomach".

Some reporters state that the woman initiated the attack and the man was defending himself.

A number of police officers state that this is a repeated offense. Many comment that the couple is separating or the woman has initiated divorce.

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Hilberman, Elaine and Munson, Kit, "Sixty Battered Women", Victimology, Volume 2, 1977-78, pp. 460-470.

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MINNESOTA STATE TASK FORCE ON BATTERED WOMEN

Background

The role of the Minnesota State Task Force on Battered Women is to act as the advisory body to the Commissioner on issues pertaining to the implementation of the legislative mandates relating to Minnesota Laws 1977, Chapter 428 and Minnesota Laws 1978, Chapter 732.

The Task Force is a working committee. During the last two years the Task Force actively participated in all phases of implementation - its primary activities have been:

- interviewing and recommending candidates for the coordinator position,
- drafting rules,
- reviewing drafts for each chapter of the state manual,
- drafting Requests for Proposals for both shelter and community education groups seeking Department of Corrections funding,
- reviewing and recommending applications for community education grants,
- interviewing and recommending candidates for shelter grants,
- drafting and reviewing data collection forms and evaluation formats,
- drafting and reviewing narration and visual script for slide show,
- developing recommendations regarding the continuation of the program.

The Task Force has in many ways been the key factor in the success the Department has had in implementing this legislation. The primary benefits of the Task Force working with the Department of Corrections have been:

1. Giving the Department access to persons who have personally experienced violence in their relationships and who have worked with battered women. The cost of covering members' expenses and maintaining the Task Force is less than \$8,000 per year and extremely economical considering the expertise gained from this participation.
2. Assuring that in the development of policy we have addressed the special needs of people from different economic, geographic, social and cultural backgrounds.
3. Serving as a valuable communicator between the professional communities involved in providing services to battered women and the Department of Corrections. The diversity of the Task Force has resulted in a well-balanced approach to formulating policies.
4. Allowing a meaningful participation of grassroots organizations in policymaking thereby developing an extremely cooperative relationship between the administering state agency and locally-based organizations.

Membership

When selecting members for the Task Force, efforts were made to include as members persons from under- or unrepresented racial groups, geographic areas and professions providing services to battered women. To encourage a balanced representation, applications were sent to minority groups and agencies providing services to battered women throughout the state.

Breakdown of membership according to racial background, profession and geographic area is as follows:

Racial Background

<u>Race</u>	<u>Number of Members</u>	<u>Percent</u>
Black	2	11
American Indian	3	17
Chicana/Latina	2	11
White	11	61
TOTAL	18	100

Professional Background

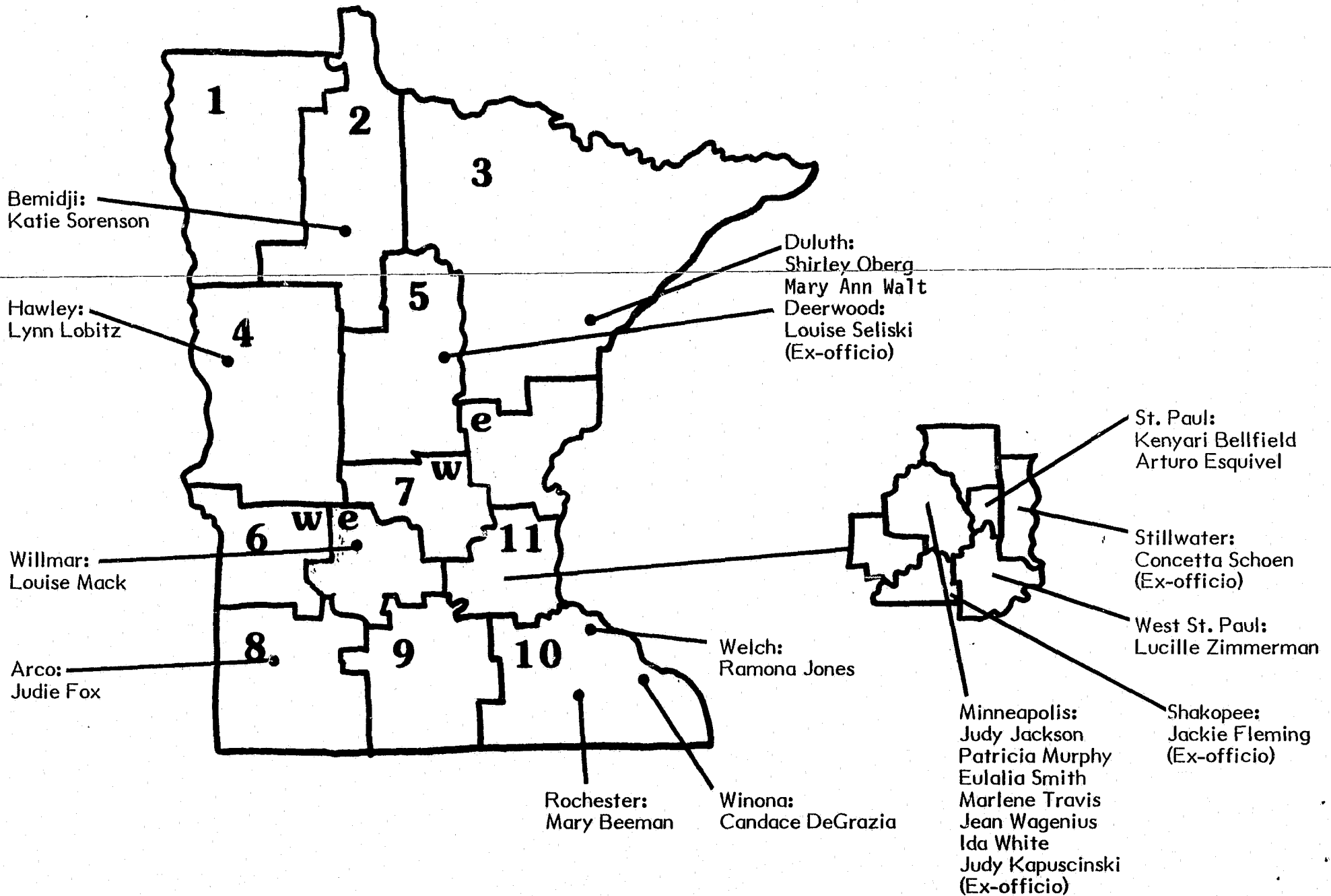
<u>Profession</u>	<u>Number of Members*</u>
Social Service	5
Medical	1
Law/Law Enforcement	2
Grassroots organization (e.g. shelter)	14

* Some members represent more than one profession.

Geographic Area

Metro and non-metro areas are equally represented on the Task Force. Refer to the following map for specific areas represented by members.

CURRENT STATE TASK FORCE MEMBERSHIP: GEOGRAPHIC REPRESENTATION



MINNESOTA SHELTERS FOR BATTERED WOMEN

In areas of the state where shelters do not exist, battered women seeking emergency housing through the social service system are commonly housed for 1 to 3 days in hotels or motels by the local Welfare Department. Without adequate physical protection, emotional support and information, these women have little choice but to return to the battering situation or move out of their communities. Moving from their communities to assure physical safety is unfair to the victim of a crime. Costly, disruptive to the children, unsafe and filled with economic and emotional insecurities, this option is rarely used, leaving many women with no alternative but to remain in the violent situation and try to minimize the abuse. Shelters offer a viable alternative to traditional methods of responding to abused women.

In a shelter, a woman finds safety for her children and herself. In addition to safety, shelters afford a variety of other services critical to an effective response to battered women.

1. A non-judgmental environment which begins to break the isolation experienced by most battered women is provided in shelters. Living with other women and relating to service providers who often have experienced physical abuse themselves, shelter residents begin to understand that they are not alone in their problem, not crazy and most importantly, not masochistic for living with a violent man.
2. Women are provided with information, time, and relief from the violence to make decisions about their lives. An important philosophy shared by all Minnesota shelters is the need for women to make their own decisions. Too often women are told by people in the helping professions that they "have to get a divorce" or that they "owe it to their children to patch up the marriage". Given accurate information, access to existing housing, financial aid, child care, legal services, and counseling programs, shelter staff maintain that women will make decisions that are right for them. Shelter staff do not see their role as encouraging women to leave their relationships, but rather to provide them with that option if they should choose it. Nor do shelter staffs encourage women to return to their partners to "work it out". Women who return to their partners are encouraged to come back to the shelter if the abuse continues and are free to participate in ongoing support groups and advocacy programs through the shelter.
3. In areas where shelters or advocacy programs exist, extensive contact with social service agencies, law enforcement agencies, and the court system has served to sensitize individuals within those professions to the special needs of battered women. In addition, many agencies or organizations have made changes in their policies or regulations to better meet the need for physical protection and supportive services of battered women.
4. Children in the shelter also need advocacy. Each shelter staff has at least one person who works with the children helping the child and his/her mother identify any special education and medical needs. According to shelter workers, 30% of the children in the shelters have been physically abused by their mother's assailant. Often, if a woman chooses to return to the home where the child has been abused, provision must be made for the protection of the child from further abuse.

Basic Services Provided by Shelters

Protective Residence

All shelters have security systems and trained staff working 24 hours a day. Small fees are charged for room and board to those who can afford it.

Advocacy for Women

The primary functions of advocacy are to offer the woman alternatives to the abuse within her relationship, assist her in setting goals to confront the abuse and to work with her each step along the way in realizing her goals. In addition, advocacy involves the identification of problems that exist in the present system that prevent the battered woman from receiving the help that she seeks, and working with appropriate professionals within the system to eliminate these problems.

Advocacy for Children

Child advocacy is a vital service provided at shelters. Through the use of support groups and day-care activities, the advocates provide the opportunity for children to talk about their experiences and to receive support. Special needs of the children are taken into account. This involves being aware of potential child abuse victims and reporting this to the appropriate authorities as necessary. Also, advocates make sure that any special educational and/or health needs that the children may have are met.

Transportation

Advocates will arrange transportation to and from hospitals, lawyers, etc. including emergency transportation to the shelter, if needed.

Support Groups

In addition to a responsive and supportive staff, a woman may attend support groups to discuss with other women in similar situations positive steps that can be taken to end the abuse she is experiencing. Complete confidentiality is a requirement to attend these sessions.

Public Education

Shelters provide community education through speaking engagements and by conducting various training programs and workshops in their areas.

Professional Assistance

Through an intensive regional referral system, access is provided to lawyers, doctors, counselors, job training programs and other persons and agencies from which the woman may receive needed professional assistance.

Shelters and Shelter Statistics

There are seven shelters currently operating in Minnesota, six of which are funded by the Department of Corrections. An additional shelter is scheduled to open in spring, 1979. Several regions of the state have no shelter and, because of distance, are not adequately serviced by those in other regions. Even in areas with shelters, many women are not able to make use of them due to lack of space. Of the 2,749 women statewide requesting shelter between January 18 and November 15, 1978, 2,136 or 79% were turned away. In the seven county metro area in which two shelters are operative, 85% of the women requesting shelter had to be turned away.

Statewide, during the same interval, 613 women were housed and offered services in shelters, 379 in the metro and 234 in the non-metro area. Also a total of 726 children were sheltered, 414 in the metro and 312 in the non-metro area. The length of stay in shelters for women ranged from 1 to 81 days with 50% of the women staying 10 days or less.

In addition to providing shelter and offering services to battered women and their children, shelter staffs are involved in providing community education and information. During this period, 7,922 calls and 376 letters requesting information were answered and 610 visitors toured the shelters. Shelter staffs participated in 366 workshops and speaking engagements involving a total of 12,031 participants. Thus not only have essential services been provided in shelters to women who are abused, but also valuable community outreach on the issue of battering has been accomplished.

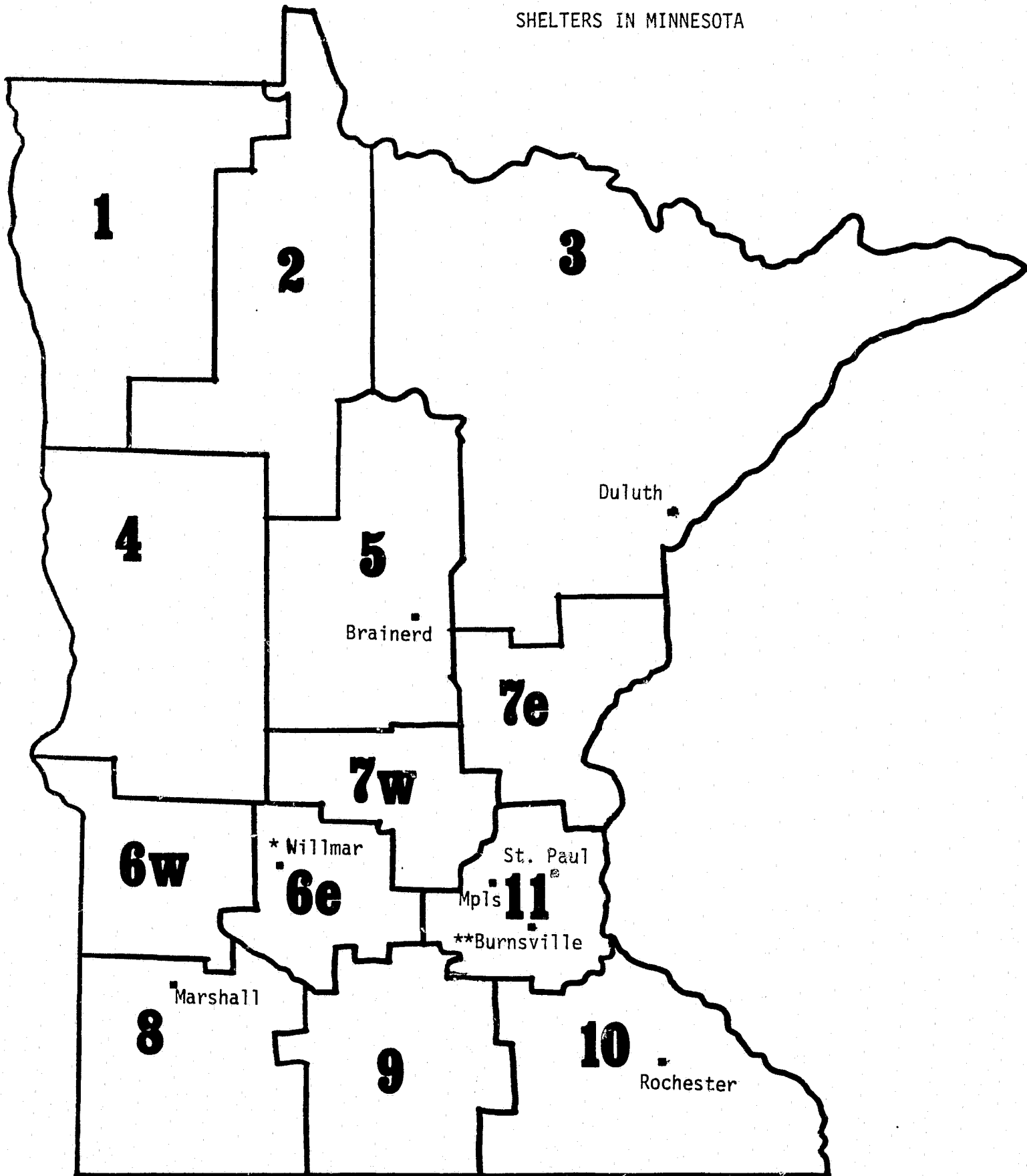
MINNESOTA SHELTER INFORMATION

<u>Name</u>	<u>Location</u>	<u>Background</u>	<u>Description of Facility</u>	<u>Funds from DOC</u>	<u>Hours (Staff Volunteer)</u>	<u>Technical Assistance Provided by Dept. of Corrections</u>
Mid-Minnesota Women's Center	Brainerd (Crow Wing Co.)	For over a year, Mid-Minnesota Women's Ctr. housed women in safe homes, provided advocacy, educational programs in the Brainerd area. The shelter opened on September 6, 1978.	A two story house with 6 bedrooms, 3 kitchens, 3 baths accommodating 60 women and children since September 6.	\$ 52,500	1,640/Mo.	<ul style="list-style-type: none"> - Conducted staff training, - Conducted workshop for 75 professionals in Region 5 sponsored by shelter, - Assistance in developing a per diem schedule for social service agency reimbursement, - Assistance in developing a community education program and shelter literature.
Community Action Council	Burnsville (Dakota Co.)	C.A.C. has provided counseling and advocacy for women since June, 1976. In addition, C.A.C. provides comm. ed. in Dakota Scott & Washington County.	C.A.C. has received a \$90,000 HUD grant to purchase and rehabilitate a shelter in Dakota County.	\$ 12,000 (For expenses for Coord. salary.)	340/Mo.	<ul style="list-style-type: none"> - Assistance in writing and lobbying for HUD grant, - Assistance in establishing a per diem schedule with Dakota County Welfare Department.
Women's Coalition	Duluth (St. Louis County)	The Duluth shelter was organized primarily by women who had experienced battering. The organization formed in March of 1977 to develop resources for battered women. In July, 1977, a 24-hour phone service, advocacy, and a safe home program was begun. March of 1978 the shelter opened.	Three story house with 2 kitchens, 4 bedrooms, large fenced-in yard, housed 386 women and children since March, 1978.	\$ 62,500	1,622/Mo.	<ul style="list-style-type: none"> - Assistance in developing hiring procedures, - Assistance in developing By-Laws and clarifying board and staff responsibilities, - Assistance in developing administrative procedures, - Assistance in establishing a per diem schedule with St. Louis Co. Welfare Department.

<u>Name</u>	<u>Location</u>	<u>Background</u>	<u>Description of Facility</u>	<u>Funds from DOC</u>	<u>Hours (Staff Volunteer)</u>	<u>Technical Assistance Provided by Dept. of Corrections</u>
S.W. Women's Shelter	Marshall (Lyon Co.)	Shelter was organized by the Women's Resource Center of S.W. State University. S.W. Women's Shelter opening in July, 1978, is the first rural shelter to operate in Minnesota.	Two story house with 5 bedrooms, 2 bathrooms, large playroom accommodating 62 women and children since July 1, 1978.	\$ 61,000	1,240/Mo.	<ul style="list-style-type: none"> - Conducted staff and volunteer training, - Assistance in establishing per diem arrangements with Co. Welfare Dept., - Assistance in developing By-Laws, - Assistance in police training, - Assistance in developing administrative procedures.
Harriet Tubman Women's Shelter	Minneapolis (Hennepin Co.)	The Harriet Tubman shelter was initially organized by women on the Minneapolis Housing Authority. It was the first shelter in the nation to be funded with community development funds. Tubman opened in March, 1977 and is now operating by a community-based, non-profit corporation.	Three story house with 6 bedrooms, 2 playrooms, 2 bathrooms, laundryroom, library, housed 302 women and children since January 1, 1978.	\$ 43,000	2,440/Mo.	None.
Marilyn Brodie	Rochester (Olmsted Co.)	This shelter opened October 1, 1978. The Women's Shelter Board provided safe housing and community education for 18 months prior to opening the shelter.	Two story, 8 room house with 4 bedrooms, office, playroom and large kitchen housed 38 persons since October 1, 1978.	\$ 62,500	1,538/Mo.	<ul style="list-style-type: none"> - Conducted staff and volunteer training - Assistance in developing administrative procedures, - Assistance in development of regionwide community education programs.

<u>Name</u>	<u>Location</u>	<u>Background</u>	<u>Description of Facility</u>	<u>Funds from DOC</u>	<u>Hours (Staff Volunteer)</u>	<u>Technical Assistance Provided by Dept. of Corrections</u>
Women's Advocates	St. Paul (Ramsey Co.)	One of the first shelters in the country and the first in Minnesota to open. It began with a phone service in March, 1972 and began housing women in January of 1973. The shelter opened on October 1, 1974.	Two houses--one cannot be used until funds can be raised to rehabilitate it. The operating facility has 5 bedrooms, a child care room, 2 bathrooms and housed 491 women and children from January 1, 1978.	\$ 56,500	2,596/Mo. (This includes a 24-hour information referral service operated out of the shelter.)	None.
Shelter House	Willmar (Kandiyohi Co.)	This center is the first mental health center in this state that has started a shelter for battered women. They have done so primarily on community service center funds and volunteer labor.	Two story house with 4 bedrooms, 2 bathrooms. This shelter opened in November, 1978, and no statistics are available on the number of women and children housed.	This is the only shelter specifically for battered women operating in the state to have no funding from the Department of Corrections. Its continued existence depends on state funding.	1,060/Mo.	- Assistance in law enforcement training.

SHELTERS IN MINNESOTA



* The Willmar shelter recently opened without state funding and is operating with primarily a volunteer staff. This shelter will be seeking state funds in July, 1979.

** The Burnsville shelter will open in Spring, 1979.

STATEWIDE COMMUNITY EDUCATION PROGRAMS AND ORGANIZATIONS FOR BATTERED WOMEN

During the first year, Fiscal Year 1977-78, the Department of Corrections developed the capacity to provide technical assistance to community groups. The Legislature allocated \$50,000 over two years, an undesignated portion of which may be used to develop educational materials for the community and professionals on the problems facing battered women. This component of the battered women program was begun in January of 1978 when the Department, with members of the Task Force, developed several tools to be made available to locally-based education groups statewide. These tools consist of:

1. Two slide/tape presentations; one geared toward understanding the effects of battering on the family and the circumstances which may trap women in abusive relationships. The other is geared toward assisting in workshops designed to re-examine professionals' responses to battered women (including law enforcement, medical and social service professionals),
2. A training program for professionals and a training team available to local organizations who wish to sponsor workshops on responding effectively to victims of battering,
3. A state manual on developing an awareness of the problems, needs and concerns of victims of battering as well as consideration of effective responses within professions to women who are abused. In addition, a section on developing community resources will be included,
4. A 30-second television public service announcement encouraging viewers to participate in local efforts to deal with battering,
5. A library of books, films, articles and research papers related to battering for use by community education groups statewide.

During the second year, Fiscal Year 1978-79, grants were made to 12 community groups (one in each of the state's eleven economic development regions and one group organized to work in the rural and urban Indian community) to conduct educational programs for the public and to facilitate training for professionals. See Legislation: Implementation Process Section on Community Education for selection process utilized in choosing the 12 groups. A map showing the distribution of these groups throughout the state is included at the end of this section.

The \$2,800 grants made to each group were intended to cover the mailing, printing, transportation and out-of-pocket expenses of volunteer speakers bureaus. In addition to making the materials in our central library available, the Department also conducted an in-depth training session with each speakers bureau.

While grants were made to only one organization in each region, most organizations involve several groups. For example, a grant was made to the Rochester shelter to conduct a community education program in Region 10, but the funds and responsibilities are equally distributed among five organizations within the region with the shelter acting only as the fiscal administrator.

Community education groups, shelters and the Department of Corrections staff collectively conducted over 630 workshops, training sessions or presentations since last January. Over 19,500 people attended these sessions which took place in approximately 70% of the counties in Minnesota.

While difficult to measure, the effects of this educational program have certainly been felt by the public and service providers.

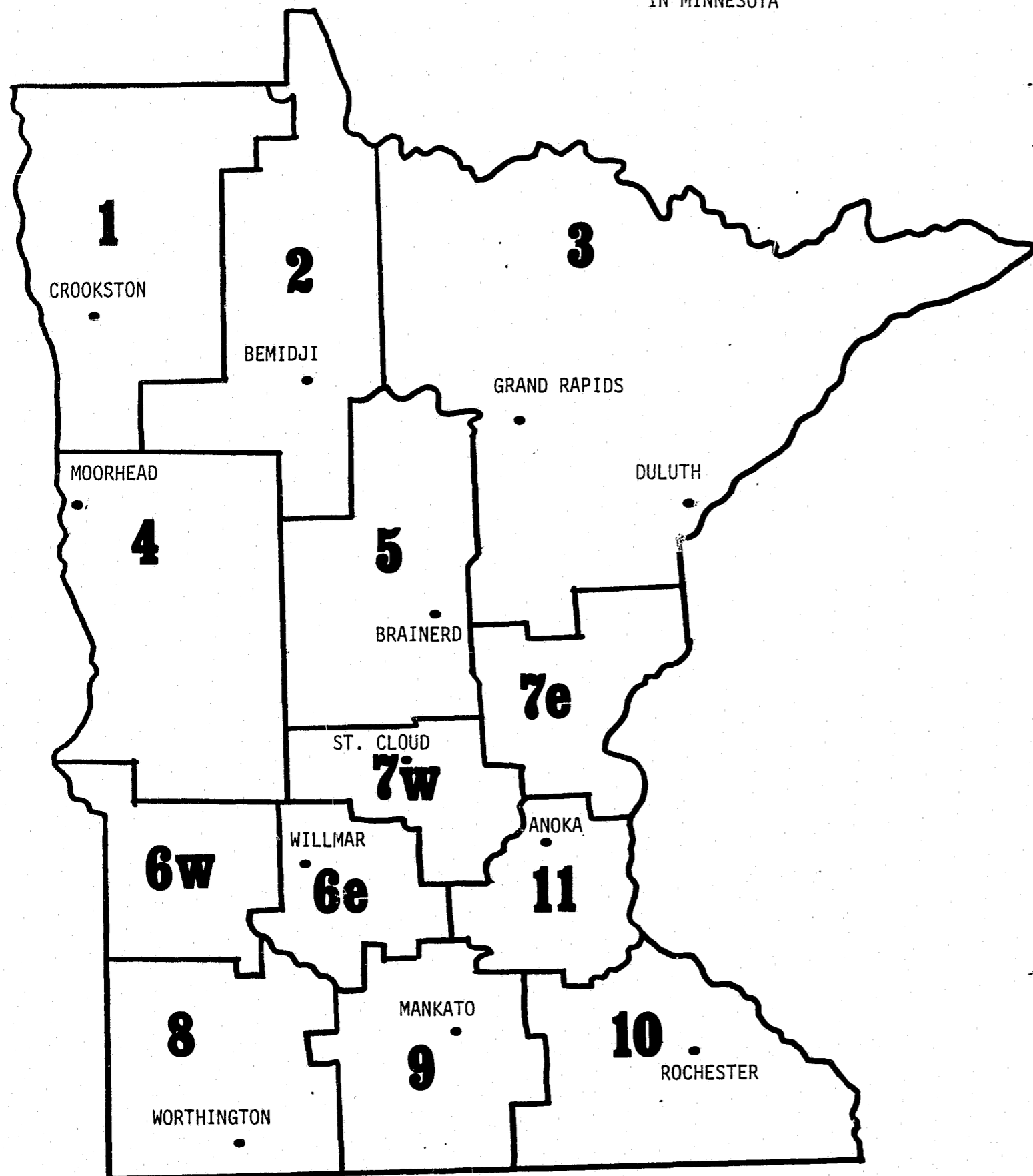
The passage of the battered women's legislation and the subsequent creation of a state program provided for many communities the catalyst needed to initiate or expand local organizations for battered women. The Department facilitated, through the State Task Force and its program design, communication between people in communities where programs were just beginning or non-existent and people in established programs such as Women's Advocates and the Harriet Tubman Shelter. While established programs had previously worked with newly formed groups, the regional approach and massive distribution of information assisted many groups in learning from more experienced groups how to develop and maintain effective educational, advocacy, and, in many cases, housing programs for battered women.

In addition to functioning as a catalyst for the organization of local groups, the education program is serving to sensitize many professionals to the problems and needs of battered women. As professionals have begun to examine their own interaction with abused women, they are also joining with grassroots organizations to effect changes within the systems from which battered women seek help. This includes the medical, judicial, and law enforcement systems. Emergency rooms are beginning to adopt special protocols for dealing with abused women, some police officers are carrying referral cards for shelters and the courts are slowly beginning to use their power to provide added protection for battered women. While these changes often seem insufficient to advocates and women who face seemingly insurmountable odds in seeking help from a system poorly designed to provide physical protection and economic assistance, they represent a real movement towards more meaningful change.

Finally, the educational effort, including speaking engagements, television and radio appearances, newspaper articles, posters and mailings, has reached thousands of men and women in violent relationships giving them permission to seek help for what was once considered just a "family matter". It is expected that these efforts will result in a dramatic increase in the number of women and men who will turn to the system for assistance.

A "hotline" for men in violent relationships and several voluntary therapy groups have recently been formed to meet the increasing demand for services for the batterer. The missing link in working on this issue has always been the reluctance of the batterer to seek assistance. As voluntary groups form, the development of a growing awareness of the need to work with the violent partner on a meaningful level is anticipated, whether or not he voluntarily seeks help.

COMMUNITY EDUCATION GROUPS IN MINNESOTA



RESOURCES FOR BATTERED WOMEN IN MINNESOTA

REGION 1

Community Education:

- Women's Resource Center
ATTN: Susan Davidson
Polk County Courthouse
Crookston, Minnesota 56716
218-281-6622

REGION 2

Advocacy:

- North Woods Coalition for Battered Women
ATTN: Karen Janov
P.O. Box 563
Bemidji, Minnesota 56601
218-751-0210 Ext. 46
218-751-0211

REGION 3

Shelters:

- Northeastern Minnesota Coalition for Battered Women
P.O. Box 6345
Duluth, Minnesota 55806
218-728-3679

Advocacy:

- Itasca County Adult Protection Council
ATTN: Bonnie McCabe
P.O. Box 45
Grand Rapids, Minnesota 55744
218-326-4896

Miscellaneous:

- Care Phone Line
ATTN: Debbie Klaysnat
P.O. Box 414
Hibbing, Minnesota 55746
218-262-5566
(8:00 A.M. - 12:00 Midnight)

REGION 4

Community Education

- Women Abuse
ATTN: JoAnn Marley
P.O. Box 1515
1325 South 11th Street
Fargo, North Dakota 58107
701-232-3369

REGION 5

Shelter:

- Women's Center of Mid-Minnesota, Inc.
ATTN: Louise Seliski
P.O. Box 602
Brainerd, Minnesota 56401
218-828-1216

REGION 6

Shelter:

- Shelter House
1125 S.E. Sixth Street
Willmar, Minnesota 56201
612-235-4613

REGION 7

Advocacy:

- St. Cloud Area Women's Center
1900 Minnesota Boulevard
St. Cloud, Minnesota 56301
612-252-8831

REGION 8

Shelter:

- Southwest Women's Shelter, Inc.
ATTN: Gara Swenson
111 E. Main
Marshall, Minnesota 56258
507-532-4604
507-532-2530

Community Education:

- S.W. Mental Health Center, Inc.
ATTN: Nancy Westrell/Deb Thaden
1024 - 7th Avenue
P.O. Box 49
Worthington, Minnesota 56187
507-376-4141
507-372-2778

REGION 9

Community Education:

- Women Effective
ATTN: Pauline Sellner
Box 575
Sleepy Eye, Minnesota 56085
507-794-7841
507-794-7458

- YWCA
ATTN: Pat Bengston
603 South 2nd Street
Mankato, Minnesota 56601
507-387-6414

REGION 10

Shelter:

- Women's Shelter Board, Inc.
ATTN: Carol Huyck
P.O. Box 61
Rochester, Minnesota 55901
507-285-1010

Advocacy:

- Freeborn-Mower Mental Health Center
ATTN: Jamie Carlson
908 - 1st Drive N.W.
Austin, Minnesota 55912
507-437-6680

Community Education:

- C.A.C. (Rice & Steele Counties)
ATTN: Cathy Jacobson
429 Central Avenue
Faribault, Minnesota 55021
507-332-8832 (Between 8:00 A.M. and 12:00 Noon)
- Citizens Action Council (Wabasha & Goodhue Counties)
ATTN: Beulah Estrem
City Hall
Red Wing, Minnesota 55066
612-388-7318
- S.E. Minnesota Legal Services (Winona/Houston/Fillmore Counties)
400 Exchange Building
Winona, Minnesota 55987
507-454-6660

REGION II

Shelters:

- Community Action Council, Inc.
ATTN: Mary Ajax
13710 Nicollet Avenue South
Burnsville, Minnesota 55337
612-894-2424 (Opening Spring, 1979)
- Harriet Tubman Women's Shelter
P.O. 7026 Powderhorn Station
Minneapolis, Minnesota 55407
612-827-2841
- Women's Advocates
584 Grand Avenue
St. Paul, Minnesota 55102
612-227-8284

Advocacy & Safe Homes:

- Anoka County Task Force for Battered Women
ATTN: Mary Zagaros
403 Jackson Street, #306
Anoka, Minnesota 55303
612-421-4760 Ext. 1365

Lexi Selvig, Chairperson, Task Force
648 - 118th Avenue N.E.
Blaine, Minnesota 55434
612-757-7152

- CEAP
5607 Brooklyn Boulevard
Brooklyn Center, Minnesota 55429
612-533-0803
- Battered Women's Consortium
ATTN: Mary Pat Brygger
414 South 8th Street
Minneapolis, Minnesota 55404
612-340-7470
- Tri-House, Inc.
Box 4022
St. Paul, Minnesota 55104
612-645-9683

STATEWIDE

Community Education:

- Indian Women of Minnesota
ATTN: Mary Ann Walt
217 North 4th Avenue W.
Duluth, Minnesota 55806
218-722-4408
- Department of Corrections
Battered Women Programs and Services
430 Metro Square Building
St. Paul, Minnesota 55101

Ellen Pence, Director - 296-6463
Maggie Arzdorf-Schubbe, Research Analyst - 296-1345
Sue Aumer, Community Education - 296-8626

PROGRAMS AND SERVICES FOR BATTERED MEN

Introduction

Minnesota Statutes 1978, Chapter 732, Section 4 requires the Department of Corrections to "...report...on the feasibility of creating similar programs (as for abused women) for men." To implement this mandate, the Department developed a data collection form on abused men to be utilized by all human service providers throughout the state. (Human service providers are required by Minnesota Laws, Chapter 732, Section 5 to report incidents of battering to the Department.) This form is designed to obtain background information on abused men and on the services needed and services currently available to men.

During the reporting period July 1 to November 15, 1978, 966 reports of abuse were filed by the Department from human service providers. Of these, 914, or 94.7%, reported incidents of assault on women by men with whom they are residing or have resided in the past and 52, or 5.3%, similarly reported incidents on men by women.

Background on Abused Men

Background data on abused men as provided by human service forms consist of information on age, number of children, length of abuse, race and relationship. Information obtained is presented below:

Incidents of assaults were reported on 51 men ranging in age from 11 to 87 years old, 50% being 29 or younger. Following is a table summarizing data on age.

Age	Number	Percent
Under 15	1	2
15-24	13	25
25-34	22	43
35-44	9	18
45-64	3	6
65 & Over	3	6

See tables below summarizing data on other variables concerning reported incidents of abuse of men.

Number of Children	Percent of Men
0	20
1	36
2-3	40
4+	4

Length of Abuse	Number	Percent
Under 6 months	10	24
6 months - 1 year	7	17
1 - 2 years	11	27
2 - 5 years	9	22
5 years and over	4	10

Race	Number	Percent	Population
Black	3	6	1
Latino	1	2	1.3
American Indian	0	0	0.6
White	46	92	97

Relationship to Abuser	Number	Percent
Wife	33	63
Ex-wife	7	13
Cohabitee	4	8
Girlfriend	5	10
Other	3	6

Services Needed	Number of Responses	Percent	Percent Women's Responses
Safe Housing	3	6	40
Support Groups	22	45	72
Counseling			
Legal	7	14	45
Medical	2	4	22
Economic	3	6	43
Children	4	8	12
Other	8	16	
	49	99	

Conclusion

The intent of requiring human service providers to report incidents of assaults on men was not to determine the incidence of battering in the state. It was instead to determine service needs as identified by the assault victims.

The primary service needs identified by assaulted men were support groups and counseling, and legal services. In the Recommendation Section of this report, the Department addresses the need for utilizing education funds for professionals to provide assistance to counseling agencies in identifying battered men on their caseload and educational materials sensitizing human service providers to the problems facing the battered man.

Although we have no data nor research to document underreporting by male victims, it is reasonable to assume that reluctance among men to report assaults is as great if not greater than that among women. Based on that assumption, the Department is further recommending the public education program on battering include using the media and educational information to encourage men, as well as women, to report assaults by the partners to professionals.

APPENDICES

35660

DEPARTMENT OF CORRECTIONS PROGRAMS AND SERVICES FOR BATTERED WOMEN

LAW ENFORCEMENT DATA COLLECTION FORM FOR BATTERED WOMEN

INSTRUCTIONS: According to Chapter 428 Laws of Minnesota 1977, all law enforcement agencies are required to collect data on women who have been assaulted and/or threatened with assault by their spouses, male relatives, or males with whom they are residing or have resided in the past. This form is to be used for women 18 and over. Fold form in half. Remove protective strip and seal ends together. Mail to return address printed on reverse of form.

Woman's Home Census tract or Zip Code (1-5) Race: (6)
(1) ☐ Am. Indian (3) ☐ Chicana (5) ☐ Other (Specify) _____
(2) ☐ Black (4) ☐ White

Date of Incident: (7-12) Month Day Year Time of Incident: (13-16) (17) (1) ☐ A.M. (2) ☐ P.M. Injury Sustained: (18)
(1) ☐ Visible Injury (2) ☐ Complaint of Injury (3) ☐ No Visible Physical Injury

Relationship to Assailant (19): (1) ☐ Husband (living together) (2) ☐ Husband (not living together) (3) ☐ Male Relative (4) ☐ Friend (living together) (5) ☐ Friend (not living together) (6) ☐ Other (Specify) _____

Did you inform the woman of services and programs for battered women: (20) (1) ☐ Yes (2) ☐ No (3) ☐ None Available

Badge number of officer: City:

Comments:

CR-00145-01

DEPARTMENT OF CORRECTIONS PROGRAMS AND SERVICES FOR BATTERED WOMEN

MEDICAL DATA COLLECTION FORM FOR BATTERED WOMEN

NOTE: According to Chapter 428 Laws of Minnesota 1977, all physicians, hospitals, public health nurses, and law enforcement agencies are required to collect data on women who have been assaulted and/or threatened with assault by their spouses, male relatives, or males with whom they are residing or have resided in the past.

The purpose of this form is to document the incidence of assaults on women. This information will be summarized in reports. These reports on your respective county and the entire State will be mailed to you. We hope that these reports will be helpful in planning needed services in your area. We thank you for your cooperation.

INSTRUCTIONS: This form is to be used when seeing women (18 and over) who have admitted to being threatened with assault or who you suspect have been assaulted (though it is not verified by the woman). Please check all relevant boxes. Fold form in half. Remove protective strip and seal ends together. Mail to return address printed on reverse of form.

Age: (1-2) Number of Children: (3-4) Woman's Zip Code: (5-9)

Date of Incident: (10-15) Month Day Year Time of Incident: (16-19) (20) ☐ A.M. ☐ P.M. Race: (21) Am. (1) ☐ Indian (3) ☐ Chicana (5) ☐ Other (Specify) _____ (2) ☐ Black (4) ☐ White

Is Assault: (22) (1) ☐ Verified by Woman (2) ☐ Suspected Has Woman Been Assaulted Previously: (23) (1) ☐ Yes (2) ☐ No (3) ☐ Unknown If so, by whom: (24) (1) ☐ This Person (2) ☐ Other (Specify) _____

Relationship to Assailant (25): (1) ☐ Husband (living together) (2) ☐ Husband (not living together) (3) ☐ Male Relative (4) ☐ Friend (living together) (5) ☐ Friend (not living together) (6) ☐ Other (Specify) _____

Injury Sustained: (26) ☐ Bruises or Lacerations (27) ☐ Fracture (28) ☐ Internal Injury (29) ☐ No Visible Injury (30) ☐ Other (Specify) _____

Did injuries require medical attention: (31) (1) ☐ Yes (2) ☐ No Did injuries require hospitalization: (32) (1) ☐ Yes (2) ☐ No

WHAT ACTION DID YOU OR YOUR AGENCY TAKE:

MEDICAL: (33) ☐ Gave medical attention (34) ☐ Sent or took to hospital (35) ☐ Other _____

LEGAL: (36) ☐ Informed of criminal and civil legal process (37) ☐ Informed of rights to press criminal charge (38) ☐ Low cost legal counsel not available (39) ☐ Other _____

HOUSING: (40) ☐ Referred to shelter (41) ☐ Took to shelter (42) ☐ Found other temp. housing (43) ☐ Returned Home (44) ☐ Alternative housing not available (45) ☐ Other _____

ECONOMIC: (46) ☐ Referred to Welfare Department (47) ☐ Other _____

SOURCE OF REPORT: (48) ☐ Private Physician (49) ☐ Public Health Nurse (50) ☐ Hospital (physician, nurse, etc.) (51) ☐ Patient Advocate (52) ☐ Other (Specify) _____

Name of Reporter: City:

Comments:

CR-00138-01

DEPARTMENT OF CORRECTIONS PROGRAMS AND SERVICES
FOR BATTERED WOMEN

HUMAN SERVICE DATA COLLECTION FORM

NOTE: Minnesota State Statutes 241.62, Subdivision 5, specifies that all physicians, hospitals, public health nurses, law enforcement agencies, social workers, and community health workers are required to collect information on women who have been assaulted and/or threatened with assault by a spouse, a male relative, or a person with whom they are residing or have resided in the past. In addition, the Department of Corrections is requesting that you report on men who are assaulted by a spouse, a female relative, or a woman they are living with or have lived with in the past.

INSTRUCTIONS: This form is to be filled out when seeing men and women who are 18 and over or who are 'emancipated' minors (married, pregnant or have a child, or living on their own) who have been assaulted or threatened with assault. It is to be filled out for each incident of assault or threat of assault on all adults beginning July 1, 1978. Circle the appropriate answers or fill in the appropriate boxes. Please send all forms the beginning of each month to: **Battered Women's Program**, Minnesota Department of Corrections, 430 Metro Square Building, 7th and Robert Streets, St. Paul, MN 55101

Client's Sex (1) 1 Male 2 Female	Client's Age: (2-3) <input type="text"/> <input type="text"/>	Number of children in household: (4-5) <input type="text"/> <input type="text"/>	Client's zip code: (6-10) <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>
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Client's race: (11) 1 Am. Indian 2 Black 3 Chicana/Hispanic/Latina 4 White 5 Other (Specify) _____	Relationship of assailant to client: (12-13) 1 Spouse (living together) 2 Spouse (separated) 3 Spouse (divorced) 4 Female friend (living together) 5 Female friend (separated) 6 Male friend (living together) 7 Male friend (separated) 8 Male relative 9 Female relative 0 Other (Specify) _____
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What injuries have been sustained from assaults by this assailant: (Please check all relevant ones)

14 <input type="checkbox"/> Bruises or lacerations	18 <input type="checkbox"/> Threatened physical injury only (when accompanied by activities such as punching a wall, waving a knife, etc.)
15 <input type="checkbox"/> Fractures	
16 <input type="checkbox"/> Internal injuries	19 <input type="checkbox"/> Other (Specify) _____
17 <input type="checkbox"/> Permanent injuries	

How long has this person experienced physical abuse from this assailant: (20) 1 6 mos. or less 2 6 mos. to a year 3 1-2 years 4 2-5 years 5 5 year or more 6 Don't know	Is assailant seeking assistance for his/her assaultive behavior: 1 Yes 2 No (21) What specific programs are available in your community to service assaultive persons: (22) <input type="checkbox"/> 24-hour telephone service (23) <input type="checkbox"/> Treatment programs for assaultive persons (24) <input type="checkbox"/> Support groups for assaultive persons (25) <input type="checkbox"/> Other (Specify) _____
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In the client's opinion, what services or programs does she/he need: (check all relevant ones) (26) <input type="checkbox"/> Safe and secure housing with 24-hr. protection (27) <input type="checkbox"/> Support groups or counseling (28) <input type="checkbox"/> Legal assistance (29) <input type="checkbox"/> Medical assistance (30) <input type="checkbox"/> Economic assistance (31) <input type="checkbox"/> Child care (32) <input type="checkbox"/> Other (Specify) _____	Please check all not available (at affordable cost to client): (33) <input type="checkbox"/> Safe and secure housing with 24-hour protection (34) <input type="checkbox"/> Support groups or counseling (35) <input type="checkbox"/> Legal assistance (36) <input type="checkbox"/> Economic assistance (37) <input type="checkbox"/> Medical assistance (38) <input type="checkbox"/> Child care (39) <input type="checkbox"/> Other (Specify) _____
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NAME OF REPORTER: _____ AGENCY: _____ CITY: _____

COMMENTS: _____

DATE REPORT COMPLETED: MONTH DAY YEAR

DATE OF INCIDENT: MONTH DAY YEAR

DEPARTMENT OF CORRECTIONS

Services Form: Shelters for Battered Women

INSTRUCTIONS: Please fill out this form for every three month period. Attach this form to requests for payment from the Department of Corrections.

Shelter completing form: (1-2)

Three month period:

FROM	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	(3-8)
	MONTH DAY YEAR	
TO	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	(9-14)
	MONTH DAY YEAR	

- Shelter Code
- 1 Northeast Coalition for Battered Women
 - 2 Southwest Women's Shelter
 - 3 Harriet Tubman
 - 4 Woman's Advocates
 - 5 Mid Minnesota
 - 6 Rochester
 - 7 Burnsville
 - 8 Willmar

PART A HOUSING

Total number of women housed: (15-17) <input type="text"/> <input type="text"/> <input type="text"/>	Total number of children housed: (18-20) <input type="text"/> <input type="text"/> <input type="text"/>	Total number of women requesting housing unable to accommodate: (21-23) <input type="text"/> <input type="text"/> <input type="text"/>
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Number of days shelter closed during reporting period: (26)
If so, why. (Check relevant ones) (24-25)

(27) <input type="checkbox"/> House maintenance and repair
(28) <input type="checkbox"/> Staff training
(29) <input type="checkbox"/> Health reasons
(30) <input type="checkbox"/> Funding
(31) <input type="checkbox"/> Other (Specify) _____

PART B PUBLIC INFORMATION AND REFERRAL

Number of phone calls received requesting information: (31-34) <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Number of letters received requesting information: (35-37) <input type="text"/> <input type="text"/> <input type="text"/>
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Speaking engagements and training: (38-39) Number of events: <input type="text"/> <input type="text"/> Number of people in attendance for all events: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> (40-43)	Total number of visitors received at shelter: (44-46) <input type="text"/> <input type="text"/> <input type="text"/>
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DEPARTMENT OF CORRECTIONS
Shelters Form: Shelters for Battered Women

INSTRUCTIONS: Please complete this form for every woman and accompanying child(ren) upon departure from the shelter.
Please attach these forms to your requests for payment from the Department of Corrections. Please circle the appropriate answer or fill in the appropriate boxes.

PART A PROFILE OF THE WOMAN

Age: (1-2) <div></div>	Last place of residence zip code: (3-7) <div></div>	Race: (8) 1 Am. Indian 3 Chicana, Hispanic, Latina 2 Black 4 White 5 Other (Specify) _____
Highest level of education completed: (9) 1 Grade school or jr. high 2 High school 3 Vocational school 4 College	Has this woman been employed outside the home within the past year? 1 Yes 2 No Does this woman have sufficient job skills to enable her to obtain a job which will support herself and her children? (11) 1 Yes 2 No	
Relationship to abuser: (12) 1 Husband (living together) 2 Husband (not living together) 3 Friend (living together) 4 Friend (not living together) 6 Other (Specify) _____	Has woman been previously assaulted by this person: (13) 1 Yes 2 No If yes, has this occurred more than once: (14) 1 Yes 2 No	Injuries sustained in previous assaults by assailant: (Check relevant ones) (15) <input type="checkbox"/> Bruises or lacerations (16) <input type="checkbox"/> Fractures (17) <input type="checkbox"/> Internal injuries (18) <input type="checkbox"/> Permanent injuries (19) <input type="checkbox"/> Other (Specify) _____

PART B PROFILE OF THE ABUSER

Age: (20) <div></div>	Highest level of education completed: (21) 1 Grade school or jr. high 2 High school 3 Vocational school 4 College	Has this person abused other women? (22) 1 Yes 2 No 3 Don't know
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PART C PROFILE OF THE CHILDREN

Total number of children: (23-24) <div></div>	Number of children with woman at shelter by age of child: (Fill number in box) (27) <div></div> 1-2 Years (28) <div></div> 3-5 Years (29) <div></div> 6-10 Years (30) <div></div> 11-18 Years	Has this child(ren) been physically assaulted (intentionally inflicting mark or injury) by this assailant: (31) 1 Yes 2 No
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PART D SERVICES UTILIZED BY WOMAN AND CHILDREN

Check once for every service used by woman: (32) <input type="checkbox"/> Counseling (33) <input type="checkbox"/> Information & referral (34) <input type="checkbox"/> Advocacy: legal (35) <input type="checkbox"/> Advocacy: medical (36) <input type="checkbox"/> Advocacy: welfare (37) <input type="checkbox"/> Advocacy: housing	(38) <input type="checkbox"/> Goal setting (39) <input type="checkbox"/> Support groups (40) <input type="checkbox"/> Transportation (41) <input type="checkbox"/> Other (Specify) _____	Specify number of children using services: (42) <input type="checkbox"/> Child care (43) <input type="checkbox"/> Recreation (44) <input type="checkbox"/> Counseling (45) <input type="checkbox"/> Educational placement (46) <input type="checkbox"/> Needs assessment (47) <input type="checkbox"/> Advocacy: legal (48) <input type="checkbox"/> Advocacy: medical (49) <input type="checkbox"/> Advocacy: welfare (50) <input type="checkbox"/> Other (Specify) _____
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Was this woman physically assaulted while at shelter: (51) 1 Yes 2 No	Were any of the children physically assaulted (intentionally inflicting mark or injury) by adult while at the shelter: (52) 1 Yes 2 No
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ARRIVAL DATE: <div></div> MONTH DAY YEAR	DEPARTURE DATE: <div></div> MONTH DAY YEAR
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END