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1999 Report:
Evaluation of the
STOP Formula Grants
Under the
Violence Against
Women Act of 1994

July 1999

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Highlights¹

Since the STOP program began in 1995, the states have made great strides in implementing their own strategies for developing community responses to domestic violence and sexual assault. In telephone interviews, state STOP administrators are unanimous in their agreement that STOP money is achieving important things in the community. Some administrators say that without these funds, many of the violence against women programs that currently operate in their states would not exist; as one stated: "The VAWA (Violence Against Women Act) money is some of the most valuable funding our state receives."

STOP subgrantees perceive that their STOP funding has helped communities make significant strides in all three areas of violence against women. Most subgrantees emphasize the importance of STOP funds to their progress, even when some also mention that they engage in other initiatives to reduce violence against women concurrently with their STOP projects. Many say they "could not have done it without STOP."

STOP funding has also provided agencies with an incentive to work together to reduce violence against women. STOP funding has pushed communities in many states to find ways around seemingly insurmountable barriers; subgrantees have had to get creative in their approaches in order to make collaboration a success. As a result of STOP, subgrantees have mapped out paths to or already arrived at real system change in their communities.

Many subgrantees on telephone surveys and during site visits note that the permanency of improvements in services for women victims of violence hinges on the continued receipt of funding. In their view, if funding decreased, so would their ability to serve women victims of violence comprehensively, as much of their progress has been the work of STOP-funded staff.

According to the subgrantees we interviewed, victims are safer, better supported by their communities, and treated more uniformly and sensitively by first-response workers, among other benefits. At the same time, practitioners in their communities report that their jobs are easier now that they are working together and pooling their efforts on task forces and collaborative projects. In many areas, STOP projects are credited with introducing the idea of a *service community*. As a result of more coordinated and comprehensive services for victims, a number of subgrantees have seen more women victims of violence come forward to ask for assistance in their communities. Overall, the majority of those we interviewed indicated that through the training, special units, policy and protocol development, and direct services to victims, STOP projects have improved

The STOP (Services, Training, Officers, Prosecutors) program is having a major impact on the experiences of women victims of violence in the criminal justice and other service systems.

Both victims and service professionals report substantial benefits of STOP projects.

The STOP program has funded almost 4,500 subgrants with FY 1995, FY 1996, and FY 1997 program allocations, for a reported total of \$193.7 million.

Through these subgrants, many communities now benefit from the programs envisioned by STOP's creators.

the treatment of women victims of violence while at the same time fostering cohesion among service communities across the country.

The 4,433 subgrant awards reported to VAWO (Violence Against Women Office) through December 15, 1998, totaled \$193.7 million. Three-quarters of the subgrants (75 percent) provide direct service to victims, 72 percent increase the capacity of agencies receiving the subgrants, and 47 percent increase community capacity to serve women victims of violence. Fifty-four percent of the subgrants focus exclusively on domestic violence, 11 percent focus exclusively on sexual assault, 19 percent focus on both but not on stalking, and the rest report other combinations of focus on domestic violence, sexual assault, and stalking. With respect to VAWA's authorized purpose area classifications, 63 percent of subgrants fall into victim services, 27 percent into training, 17 percent into special units, 13 percent into policy and procedure development, 12 percent into data/communication systems, 4 percent into stalking, and 2 percent into subgrants to Indian tribes from state allocations. Projects can be classified into more than one purpose area.

Performance information for 1,282 subgrants was received by December 15, 1998; only subgrants that have run for a year or more are expected to report performance information. Training projects comprise 580 of these, and they reported training 143,156 personnel in 6,995 training sessions. The professions that most frequently attended were law enforcement personnel (47 percent of training projects) and private, nonprofit victim service personnel (30 percent of training projects).

Special unit projects comprise 281 of the subgrants reporting performance data. Nearly half (47 percent) created new units and half supported or expanded an existing special unit, 12 percent supported specialized functions for one or more members of agencies too small to justify a special unit, and 6 percent reported other types of special unit activities.

Performance related to policies, procedures, protocols, administrative orders, or service development is reported by 286 subgrants. New policies were developed by two-thirds (190) of these policy projects, and 54 percent revised or expanded previous policies and procedures. Agencies most frequently involved in developing or revising policy were law enforcement (65 percent), prosecution (55 percent), and private, nonprofit victim service agencies (24 percent).

The subgrants that support data collection and communications projects (19 percent, or 239, of performance reports) address a wide variety of data/communication system types. Protection order tracking systems are by far the most common, supported by 67 percent of the data projects. Also relatively common are forms development or standardization projects, representing 39 percent of data projects.



STOP has been a catalyst for collaboration, laying the groundwork for system change in well over half of all subgrantees' communities. Of the subgrantees who responded to the Subgrants Overview Survey, 98 percent say they are working to some degree with other local or regional agencies. Moreover, 71 percent indicate that their current cooperative efforts have resulted directly from their STOP projects.

Subgrantees in the System Change Survey feel that before STOP, community coordination of services for women victims of violence was mostly lacking. Subsequent to STOP, however, they report that coordination with respect to both domestic violence and sexual assault services in their communities has increased substantially. Almost all subgrantees in the System Change Survey say that STOP funding has been instrumental in their efforts to collaborate on behalf of women victims of violence.

Site visit observations of 30 to 35 STOP-funded projects in seven states indicate that the most profound system change occurs when *communitywide* collaboration is the focus of a project. This level of system change involves buy-in from top management (e.g., police chiefs, district attorneys) in all relevant agencies, in addition to cooperation among one or more law enforcement, prosecution, and victim service personnel. Further, site visits indicate that this type of collaboration is relatively rare among STOP projects. More common are projects that start by creating significant changes in single agencies (e.g., law enforcement or prosecution). Many STOP subgrantees report that once they have succeeded in changing the way a particular component of the criminal justice system responds to victims, this in turn has stimulated change in other aspects of the community's response. This slower approach is valuable, although it is less sure to produce *communitywide* change and top-level buy-in than a true collaborative process.

Of the 171 subgrantees in the Subgrants Overview Survey, 96 percent report that an underserved community comprises at least 20 percent of the population in their service jurisdiction. Of these, 70 percent of the jurisdictions include rural women, 21 percent include women of Hispanic origin, 19 percent include African-American women, 7 percent include Native American women, and 3 percent include Asian-American women. Sixty-one percent of subgrantees report engaging in specific efforts to reach out to and identify underserved women. In addition, 20 percent of the subgrantees actually make special efforts to treat women from underserved communities in ways that are unique and different from the way they treat the main population. Participants in the Underserved Survey offered more detailed descriptions of special efforts. These special efforts might include increased cultural sensitivity as a result of training, language proficiency, staff who are members of the underserved community, more accessible agency location (e.g., satellite offices), and/or materials created especially by and for the community being served. Agencies reporting these special efforts include law enforce-

STOP projects that have placed a major emphasis on collaboration for the purpose of bringing about system change have been successful. It takes work, but the payoffs are worth it. Projects not explicitly focused on collaboration to create system change are less likely to achieve it, but some have done so.

Some STOP-funded projects are making a difference for women from historically underserved communities, but more needs to be done.

Staff of STOP-funded projects have learned many useful lessons about how to develop and maintain effective services for women victims of violence.

ment, prosecution, and victim service agencies, as well as some agencies serving particular minority communities who responded to the Underserved Survey.

Collaboration was by far the most prominent subject mentioned in relation to strategies developed and lessons learned by respondents to the Subgrants Overview Survey. Seventy-one percent of all subgrantees remarked on some aspect of their collaborative effort when asked about useful strategies or lessons they have learned. Other lessons learned about collaboration are contributed by respondents to the System Change Survey. Lessons from both sources include:

- Keep common goals in mind.
- Be diplomatic/don't point fingers.
- Be flexible, patient, and persistent.
- Communicate clearly and regularly.
- Be aware of and respect other agencies' roles, structures, and abilities.
- Get key players from each agency on board early. Leadership is especially important to have on board before attempting to pull in their staff.
- Form and use personal relationships; network, but resolve personal differences on personal time, one-on-one.
- "Think outside the box"/use creative problem-solving.
- Provide resistant agencies with an incentive to participate in collaborative endeavors.
- Foster a sense of ownership among all project participants; include all participants in project planning.
- Make local media aware of the project/draw attention to the collaborative effort.

Subgrantees involved in "underserved" projects found that their success also hinged on a few unique strategies, including:

- Be or become an insider. Working your way into a community requires persistence and patience.
- Use "gentle persistence." Confrontation backfires; ask what a community needs rather than saying "Here's what we will do for you."



- Conduct a needs assessment and involve community members at each step.
- Respondents working with Hispanic communities stressed the importance of service provider staff who are both bilingual and bicultural, establishing trust by forming relationships with victims, and recognizing the centrality of family in the Hispanic culture.
- You may need to change not only your approach but also your definition of success. Effective intervention necessitates an awareness of and respect for values at odds with one's own.

Other common strategies and lessons offered by subgrantees in the Subgrants Overview Survey included:

- Set reasonable project goals/don't spread yourself too thin.
- Be persistent and patient.
- Perform a needs assessment/do proper legwork before embarking on a project.
- Hire passionately committed and competent staff.
- Recognize the importance of training and education both for other agencies and communitywide.
- Keep good records.

The most commonly mentioned gaps in community response to women victims of violence include:

- Serious difficulties relating to full faith and credit being given to protection orders issued in other jurisdictions;
- Continuing difficulties with service and enforcement of protection orders even within one's jurisdiction of residence;
- Up-front and out-of-pocket costs to victims for forensic examinations in sexual assault cases;
- Inadequate and/or nonexistent data systems, creating barriers to the appropriate handling of individual situations by law enforcement, prosecution, and courts; and
- Generation of adequate data to identify best practices and guide practitioners to them.

Many communities and whole states still report gaps and barriers in effective services for women victims of violence.

States vary greatly in the efficiency of their STOP funding cycle and the speed with which they transfer funds to projects after the state receives its federal allocation.

States follow similar processes for distributing STOP grants but vary a great deal in: (a) when they begin and end these activities; (b) how they carry them out; and (c) the time that it takes to complete them. For the most part, the award process in each state includes the same steps subsequent to receiving notice of its award from VAWO: planning, sending out requests for proposals (RFPs), assessing proposals, notifying applicants of awards, and disbursing funds.

States are on very different timelines—and have been from the beginning of STOP. For instance, the first state to begin planning for FY 1995 did so in August 1994 (even before the VAWA legislation passed), while the last state to begin planning for FY 1995 did so in September 1996—a span of two years and one month. The first state to begin each activity for FY 1997 did so before all or even 80 percent of states had completed that same activity for FY 1996.

The variety in state timelines is especially apparent in sending out RFPs. The last state to send out RFPs for FY 1995 funding did so at the same time that the first state sent out RFPs for FY 1997 funds. It appears that some states have become quite efficient at awarding funds while others are still struggling to make timely awards.

States still experience difficulties complying with VAWA's requirement that 25 percent of STOP funds be allocated to each of law enforcement, prosecution, and victim services.

When all of STOP funding is considered together over the three fiscal years for which we have adequate information (FYs 1995, 1996, and 1997), the 25 percent distributional requirement is met for the law enforcement (25 percent) and victim service (38 percent) funding categories, but the prosecution funding category falls slightly short at 23 percent.

However, when examined on a state-by-state basis, the picture is less successful. Only 15 states (27 percent) succeeded in distributing at least 25 percent of their STOP allocation to the law enforcement funding category. The same number, 15 states, succeeded in distributing at least 25 percent of their STOP allocation to the prosecution funding category. Seventy percent (39 states) met this requirement with respect to the victim service funding category.

State STOP administrators are reasonably satisfied with VAWO's administration of the STOP program.

The state STOP administrators generally are satisfied with VAWO services and with the STOP program itself. All (100 percent) say that STOP funds are important for their state, 94 percent report that it is easy to receive both the application kits themselves and help to complete them, and 98 percent feel that the directions that come with the kits are clear. Eighty-six percent feel that the STOP program's reporting requirements are reasonable. About three-quarters (76 percent) of state STOP administrators are satisfied with VAWO staff and with the help received from the STOP Violence Against Women Grants Technical Assistance Project (STOP-TA Project), while 60 percent are satisfied with the ways that STOP allows them to use funds and with the conferences they have attended in conjunction with their STOP grants. Seventy percent are satisfied with VAWO and other related publications.

1. The evaluation used several methods to generate the findings in this report. These include site visits to seven states and three to five subgrantees in each state; analysis of almost 4,500 Subgrant Award and Performance Reports submitted to the Violence Against Women Office; and telephone surveys to the state STOP administrators (n = 54), a Subgrants Overview Survey to a random sample of 171 subgrantees, a System Change Survey to 51 subgrantees with a focus on system change, and an Underserved Survey of 50 randomly selected subgrantees whose federal reporting form indicated that they are making special efforts to reach and serve women from historically underserved communities. Details of these methods can be found in the Appendix.

Note

Table of Recommendations

Subject	Recommendation
Continue funding	Congress should continue to fund the STOP program, to ensure that the program's important benefits continue. (p. 63)
Promote collaboration	<ul style="list-style-type: none"> • Congress should specify a new purpose area called "developing communitywide collaboration." (p. 47) • State STOP agencies should structure their STOP grant-making and other activities to maximize the degree of true collaboration occurring in communities with STOP funding. (p. 47)
Add types of activities	<p>Congress should consider giving states the authority and means to support certain activities not currently allowed by the STOP legislation. This could be done either by expanding allowable activities under STOP or through other legislation and related funding. (p. 75) Included would be support for: (pp. 75 and 76)</p> <ul style="list-style-type: none"> • Court and corrections programs designed to prevent violence against women and protect women victims. • Community education and other primary prevention activities for domestic violence, sexual assault, and stalking. • Services to children who are secondary victims of domestic violence.
Make 25/25/25 distribution more flexible	<p>With respect to the requirement that fixed proportions of STOP funds go to each of law enforcement, prosecution, and victim services (p. 16):</p> <ul style="list-style-type: none"> • Congress should keep a requirement, but modify it to allow greater flexibility in its application. • States should adopt more creative solutions to the distribution requirement if they find themselves unable to spend significant portions of their STOP grant. • VAWO should, through its grants managers, monitor states that historically have difficulty spending all of their STOP grant, and offer technical assistance through its grants managers and the STOP-TA Project to help these states move forward.
Lengthen time frame for spending STOP dollars	VAWO should lengthen the time limit on state spending of each fiscal year's grant to three years from the current two years. (p. 17)
Promote project continuity	<p>State STOP agencies should develop and use funding strategies and other practices that promote continuity of program development by: (p. 17)</p> <ul style="list-style-type: none"> • Creating a priority for continuation funding to give projects a reasonably long period of support during which they can establish their value to their community. • Ensuring that all current subgrantees know that they are eligible to apply for continuation funding. • Ensuring that all subgrantees know about complementary sources of federal and state funds for their projects, and facilitating their access to these funds. • Providing subgrantees with technical assistance related to planning for longer-term stability.
Expand funding for sexual assault projects	<ul style="list-style-type: none"> • State STOP agencies should include representatives of the state sexual assault coalition and/or sexual assault programs on their planning committees. (p. 18) • State STOP agencies should take advantage of the technical assistance offered through the STOP-TA Project to identify and support innovative approaches for helping victims of sexual assault. (p. 18)

Table of Recommendations

Subject	Recommendation
<p>Improve payment arrangements related to forensic examinations in sexual assault cases</p>	<ul style="list-style-type: none"> • States should provide financial coverage for health-related costs associated with receiving a forensic examination following assault. (p. 66) • States should implement mechanisms to pay for forensic examinations following sexual assault that do not involve any out-of-pocket or up-front expenses to victims. They should also expedite processing of claims for compensation. (p. 67)
<p>Improve extension of full faith and credit</p>	<ul style="list-style-type: none"> • States and subgrantees should work to develop systems for recording protection orders issued in other jurisdictions. <i>These systems must include clear information that an order has been served on the perpetrator.</i> (p. 68) • States and communities should develop policies and procedural protocols to support the enforcement of protection orders from other jurisdictions, and conduct training for law enforcement and court personnel to implement the protocols. Priority should be given to establishing cross-jurisdictional protection order registries and resolving any legal barriers that may still exist at the state or local level. (p. 68)
<p>Improve service and enforcement of protection orders</p>	<p>States and localities must develop more thorough, systematic, consistent, and responsive policies and procedures for serving and enforcing protection orders. (p. 69)</p>
<p>Clarify allowable types of projects</p>	<p>State STOP agencies should seek further clarification from VAWO related to allowable types of projects. In addition, VAWO should publish and widely distribute lists of states funding projects in the topic areas where there is most confusion, along with descriptions of the funded projects. The VAWO-funded STOP-TA Project should also offer guidance, training, and technical assistance to state STOP administrators on these criteria. (p. 37)</p>
<p>Promote projects for women from underserved communities</p>	<p>VAWO and the STOP-TA Project should commit resources to more effective outreach and service to women victims of violence in underserved communities, including (p. 54):</p> <ul style="list-style-type: none"> • Developing a handbook of successful methods for doing this work. • Offering workshops and seminars to state STOP administrators and subgrantees interested in promoting projects of this type. • Disseminating this information widely.
<p>Develop better data and evaluation systems</p>	<ul style="list-style-type: none"> • State STOP administrators should prioritize funding for development of databases and information systems. VAWO or the National Institute of Justice might also want to support special efforts to develop model systems. (p. 72) • To fulfill their obligation under VAWA to report certain descriptive information about victims served through STOP-funded projects, state STOP administrators should at the very least be preparing subgrantees to collect the demographic information on victims receiving direct services required by the law. (p. 73)
<p>More cross-pollination, less reinvention</p>	<p>VAWO and state STOP administrators should promote more proactive cross-pollination and sharing of ideas, approaches, and materials among programs within and across states. (p. 94)</p>
<p>Promote more effective grants management</p>	<p>VAWO should provide more assistance to states and subgrantees in grants management issues. (p. 94)</p>

Introduction

The Violence Against Women Act (VAWA), Title IV of the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322), provides for Law Enforcement and Prosecution Grants to states under Chapter 2 of the Safe Streets Act. The grants have been designated the STOP (Services, Training, Officers, Prosecutors) grants by their federal administrator, the Department of Justice's Violence Against Women Office (VAWO) in the Office of Justice Programs (OJP). They are "to assist States, Indian tribal governments, and units of local government to develop and strengthen effective law enforcement and prosecution strategies to reduce violent crimes against women, and to develop and strengthen victim services in cases involving violent crimes against women." The long-term goal of VAWA is to effect institutionalized system change, such that victims encounter a positive and effective response from the criminal justice system should they need to use it.

This report assesses the progress and accomplishments of the STOP program through January 1999, covering the fourth year of STOP program authorization. It was prepared as part of an ongoing national evaluation of the STOP program being conducted by the Urban Institute under a grant from the National Institute of Justice (NIJ). The evaluation assesses the distribution of STOP funds to states and local projects, compliance with legislative mandates, and the success of STOP in improving community and state responses to violence against women. The evaluation also addresses areas of special emphasis in the legislation. These include the goals of reaching underserved communities (whether defined by race, culture, ethnicity, language or geographic isolation) and developing or improving collaborative relationships among justice systems and victim-serving agencies. As part of this assessment, the evaluation seeks to identify aspects of the legislation or its administration that affect the attainment of STOP goals.

This *1999 Report* is based on data gathered from many sources (the Appendix describes the data collection methods used):

- Subgrant Award and Performance Reports (SAPRs) submitted by the states to the Violence Against Women Office are used to analyze the distribution of funds by the states. Performance reports on subgrantee accomplishments are used to describe the victims served by the grants and document project activities.

- Site visits by Urban Institute researchers to 16 states examine STOP funding procedures and how the VAWA legislation has affected the landscape of the criminal justice system response to victims within each state. This *1999 Report* describes the findings from site visits to the first seven states (Illinois, Kansas, Nevada, New York, Texas, Vermont, and West Virginia).
- Four telephone surveys were undertaken by the Urban Institute to assess the degree to which activities supported by STOP are fulfilling the goals and mandates of the governing VAWA legislation.¹
 - The State STOP Administrator Survey asked each state how it handles its responsibility to distribute STOP funds once the state receives its grant from the federal government.
 - The Subgrants Overview Survey interviewed a random sample of all subgrantees to gain a systematic overview of the activities funded by STOP.
 - The Underserved Survey interviewed a random sample of subgrantees who indicated on their SAPR that their project was making a specific attempt to reach and serve women in one or more underserved community groups to learn more about how the goal of reaching underserved communities was being met.
 - The System Change Survey interviewed a purposive sample of subgrantees that state STOP administrators thought had system change as one of their goals in order to understand activities designed to promote system change.
- Reports from national evaluations of STOP activities by the Institute for Law and Justice, National Center for State Courts, American Bar Association, and Department of Indian Affairs at the University of Arizona present interim findings and plans for assessing STOP activities in four special purpose areas.
- VAWO and its technical assistance providers submitted information on their activities and accomplishments.

Evaluation of the STOP Program Before This Report²

Three annual reports have preceded this one. The *1996 Report* presented brief histories of developments in the fields of domestic violence and sexual assault along with current issues in both fields. It described VAWA's focuses on law enforcement, prosecution, and victim services and the seven purpose areas specified by the Act, noting special legislative emphases on reaching communities underserved because of race, culture, ethnicity, or language and on



reaching geographically isolated communities. It also summarized how OJP handled the administrative steps necessary to distribute the STOP funds as quickly as possible, and presented an analysis of state planning documents for implementing STOP-funded projects.

The *1997 Report* presented findings of the Urban Institute's site visits to 12 states to examine their STOP programs. It also reported the first analyses of actual subgrant award documents, covering subgrant awards made with FY 1995 appropriations, showing that STOP funds were allocated with close attention to VAWA's requirements and served the people intended. Site visits revealed that the STOP planning and grantmaking process was beginning to change interactions among law enforcement, prosecution, and nonprofit, nongovernmental victim service agencies. The process of soliciting STOP subgrant applications and selecting subgrants for award varied greatly from state to state. In addition, people interviewed on site visits identified many barriers to effective use of the civil and criminal legal systems, and gaps in services that STOP funds might be used to remedy. These included current state statutes and their enforcement, gaps in training for many types of professionals, inadequate levels of victim services, structural and political barriers to progress, and data system gaps.

The *1998 Report* included analyses of subgrant award reports describing how STOP funds from FY 1995, FY 1996, and FY 1997 were being spent in accordance with VAWA requirements. It also examined the nature of subgrants intending to reach underserved communities of women and tried to assess the ways in which subgrants were being used to bring about system change. In addition, it reported for the first time on the extensive evaluation activities of four complementary evaluation projects funded by the National Institute of Justice to examine STOP-funded subgrants that were pursuing specific purpose areas allowed under VAWA. These included police and prosecution activities relating to training, special units, development of policies and procedures, and stalking; victim services; data and communication systems; and Indian tribal grants.

This report describes the distribution of STOP funds by the states (Chapter 2) and activities and goals of the STOP subgrantee projects (Chapter 3). This is followed by analysis of evidence of increased collaboration and system change through STOP projects (Chapter 4) and outreach to victims who previously had limited access to services (Chapter 5). Data on STOP accomplishments and impact are presented in Chapter 6. This is followed by a discussion of efforts to address the gaps and barriers to improved responses to violence against women including those mandated by the legislation in Chapter 7. Chapter 8 is devoted to analysis of the federal and state administration and support of the STOP grants program. The final chapter summarizes the plans and progress on national evaluations of STOP.

An Overview of the 1999 Report

Notes

1. Separate reports are available from the Urban Institute describing the results of each telephone survey. These are: Lisa Jacobs Raymond and Britta Iwen, *State STOP Administrator Survey: Funding Timelines and Perceptions of the STOP Program*; Kim Thompson, Lauren Bennett, Britta Iwen, and Kathryn Schlichter, *Overview of FY 1995, FY 1996, and FY 1997 STOP Subgrantees*; Lauren E. Bennett and Martha R. Burt, *Reaching Out to Underserved Women Through STOP Projects: Progress and Pitfalls*; and Kathryn Schlichter and Kim Thompson, *Promoting System Change: An Evaluation of STOP Subgrantee Collaboration and Coordination of Services for Women Victims of Violence*.

2. The *1999 Report* and all STOP annual reports from past years may be found on the Urban Institute's Web page: www.urban.org.

STOP Grant Awards

Introduction

To achieve the goal of collaborative and comprehensive responses to violence against women, VAWA placed several requirements on how STOP funds were to be distributed and used. States may use STOP funds to benefit victims of sexual assault, domestic violence, or stalking. Every year they must award 25 percent of their funds to each of three areas: law enforcement, prosecution, and victim services. Subgrantees other than private, nonprofit victim service agencies must provide nonfederal matching funds of at least 25 percent of STOP funding.

This chapter describes the distribution of STOP funds in terms of these legislative requirements. The data come from the Subgrant Award and Performance Reports (SAPRs) submitted to VAWO by the 50 states and 6 territories (hereafter referred to as the states). The SAPR data include reports on 4,433 subgrant award reports totaling \$193,680,799¹ submitted by the states from the beginning of STOP through December 15, 1998, for the FY 1995, FY 1996, and FY 1997 allocations. The reported subgrants account for 112 percent of the FY 1995 federal funds required for subgrant awards, 91 percent of the FY 1996 funds, and about half of the FY 1997 funds. As discussed in Chapter 8, the limited data on awards in FY 1997 result from the states' timetables for making subgrants, not from their failure to report subgrants already awarded. The award reports sum to over 100 percent of the original allocation in the earlier years because when a subgrantee cannot use all of the money in its subgrant, some states re-award the money as a new subgrant. When this happens, the state completes a new subgrant award report. It was not possible to eliminate this duplicate reporting of funds; hence, some reverted funds are counted twice. Findings from the State STOP Administrator Survey and the Subgrants Overview Survey (described in the Appendix) supplement the SAPR analysis by addressing issues not reported on the forms.

STOP awards by states were generally small in FY 1995, when each state had \$380,084 available for subgrants. Compared with the first year of funding, states made many more FY 1996–97 awards and much larger awards, which is to be expected since they had over five times as much money to distribute each year after FY 1995. The 3,599 subgrants reported for FY 1996 and FY 1997 totaled \$169,938,894. They ranged in amount from \$324 to \$2,196,834, with a median award of \$30,454. Next year's report will contain information about FY 1998 awards.

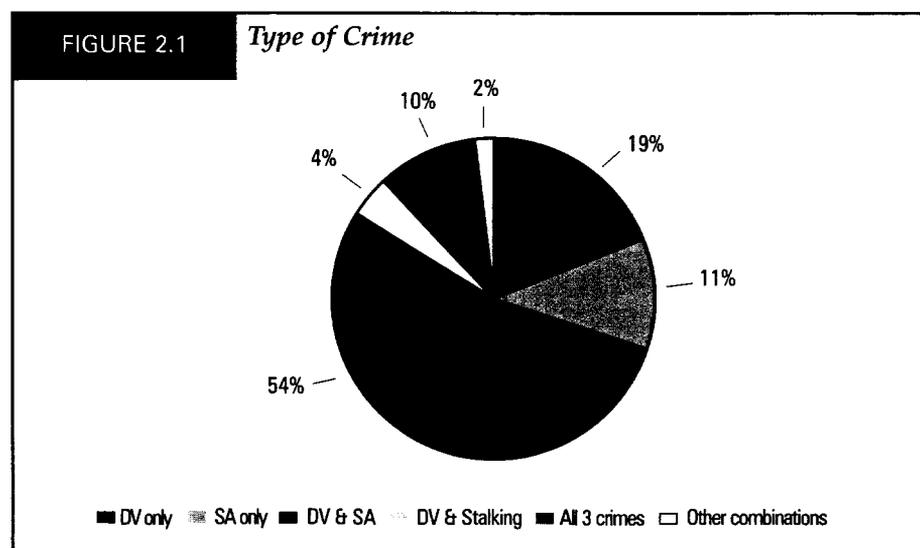
A Brief Profile of the Subgrant Awards

Some states tended to make mostly small awards, while other states awarded larger grants (see Table 2.1). In FY 1995–97, state-by-state averages for individual years for the 45 states reporting at least 10 awards ranged from \$7,343 to \$214,060. Project length for the FY 1995–97 subgrants averaged 12.4 months and ranged from one day to three and a half years (project length is not reported for 441 subgrants). It is not possible to tell reliably how many of any fiscal year's grants were new or continuation awards, because the information is not available to match FY 1997 awards to earlier ones when the earlier ones were not reported on the SAPR form.

Distribution of Funds Across Types of Crime

VAWA specifies that STOP funds are to be used to reduce domestic violence, sexual assault, and stalking, but it does not require any particular distribution across these types of crime. We found that the subgrants supported a great deal of work on domestic violence, provided much less funding for sexual assault, and funded stalking programs at negligible levels.

Figure 2.1 shows the proportion of subgrant awards that reported a focus on domestic violence, sexual assault, and/or stalking. About half the subgrants address only domestic violence (54 percent), while 11 percent address only sexual assault. A substantial portion address several types of crime. The most substantial overlap in crime types occurs in the 19 percent of subgrants that address both domestic violence and sexual assault, while 10 percent say they address all three types of crime.



Source: SAPR analysis, N = 4,433.

Note: Fewer than 0.5 percent of SAPRs designated only stalking as their crime focus.

The emphasis among subgrantees on domestic violence is also reflected in state-by-state analyses of the FY 1995–97 awards. In all states, 63 percent of subgrants focused on domestic violence (with or without a focus on other crimes). In fact, 16 states had domestic violence as a focus in 90 percent or more of their subgrants, and in

TABLE 2.1 *Subgrants Awarded, by State and Fiscal Year*

State	Number of Awards				Amount of Awards (\$)			
	FY 1995	FY 1996	FY 1997	Total	FY 1995	FY 1996	FY 1997	Total
Alabama	5	25	4	34	267,266	2,135,256	763,946	3,166,468
Alaska	5	5	3	13	381,318	675,500	525,825	1,582,643
American Samoa	5	5		10	246,381	337,982		584,363
Arizona	15	20		35	366,392	1,541,145		1,907,537
Arkansas	35	45		80	376,854	939,945		1,316,799
California	9	112	170	291	335,048	9,009,327	11,275,151	20,619,526
Colorado	18	49	43	110	386,372	1,691,925	1,437,147	3,515,444
Connecticut	10	10	10	30	611,568	1,752,114	2,140,604	4,504,285
District of Columbia	4	11		15	380,048	710,676		1,090,724
Delaware	10	15	17	42	405,046	744,306	785,546	1,934,898
Florida	25	21	23	69	659,096	3,356,956	2,169,177	6,185,229
Georgia	25	74	88	187	400,000	3,501,883	4,629,507	8,531,390
Guam	7	12		19	380,540	1,052,700		1,433,240
Hawaii	2	12		14	380,048	813,274		1,193,322
Idaho	23	15	14	52	392,446	800,988	581,857	1,775,291
Illinois	15	36		51	380,096	3,580,905		3,961,001
Indiana	15		7	22	375,755		367,360	743,115
Iowa	16	59	86	161	426,615	1,430,654	2,568,483	4,425,752
Kansas	6	21	13	40	399,044	581,354	612,484	1,592,882
Kentucky	15	17		32	410,642	553,661		964,303
Louisiana	48	25	9	82	457,924	540,049	369,937	1,367,910
Maine	6			6	114,729			114,729
Maryland	36	64	158	258	398,200	2,299,129	4,552,842	7,250,171
Massachusetts	15	219	31	265	366,524	7,481,365	1,089,773	8,937,662
Michigan	3		28	31	426,300		1,717,322	2,143,622
Minnesota	9	40		49	320,000	1,637,250		1,957,250
Mississippi	12	25	22	59	255,359	958,803	874,458	2,088,620
Missouri	21	44		65	380,065	1,880,067		2,260,132
Montana	20	27	24	71	401,518	768,120	852,820	2,022,458
Nebraska	14	22	7	43	391,236	995,628	255,287	1,642,151
Nevada	24	40	38	102	379,702	889,157	975,370	2,244,229
New Hampshire	26	30	38	94	392,472	879,506	825,555	2,097,534
New Jersey	9	49	11	69	452,931	3,567,082	695,934	4,715,947
New Mexico	14	16	25	55	383,536	687,174	504,113	1,574,823
New York	20	66	85	171	373,000	6,483,165	7,181,550	14,037,715
No. Mariana Islands	4	5		9	116,949	175,230		292,179
North Carolina	10	44		54	396,695	1,929,473		2,326,168
North Dakota	33	31	47	111	382,065	583,861	784,759	1,750,685
Ohio	3	65	28	96	504,778	3,111,085	2,164,473	5,780,336
Oklahoma	28	52	52	132	401,108	1,553,578	1,565,972	3,520,658
Oregon	36	45	5	86	367,285	1,477,067	222,347	2,066,699
Pennsylvania	3	29		32	300,000	4,699,994		4,999,994
Puerto Rico	11	7		18	2,322,145	302,323		2,624,468
Rhode Island	5	6	2	13	403,600	805,600	392,750	1,601,950
South Carolina	3	56	24	83	366,046	1,930,937	1,733,282	4,030,265
South Dakota		34	28	62		362,142	205,610	567,752
Tennessee	6	46	57	109	408,152	2,231,316	2,431,935	5,071,403
Texas	13	165	27	205	359,467	10,374,788	1,547,002	12,281,257
Utah	23	38	11	72	393,941	1,011,352	326,730	1,732,023
Vermont	12	3	1	16	899,432	40,150	5,010	944,592
Virgin Islands	8	4		12	379,035	239,126		618,161
Virginia	30	89	109	228	362,159	2,550,249	3,084,866	5,997,274
Washington	24	67	80	171	351,017	1,581,005	1,863,324	3,795,346
West Virginia	19	34	5	58	912,374	1,625,901	98,455	2,636,730
Wisconsin	11	52	35	98	268,042	2,120,925	1,443,036	3,832,003
Wyoming	9	31		40	393,545	1,334,147		1,727,692

UTAH: STATEWIDE SEXUAL ASSAULT ADVOCACY

The Coalition of Advocates for Utah Survivors' Empowerment (CAUSE) STOP project created a statewide network of individuals and organizations who provide services to victims of sexual violence. CAUSE assists small towns in obtaining rape crisis center grant funding. The project represents sexual assault survivors and service providers on grant allocation committees, works to strengthen sexual assault services and improve accessibility to underserved and rural communities, and promotes outreach to victims in minority communities. CAUSE has standardized a protocol for sexual assault forensic exams, has participated in developing law enforcement investigation guidelines (best practices), and will soon publish a rape crisis advocacy training curriculum for Utah. CAUSE has developed statewide forensic exam training programs and rape crisis center development seminars. Finally, CAUSE holds monthly or bimonthly community meetings and recruits 20 to 30 people from many disciplines to attend in each community.

six states domestic violence was a focus of every subgrant. Sexual assault was a less common focus, with five states reporting sexual assault as a focus in 10 percent or fewer of their subgrants and only 22 states having sexual assault as a focus in at least 50 percent of their subgrants.

The Subgrants Overview Survey probed on this issue of relative focus on types of crime by asking subgrantees how their STOP funds were divided between domestic violence and sexual assault services/activities. On their SAPR form, 60 percent of the Subgrants Overview Survey respondents indicated that they focused on both domestic violence and sexual assault. Of these, 13 percent said that their funds were evenly split between domestic violence and sexual assault activities, and 80 percent said they spent a great deal or slightly more on domestic violence than on sexual assault services or activities.²

Twelve percent of all subgrantees reported stalking as a focus on their SAPR form. The same was true of 12 percent of Subgrants Overview Survey respondents. The more detailed Subgrants Overview Survey probed this issue and found that, of the subgrantees who said that they focused on stalking, either alone or in combination with other crimes, only half were actually engaged in an initiative to reduce stalking that was separate from their overall domestic violence or sexual assault services. Thus most respondents who said that their agency addressed stalking in reality deal with the problem only if it surfaces in the situation of particular clients; for the most part, they do not actually engage in general programmatic efforts to curb or respond to stalking.

Attention to Sexual Assault Relative to Domestic Violence

The 1998 site visits to seven states illuminated an underlying tension surrounding the division of scarce STOP funds between the needs of victims of domestic violence and the needs of victims of sexual assault. In part, this is due to differences in advocacy and organization within the states. Several states visited have only a handful of freestanding rape crisis centers in the entire state, whereas domestic violence facilities are much more common. In addition, in many states visited, only one or two individuals are repeatedly identified as the ones working to address sexual assault issues. Another factor is that state planning processes have become less likely to involve a diversity of interested parties in ongoing discussion of STOP priorities. Our site visit interviews with state STOP administrators and others involved in determining the allocation of STOP funds indicate that sexual assault is often overlooked by planning committees, except when individuals who work on sexual assault issues are present to voice the need to include sexual assault in the VAWA plan.



Perceived differences in the needs and resources available to victims of these two types of violence also affected the relative priority accorded them. A prevailing attitude among the state STOP administrators in the seven site visit states was that their state had already done whatever was necessary to help sexual assault victims. Specifically, they saw sexual assault as the "hot" issue in the 1970s—the early feminist movement targeted rape awareness, rape prevention, and rape education (i.e., debunking popularly held myths) as high priorities; police departments and hospital personnel were trained or set up special units to examine/investigate sexual assault cases; rape crisis centers were set up in many communities; victim witness assistance programs and victims of crime compensation funds were established; and federal funding for research on rape was plentiful. The state STOP administrators cited the lower number of reported sexual assault cases (relative to domestic violence) and the success of these earlier initiatives as reasons for viewing domestic violence as the more pressing social problem at this time. Although the annual number of official reports of domestic violence was 20 to 30 times larger than the number of adult sexual assault cases (thousands of domestic violence cases versus hundreds of sexual assault cases), there seemed to be little recognition that this small number of official sexual assault crime reports, as in domestic violence, represents only the tip of the true prevalence of sexual assault. There also seemed to be little recognition that sexual assault is a serious community and criminal justice system problem even if it is not a frequently reported crime.

During site visits, interviews with sexual assault advocates and those who work specifically in the sexual assault arena revealed a very different perspective. In these states in 1998, more than 25 years after the first rape crisis center opened its doors, interviewees said that many rape crisis centers have closed, many of the police and hospital personnel who were specially trained in dealing with sexual assault have retired, and rape and sexual assault are no longer "popular" issues. Newer police officers in the sites visited have not received much specialized training in sexual assault. It seems to be the exception rather than the norm for these departments to have specialized sexual assault response and investigation teams, and hospital rape exams appear to be performed by any physician who happens to be staffing the emergency room. Most states visited have freestanding rape crisis centers in only a few counties. Most rape and sexual assault services are provided from within domestic violence or other social service agencies of these states, and these agencies often do not have staff dedicated to or specialized in sexual assault. Despite the obvious need to help victims, these interviewees say that putting and keeping sexual assault on the agenda at both the state and local levels is an uphill battle.

Although most of the states we visited had not placed major emphasis on sexual assault, there were notable exceptions that illustrate a proactive approach to this crime. One statewide coalition against

INDIANA: PROSECUTION-LED COLLABORATION

The St. Joseph County prosecuting attorney's office in South Bend, Indiana, heads a multiagency collaborative initiative to improve law enforcement, prosecution, and victim services. Identifying stalking as "one of the most terrorizing of crimes," it provides stalking victims with cellular telephones preprogrammed to dial 911. The prosecuting attorney's office helped standardize evidence collection procedures and train detectives to identify stalking. Deputy prosecutors who specialize in family violence review arrest reports looking for domestic violence cases. STOP funding was used to supply Polaroid cameras to all law enforcement officers in the county. Their "Cops and Counselors" program pays the salary of a dedicated domestic violence law enforcement officer and the salaries of two full-time counselors who provide all victims with at least three individual counseling sessions. Project outreach efforts include child counseling and "Women Helping Women" self-sufficiency classes that teach basic skills such as plumbing, carpentry, how to fix broken windows, how to open a bank account, and how to balance a checkbook. Funding supports retreats for victims and their families that teach families how to work and play together.

sexual assault was very active and lobbied the state STOP administrator to channel STOP funds to sexual assault projects. The state STOP administrator determined in advance that approximately 40 percent of the victim service grants would be allocated to sexual assault. The state STOP administrator solicited applications from sexual assault subgrantees, with the active participation of the statewide coalition. In another state, STOP funds helped develop protocols for a community response to sexual assault as well as domestic violence; the statewide sexual assault coalition is also very active in this state.

Distribution of Funds Across Law Enforcement, Prosecution, and Victim Services

VAWA requires states to use at least 25 percent of each year's funds for each of victim services, law enforcement, and prosecution. The remaining 25 percent are discretionary funds that can be used for any of these three areas or for additional areas such as the judiciary. As reported in the *1997 Report*, states interpret this requirement differently. For example, some states consider an award to be "for" law enforcement if the subgrantee agency is a law enforcement agency, while other states use the beneficiary as the criterion so that an award would be considered "for" law enforcement if project activities benefited law enforcement (such as officer training), regardless of the type of agency receiving the award. OJP regulations allow states to interpret this requirement as they choose but emphasize that they must demonstrate that they meet the requirements.

The site visits to seven states confirm that striking differences exist across states in specific interpretations of federal requirements. We use three approaches to assess how the 25/25/25 requirement is being met and the extent to which cross-disciplinary projects have been supported. The first approach is to use the funding category designated by the state. States are allowed to select multiple funding categories if they can report the funds allocated to each category. After this, we examine the beneficiaries and types of agencies receiving the funds.

By Funding Category

The category of victim services received about one and a half times the level of funding going to either law enforcement or prosecution, and four times as much as the discretionary category. The cumulative distribution of subgrants reported to date is shown in Table 2.2.

Several conclusions may be drawn from these data. First, most states are choosing to spend their discretionary funds for victim services and report them as such. Second, awards designated to the category of prosecution are slightly below 25 percent. This may occur because the need for victim services is perceived by states to be more pressing than the need for prosecution assistance. It may also be that prosecution agencies have more funding alternatives, fail to apply for STOP funds, are discouraged by matching requirements, or have other priorities. Chapter 8 discusses how states make



these funding allocations and some of the problems associated with them.

State-by-state analysis provides a closer look at states' progress toward compliance with distribution requirements. The proportion of states spending at least 25 percent of their reported funds toward the required focus differed by category. As Figure 2.2 shows, 39 states (70 percent) met the requirement in the victim service category based on the awards reported by December 15, 1998. However, the same is true for only 15 states (27 percent) in the prosecution category and 15 states (27 percent) in the law enforcement category. As these data represent three full fiscal years of subgrant funding, the pattern displayed is likely to be quite stable. The possibility mentioned in the 1998 Report that awards made from the as-yet unreported FY 1997 funds might make up the difference in states that were not in compliance now appears unlikely. The difficulty that states have in allocating STOP funds according to the 25/25/25 split appears to be persistent.

By Direct Users or Attendees of Project Activities

States can define the 25/25/25 percent requirement according to the people who benefit directly from the project because they attend project activities (e.g., training) or use project services (e.g., counseling, special prosecution units, data systems). Attendees or users might include private individuals, such as victims, as well as public or private agencies and their personnel. The Subgrant Award and Performance Report asked respondents to check off all direct beneficiaries from a list of 11 possible types of direct users (Table 2.3). Over one-third of the subgrants list more than two types of direct users.

ARKANSAS: TRAINING IN RESPONDING TO DOMESTIC VIOLENCE

The STOP project of the 20th Judicial District prosecuting attorney's office in Conway, Arkansas, created countywide training programs. These programs consist of in-service training sessions for hospital workers on issues related to handling domestic violence and training for law enforcement officers on domestic violence cases. The attorney's office conducts bimonthly seminars for law enforcement personnel that focus on policies and procedures for working with victims of violence. The office also works with advocates from domestic violence programs and battered women's shelters who educate officers about the dynamics of domestic violence. The training has been so successful that this team travels to other counties to conduct training seminars.

TABLE 2.2 *Cumulative Distribution of FY 1995–FY 1997 STOP Subgrants by Funding Category Designation*

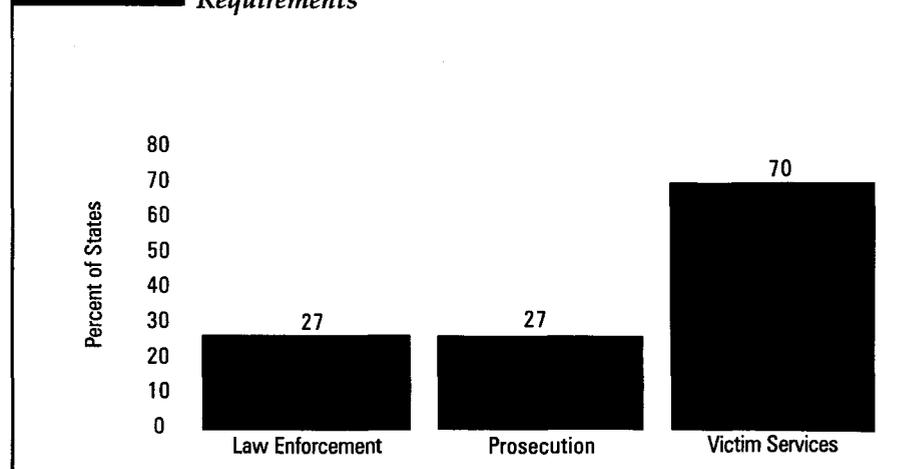
Designated Funding Category*	Number of Reported Subgrants	Median Amount of Reported Subgrants (<i>N</i> = 4,433)	Total Amount of Reported Subgrants (<i>N</i> = 4,433)	Percent of Reported Funds Designated Under Category
Law Enforcement	1,163	\$24,530 (1,034)	\$44,577,761 (1,034)	25
Prosecution	993	\$28,856 (866)	\$41,172,932 (866)	23
Victim Services	2,239	\$23,000 (1,879)	\$68,929,145 (1,879)	38
Discretionary	519	\$22,992 (465)	\$17,031,103 (465)	9
Funding Category Not Reported	252	\$30,000 (218)	\$9,822,979 (218)	5

*Please note that a single subgrant could be reported under more than one funding category, which causes some overlap in the number of reported subgrants. However, the dollar amount reported for each funding category is the portion of a subgrant's funds allocated to that category; hence the dollar figures in Table 2.2 do not contain any double-counting.



As Table 2.3 indicates, victims are direct users of nearly three-quarters of the projects that listed any users.³ Victims benefit from provision of direct victim services, as well as from law enforcement or prosecution special units with direct victim contact, and data systems/communications projects that provide resources for victims (such as a victim notification system). The proportion of subgrants listed as directly benefiting prosecution (30 percent) and law enforcement (39 percent) exceed the mandated 25 percent. Victim

FIGURE 2.2 *Percent of States Meeting 25/25/25 Distribution Requirements*



Source: SAPR analysis, N = 56 states and territories.

TABLE 2.3 *Cumulative Distribution of FY 1995–FY 1997 STOP Subgrants by Type of User or Attendee*

Type of User/Attendee	Number of Subgrants	Percent of 4,433 Subgrants Reporting Each Type of User/Attendee
Victims	3,190	72
Law Enforcement	1,714	39
Other Beneficiaries	1,718	39
Prosecution	1,348	30
Private Victim Service Agencies	1,038	23
Judiciary	628	14

service agencies benefited from nearly one-quarter of the subgrants. The "other" user category includes the public at large, children, public victim service providers, health care providers, social service agencies, corrections, and offenders.

Over time, the percentage of subgrants benefiting victims directly has increased and the percentage benefiting private victim service agencies has decreased. The percentage of projects indicating victims as direct users increased from 55 percent of the FY 1995 projects



to 76 percent of the FY 1997 projects. The prevalence of private, non-profit victim service agencies and their staff as users, however, decreased from 39 percent in FY 1995 to only 24 percent in FY 1997. These two changes taken together suggest that more emphasis in the first year was placed on building victim service agencies' capacity (while still providing a significant amount of direct services) and that this emphasis has more recently shifted toward provision of direct services and away from capacity-building.

The prevalence of law enforcement personnel as project beneficiaries remained fairly constant, from 40 percent in FY 1995 to 40 percent in FY 1997, as has the prevalence of prosecution as users (from 33 percent to 34 percent). In the more recent funding years, emphasis placed on projects that directly benefit the judiciary has ranged from 12 percent in FY 1996 to 18 percent in FY 1997.

Although these findings indicate that STOP subgrants are reaching a variety of audiences, including personnel and staff in all three required areas, the results cannot be used to assess whether the legislative requirements for funding distribution are being met since states do not specify the percentage of funds for each type of user. The fact that many projects have multiple users suggests that projects target broad audiences even when funding is classified into one of the three funding categories for reporting purposes.

By Type of Subgrantee Agency

OJP has recommended that states meet their required 25/25/25 split by awarding funds to agencies in these three groups. Our analysis of the type of grantee agency leads to similar conclusions on mandate compliance as we found in the earlier analyses of funding category designations. As shown in Table 2.4, private, nonprofit victim service agencies have received 42 percent of the funds, while law enforcement and prosecution agencies have received less than 25 percent of FY 1995-97 funds reported to date. Although the type of subgrantee agency was unknown for some of the FY 1995-97 awards (6 percent), this percentage is so small that its addition would not significantly affect the distribution of funding.

Cumulatively, private, nonprofit victim service agencies have received more funds than have law enforcement and prosecution agencies combined. The lower percentage of funds awarded to law enforcement and prosecution agencies may stem from several causes. First, because these agencies have multiple funding sources and multiple mandates, they may be less dependent on STOP funds and less motivated to seek funds for additional projects in this area. Second, the VAWA requirement that these agencies supply matching funds may make it more difficult for some to apply for STOP funds.

Subgrantee Matching Requirement

VAWA requires that subgrantees other than private, nonprofit victim service agencies provide nonfederal matching funds of at least 25 percent of STOP funding. Compliance with the matching requirement was very high for the FY 1995–97 projects that reported this information on their SAPR. Legislative mandates were met by 82 percent of the law enforcement agencies, 84 percent of the prosecution agencies, and 82 percent of other governmental agency subgrantees. They reported a total of \$39,381,815 in matching funds, which is 35 percent of their total FY 1995–97 STOP award amounts. About 47 percent of matching funds were cash matches, about 50 percent were in-kind matches, and the nature of the other 3 percent is unknown.

TABLE 2.4

Cumulative Distribution of FY 1995–FY 1997 STOP Subgrants by Subgrantee Agency Type

Type of Subgrantee Agency	Number of Reported Subgrants	Median Amount of Reported Subgrants (N = 4,433)	Total Amount of Reported Subgrants (N = 4,433)	Percent of Reported Funds Awarded to Each Subgrantee Type
Private Victim Services	2,189	\$25,000 (2,170)	\$81,906,646 (2,170)	42
Prosecution	694	\$33,900 (687)	\$35,697,016 (687)	18
Law Enforcement	835	\$29,939 (820)	\$34,346,106 (820)	18
Other Government	249	\$34,550 (247)	\$17,217,434 (247)	9
Other Private Sector/ Partnerships	189	\$30,088 (187)	\$13,054,432 (187)	7
Information on Type of Agency Not Reported	277	\$30,412 (269)	\$11,459,165 (269)	6

States have tended to use the funding agency as a key indicator of funding category. Statistical analyses contrasting funding category designation with type of subgrantee agency found that funds designated as law enforcement were given mostly to law enforcement agencies, prosecution funds mostly to prosecution agencies, and victim service funds mostly to private, nonprofit victim service agencies (see Table 2.5). Although reports of multidisciplinary, cross-agency project collaboration abound (see Chapter 5), only 418 projects (9 percent) were funded from two or more categories in FY 1995–97.

Using a stringent definition of victim service projects—awards to private, nonprofit victim service agencies for the provision of direct services to victims—we found that 32 percent, or \$63,315,589, of STOP funds have gone to victim service projects defined this way. Comparing this sum with the total reported under the victim service funding category above (\$68,929,145) leaves \$5,613,556. This amount (8 percent of the reported funds designated as victim services) is going primarily to private nonprofits for uses other than direct service provision. These include activities such as communi-



ty teams to coordinate domestic violence and sexual assault services, and training for other agencies. In state-level analyses of cumulative distributions using this more stringent criterion for victim services, 36 states meet the requirement to allocate 25 percent of their funds to victim services.

TABLE 2.5 *Types of Agencies in Each of the Three Funding Categories*

Agency Type	Funding Categories (number of subgrantees)		
	Law Enforcement	Prosecution	Victim Services
Law enforcement agency	683	34	38
Prosecution agency	64	615	71
Courts	10	7	5
Probation, parole, or other correctional agency	17	5	2
Nonprofit, nongovernmental victim services	239	186	1,863
Government victim services	30	25	49
State administrative agency	15	15	10
Tribal government	6	5	20
Professional association	1	8	4
Other	57	52	72

As noted earlier, not all the FY 1997 and FY 1998 funds have been spent. This is due largely to the timing of state and federal awards, described in Chapter 8. However, of the seven states we went to for site visits, several reported having had trouble awarding all of their grant due to difficulties meeting the 25/25/25 distribution requirement. Over the years, all but one of the states visited have worked out ways to handle this issue and distribute all of their funds while still meeting the requirement. The remaining state has not. Most of the states encountering difficulties began by categorizing subgrants by the type of agency receiving them, rather than by the purpose or immediate beneficiaries of subgrant activities. Thus, they would categorize a victim service agency funded to develop and conduct training for law enforcement as a victim service rather than as a law enforcement subgrant. However, when too few applications were received from law enforcement and prosecution agencies, rather than limit the total award available for victim services they adopted more flexible approaches to categorizing their subgrants and also developed more assertive approaches to soliciting applications from these agencies. The state that still does not distribute all of its grant dollars has not given itself this flexibility, even though the flexible approaches are well within VAWO guidelines.

Unused Funds



Role of STOP in Funding Local Services

According to the 4,433 SAPRs received, grant sizes varied somewhat according to agency type. Prosecution agencies received larger grants than either law enforcement or private victim service agencies did (mean prosecution grant size = \$52,358; median grant size = \$34,000). Law enforcement and private victim service agencies receive grants that are roughly comparable in size (mean grant sizes are \$41,031 and \$37,851, respectively; median grant sizes are \$29,508 and \$25,000, respectively). Note that in some counties one agency (often a prosecution or victim service agency) serves as a county grant administrator and thus reported a subgrant amount that was ultimately distributed to several county agencies. Hence, county-level grants may be inflating the dollar amounts actually being used by prosecution and victim service agencies.

Seventy-seven percent of all respondents to the Subgrants Overview Survey combined funding sources to carry out their STOP projects. Over half of respondents (56 percent) noted that STOP funding accounted for at least half of their projects' funding, including 28 percent who funded 75 to 100 percent of their project using STOP funds.⁴ Thus, half of all subgrantees represented in this analysis owed at least half of their project's impact to STOP funding, and one-third owed nearly all of the impact to STOP funding. The extent to which STOP contributed to project budgets varied somewhat with the type of agency undertaking the project. Subgrantees from law enforcement agencies tended to support their projects somewhat more exclusively with STOP funds than did victim service and prosecution agencies. Overall, though, STOP played a large role in the project budgets of all agencies.

While STOP funding played a crucial role in the specific projects to which it was applied, generally it was not the major source of support for the subgrantee agencies in the Subgrants Overview Survey. Two-thirds (67 percent) of the respondents answering this question said that STOP funding accounted for less than 10 percent of their entire agency's funding. Only 7 percent reported that STOP funding accounted for 50 percent or more of their agency's total budget. Moreover, STOP funds were earmarked in most subgrantees' budgets (82 percent) specifically for their STOP projects as opposed to being treated as general agency funding.

Most subgrantees in the Subgrants Overview Survey (70 percent) first received funding prior to FY 1997. Twenty-five percent have had funding since FY 1995, and nearly half (45 percent) have had STOP funding since FY 1996. Only 18 percent of the sample received STOP funding for the first time in 1997. Thus, it is not surprising that most respondents had their projects fully up and running or were already finished with at least a portion of their project as of December 1998. Generally speaking, subgrantees who have had funding for longer are further along than those who received funding more recently.



Recommendations

- **Congress should keep, but modify, the requirement that fixed proportions of STOP funds go to each of law enforcement, prosecution, and victim services. States should apply more creative solutions to meeting the requirement, and VAWO should help them do it.**

The 25/25/25 distribution requirement has been an important motivator for community agencies to develop collaborative activities and work toward system change with the full involvement of law enforcement, prosecution, and victim service agencies. For this reason it should be retained. However, certain modifications might help states use all of their STOP money and still keep the motivational benefits of a distributional requirement. Possible modifications include:

- As part of discussions related to the reauthorization of VAWA, Congress is considering changing the requirement to one stipulating a total of 40 percent earmarked for law enforcement and prosecution agencies together (that is, without a mandated level of funding for each type of agency alone). Our findings support this change as one that will keep some distribution requirement as a motivator but give states more flexibility to support whichever type of agency appears most willing to engage in change within local communities.
 - Congress could reduce or eliminate the requirement for matching funds, or give states flexibility to negotiate match levels if the matching requirement appears to be a barrier to participation by law enforcement and prosecution agencies.
 - States should adopt more creative solutions to the distribution requirement if they find themselves unable to spend significant portions of their STOP grant.
 - VAWO should, through its grants managers, monitor states that historically have difficulty spending all of their STOP grant, and offer technical assistance through its grants managers and the STOP-TA Project to help these states move forward.
- **VAWO should lengthen the time limit on state spending of each fiscal year's grant to three years from the current two years.**

Experience has made clear that two years is too short a time frame to expect all funds to be expended for a fiscal year, given state funding cycles and the time it takes to get a project up and running after receipt of a subgrant. Paperwork

would be reduced considerably if a three-year funding period were considered the norm, and extensions were only required if this new time period were exceeded.

- **State STOP agencies should develop and use funding strategies and other practices that promote continuity of program development.**

The evidence strongly suggests that it takes several years to establish a strong STOP program and gain community acceptance for it. These efforts are hindered when there are gaps in funding, uncertainty about future funding, or no funding for implementation after model protocols and procedures have been developed. The following strategies are suggested:

- Creating a priority for continuation funding to give projects a reasonably long period of support during which they can establish their value to their community.
 - Ensuring that all current subgrantees know that they are eligible to apply for continuation funding.
 - Informing subgrantees of other complementary sources of federal and state funds to support their projects, and facilitating their access to these funds.
 - Providing subgrantees with technical assistance related to planning for longer-term stability.
- **State STOP agencies should increase their attention to sexual assault by:**
 - Including representatives of the state sexual assault coalition and/or sexual assault programs on their planning committees, and
 - Taking advantage of the technical assistance offered through the STOP-TA Project to identify and support innovative approaches for helping victims of sexual assault.

Sexual assault services are in great need of attention, ranging from capacity development among sometimes small and isolated victim service agencies through development of innovative programs reaching new victim populations. States should take stock again of the needs within their state for sexual assault services and develop a strategy for their enhancement.



Notes

1. Throughout this chapter the funds available to states for subgrant awards are used as the denominator in calculating percentages. This excludes the portion of the state grant allocated for administrative costs. In most sections of this chapter, data on subgrant awards are reported cumulatively, rather than broken out by fiscal year, due to the limited coverage of FY 1997 funds awarded to the states.
2. It should also be mentioned that it is difficult to get a consistent picture of whether subgrants focus exclusively on domestic violence, on sexual assault, or on both. The Subgrants Overview Survey has data on this issue from the SAPRs, from questions asked in the telephone interview, and from program information submitted via fax by respondents to the Subgrants Overview Survey just before being interviewed. There is a significant amount of inconsistency in how a subgrant is described when comparing these three sources of data on the same issue.
3. Since so many projects serve multiple audiences and it is not possible to divide project funding among them with any degree of accuracy, Table 2.3 presents only subgrant counts.
4. $n = 160$ for the question "Are you combining funding sources to carry out this project?" $n = 126$ for the question "What percentage of your project is funded by STOP?"

Project Goals, Activities, and Performance



VAWA specifies seven purpose areas for which STOP funds may be used:

- Training for law enforcement and prosecution
- Special units for law enforcement and prosecution
- Developing policies and/or protocols
- Developing data and communications systems
- Victim services
- Programs addressing stalking
- Programs addressing Indian communities

Subgrantees could report multiple purpose areas and nearly one-third did.¹ Table 3.1 presents the distributions across purpose areas reported to date. Victim services is by far the most frequently funded purpose area, followed by training, special units, and policy development. Only 12 percent of STOP projects indicate on their Subgrant Award and Performance Report (SAPR) that they have addressed data/communications systems, and very few subgrants have been awarded for stalking and Indian tribes. The small number of projects awarded to Indian tribes from these funds may be explained by the availability of other VAWA funds allocated specifically to services for Indian communities. However, that STOP set-aside for Indian tribal grants is only available for projects on reservations, and many Indian women living in urban areas, or near but not on reservations, may be left out of consideration in the distribution of STOP funds by states because of the misperception that the set-aside will cover all Indian women.

Distribution of Funds Across Legislative Purpose Areas

Data from SAPRs

SAPR respondents were asked to report their project's goals or types of activities. These were grouped into three general categories:

- *Direct services to the public*, including services to victims to help them through the justice or other systems or to help them with personal needs such as counseling or safety; services to offenders; services to children or youth; and public education or awareness.

Distribution of Funds by Project Goals and Activities

WISCONSIN: SERVING TRIBAL AREAS

STOP funding to the Soaring Eagles Coordinated Community Response Team in Lac de Flambeau, Wisconsin, provides services to Native Americans in an area where long distances between residences and towns create problems for victims and service providers. The agency created a task force composed of both tribal and nontribal members, which included law enforcement, judges, prosecutors, and service providers (shelter, child welfare, mental health, and substance/alcohol abuse personnel). STOP helped support the collaborative development of a protocol for evidence collection to standardize and strengthen the prosecution of sexual assault cases and a sexual assault first response team to arrive at the scene of a sexual assault, meet with the victim, and accompany her through the process of recovery. This has helped victims and increased the amount of information law enforcement officials obtain regarding sexual assault incidents.

TABLE 3.1 *Cumulative Distribution of FY 1995–FY 1997 STOP Subgrants by Purpose Area*

Purpose Area	Number of Subgrants	Percent of 4,433 Subgrants That Reported a Purpose Area
Develop/Enhance Victim Services	2,775	63
Law Enforcement/Prosecution Training	1,207	27
Special Law Enforcement/Prosecution Units	771	17
Policy/Protocol Development	561	13
Data/Communications Systems	531	12
Stalking	196	4
Indian Tribes	89	2
Other	370	8
Not Specified/Reported	397	9

- *Activities to expand agency capacity*, including increasing staffing; purchasing equipment or supplies; developing resource materials; developing data/communications systems within a given agency; and training, special units, or policy development.
- *Activities to enhance community capacity*, including needs or resource assessment or planning; provision of technical assistance; development of data/communications systems across agencies; coordinated community response and similar efforts; and evaluation activities.

Information on these goals was provided for 4,097 of the FY 1995–97 subgrants (92 percent). The majority of the projects (75 percent) intended to provide direct services, alone or in combination with other activities. Almost three-quarters (72 percent) planned to increase agency capacity (alone or in combination with other types of activities), and about half (47 percent) planned to increase community capacity. Twenty-eight percent (1,137) intended to address a single activity type. Over one-third (1,452) intended to address two of the activity types, and one-third (1,508) of the subgrants providing this information intended to address all three types of activities.

Data from the Subgrants Overview Survey

The telephone interviews also provide insight on the goals of the funded projects (see Table 3.2). Subgrantees responding to the Subgrants Overview Survey most frequently sought to improve both services to women victims of violence and their community's response to violence against women (49 percent). They also frequently sought to educate women about their choices/options (21 percent) and improve investigation and evidence collection proce-

dures (20 percent). Additionally, many subgrantees noted a desire to increase communitywide awareness of and education about domestic violence and sexual assault (20 percent).

Other common project goals included reducing the incidence of violence against women; supporting women as they navigate the criminal justice system; helping criminal justice professionals understand the nature and characteristics of sexual violence; holding batterers accountable for their actions; serving more victims; making victim treatment more uniform; and improving victim safety. Only 13 percent of subgrantees mentioned reaching out to underserved women as one of their goals—a slim number, considering that service to underserved communities is one of VAWA's goals and that half check the "underserved" box on the SAPR.²

TABLE 3.2 *Subgrants Overview Survey: Subgrantee Goals*

Goal	Agency Type*			All Subgrantees
	Law Enforcement (n = 26)	Prosecution (n = 38)	Victim Services (n = 73)	Total (n = 171)
Reduce the incidence of violence against women	33%	5%	14%	15%
Improve victim services and the community's response to domestic violence	36	34	61	49
Educate women about their choices/options	15	17	24	21
Support women as they navigate the criminal justice system	22	14	17	15
Reach out to underserved communities	0	3	19	13
Enhance communication and coordination between agencies	9	20	19	16
Help criminal justice professionals understand the dynamics of violence against women	43	15	7	16
Increase community awareness and education about violence against women	10	22	21	20
Hold batterers accountable; arrest/convict more batterers	43	28	10	18
Improve access to information and equipment	25	4	2	6
Monitor the system	3	0	12	9
Improve investigations and evidence collection	43	60	6	20
Improve victim safety	0	5	6	5
Serve more victims	0	0	11	7
Make victim treatment and agency responses uniform	4	3	8	7

*The total number of subgrantees in each of the three "agency-type" categories is less than the 171-subgrantee sample because some subgrantees reported themselves as more than one agency type. Their responses are not included in the agency-type columns but are included in the "Total" column.

Not surprisingly, projects from victim service, law enforcement, and prosecution agencies often pursued different goals. Subgrantees from victim service agencies were the most apt to have the goals of improving victim services and their community's response to domestic violence, as they mentioned this goal over half of the time (61 percent). They also mentioned educating women about their choices/options and reaching out to underserved communities more frequently than others (24 percent and 19 percent, respective-

ly). Subgrantees from law enforcement agencies were more likely to mention helping criminal justice professionals understand the nature of domestic violence/sexual assault (43 percent). Both prosecution and law enforcement agencies more frequently sought to hold batterers accountable (28 percent and 43 percent, respectively) and improve investigations and evidence collection (60 percent and 43 percent, respectively) than did subgrantees involved in victim service projects.

TABLE 3.3 *Subgrants Overview Survey: Activities/Services Provided by Agencies as Primary and as Other Activities/Services (n = 171)*

Focus	Agency Provides as One of Its <i>Primary</i> Activities/Services	Agency Provides but Not as One of Its <i>Primary</i> Activities/Services
Law Enforcement Activities		
First response	12%	8%
Arrest	11	5
Evidence collection	8	11
Victim/witness services	5	22
Safety planning	3	15
Prosecution Activities		
Prosecution	11	7
Victim/witness services	10	11
Victim Service Activities		
Shelter	25	16
Counseling	18	35
Accompaniment	8	47
Court advocacy (help navigating court system)	24	43
Medical advocacy	5	43
Answer hotline calls	26	24
Help getting benefits, housing, employment, etc.	6	43
Legal representation	1	14
Life planning, safety planning	5	33
Work with children, parenting education	3	35
System advocacy	6	34
Funding	1	11
Batterer intervention programs	0	8
Other offender services	1	6
Other	4	9

The agencies operating STOP subgrants provide a range of services to victims (see Table 3.3), although these are not necessarily offered through the STOP project itself. Court advocacy, accompaniment, and counseling constitute the most common agency activities—not surprising, considering that victim service agencies comprise more of the respondent pool than any other agency.

The Subgrants Overview Survey provides more concrete details of the project activities. Nearly two-thirds of respondents (65 percent) use STOP money to pay a salary, mostly to staff dedicated to domestic violence and/or sexual assault issues. Court advocates or monitors as well as direct service/outreach staff were the most commonly

funded personnel. Training comprised a portion of over one-quarter (28 percent) of subgrantees' STOP projects, and law enforcement and prosecution personnel were the most frequent recipients of such training. Other STOP-funded activities included general support for victim service programs; materials development or acquisition; reaching out to underserved communities; special units; coordinating committees; protocol development or revision; and victim-witness services. Technical/communication projects were the least frequently mentioned activity, undertaken by only 5 percent of subgrantees.

Our site visits found that states vary in their interpretation of the regulations governing what types of projects are eligible for STOP funding. Some states persist in refusing to fund activities that are allowed under the STOP regulations but are not explicitly specified as eligible. For example, Sexual Assault Nurse Examiner programs are eligible for funding; some states fund these programs (e.g., for purchasing equipment, training personnel, or supporting salaries), but other states mistakenly believe that Sexual Assault Nurse Examiner programs are not eligible for STOP funding. Batterer intervention programs as well as court services and sanctions are sometimes supported with the STOP funding allocated to discretionary uses; other states mistakenly view them as ineligible for funding. Some states have integrated community education/awareness/prevention activities into larger STOP-funded projects; in other locations, these aspects of project activity are excluded from funding. Similarly, some states visited use STOP to fund the local Legal Services agency to provide legal aid to victims seeking protection orders in civil court, while other states do not consider any formal legal service an allowable STOP expense, although such activities are consistent with the STOP regulations. In addition, many states fund victim-witness specialists (who are not attorneys) who provide extensive layperson legal assistance to victims in both protection order hearings and in related civil matters such as divorce and custody proceedings. This issue was particularly charged across states. We were told that batterers increasingly are coming to civil court with legal representation, intimidating the victim, who has historically come before a judge on her own behalf requesting a protection order.

Probation services is another eligible area under the discretionary category that some states have funded but other states consider ineligible. The need for probation monitoring to increase batterer accountability was uniformly named by respondents in the states visited as a substantial gap in the criminal justice system response. Although many probation departments may not be engaged in this type of intensive monitoring as a part of their community's team response to domestic violence, in the locations where probation services do participate in the community-based team they are viewed as integral members. If officers have ongoing contact with families, they have the authority to intervene when the probationer violates conditions such as no-contact orders, participation in programs, abstinence from alcohol, or maintaining employment.

Eligible Activities

Performance Data from the SAPRs

Since the beginning of the grant program in 1995, 44 states have submitted performance reports covering 1,282 subgrant awards from FY 1995 through FY 1997. Performance reports are usually submitted after a subgrant project has been in operation for a year. Performance reports are different and separate from the 4,433 award reports (SAPRs) discussed up to this point, which are usually submitted around the time the subgrant award is made. The performance reports contain a variety of data on accomplishments in each of the seven legislative purpose areas. As well as reporting the number and demographic characteristics of victims served by each subgrant, states describe the accomplishments of the project. Performance data are reported as a sum of all information received to date and cover 29 percent of the FY 1995–97 subgrant awards for which we have SAPRs.

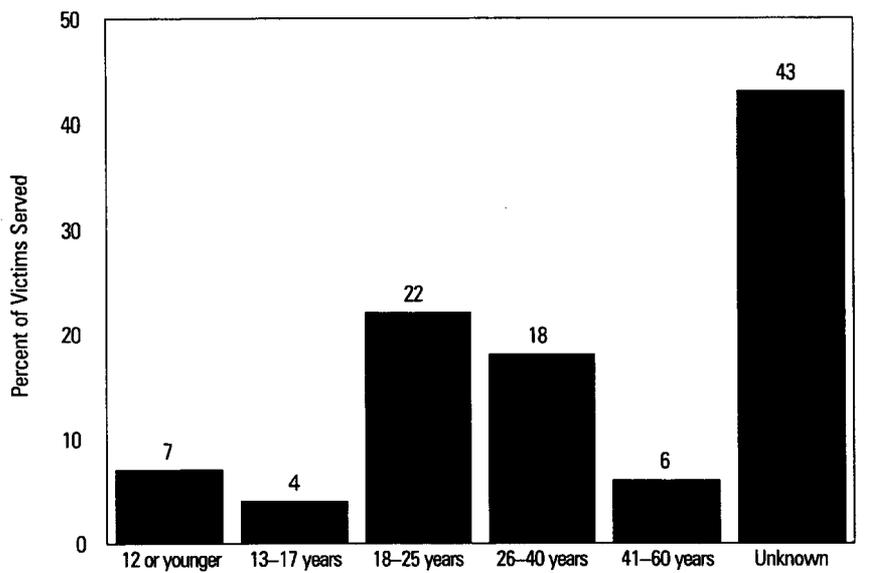
The performance reports describe the services offered in the seven purpose areas. Mirroring the finding from the award reports, many projects addressed more than one purpose area. Victim services was by far the most commonly reported purpose area, representing 63 percent of projects reported. Training projects were also relatively common (45 percent). The purpose area least frequently addressed was Native American populations: only 4 percent of projects reported either providing direct services to Native Americans or providing professional support services to Native American population projects.

The SAPRs include information about the *activities* of projects but not about their *effects*. That is, a training project will report the number of training sessions held and the number and types of attendees, but it will not report whether the training itself had the effect of improving services for women victims of violence. Information about the effects of training, policy development, special units, and other STOP projects comes from interviews during site visits and is reported in Chapter 4 (see “Changing the Face of the System,” p. 43).

Demographic Characteristics of Victims Served

Over half of the subgrants supported direct services to victims (63 percent, 801 subgrants), reporting a total of 391,189 victims served. The total number of victims served by all STOP projects is significantly higher; this number comes only from the subgrants for which we have performance information (29 percent of all subgrant award reports)—and then only those that support direct services to victims (25 percent of all direct victim service subgrants). Projects that implemented new law enforcement and victim-witness protocols, for instance, obviously also served victims. The impact of the STOP programs will be much larger; these 801 projects represent only \$3,926,331 of the money awarded to date.

The very low proportion of all victim service funding represented by the projects reporting demographic characteristics of victims

FIGURE 3.1 *Age Distribution of Victims Served*

Source: SAPR performance report analysis of victim services projects, N = 801.

served suggests that the reporting projects are very small. They probably are quite unrepresentative of all STOP-funded projects providing direct services to victims. Therefore, the following section should be interpreted with extreme caution.

Of the victims served, at least 235,338 people were primary victims and at least 32,027 people were secondary victims. Not surprisingly, the majority of victims served were female (75 percent), while 9 percent were male. Gender information was not reported for the remaining 16 percent of victims served.

From the victims' distribution across age (see Figure 3.1), it appears that the most commonly served age group was victims ages 18 to 25 (22 percent). Only 11 percent of victims served were younger than 18. However, age information was not recorded for 42 percent of the victims.

People served by these subgrants were most likely to be victims of domestic violence (55 percent). Thirteen percent of victims served were sexual assault victims, while 2 percent were stalking victims. Because a victim could have suffered more than one type of crime, it is not possible to determine the exact number of cases whose crime type was unrecorded. However, this information was not recorded for at least 30 percent of the victims included on the SAPRs.

For victims of sexual assault, subgrantees were also asked to report the victim's approximate age at the time of the assault (i.e., whether



the victims were adults who were sexually assaulted as children, or whether the victims were adults who were sexually assaulted as an adult or adolescent). A victim may have been included in both categories. It appears that at least 55 percent of subgrants serving sexual assault victims could not report this information. The information that was reported indicates that 13 percent of sexual assault victims using these STOP-funded programs were assaulted as children, while 32 percent were assaulted as adults or adolescents.

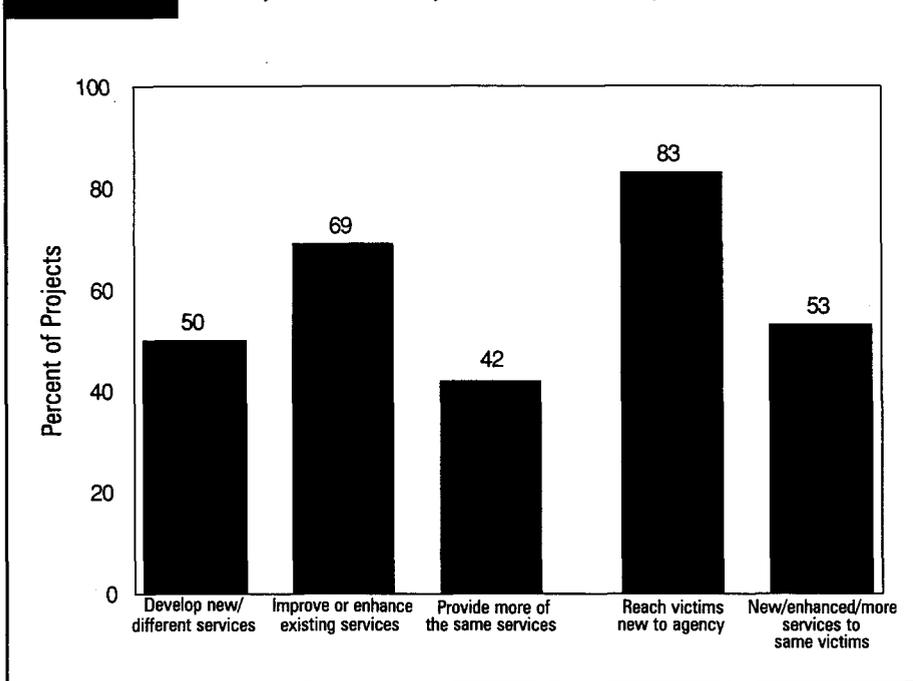
Information on victim-offender relationship was not captured for at least 68 percent of the victims served. Victims were reported as being related to their offender (by blood, marriage, or former marriage) in 18 percent of the cases. Victims were currently or formerly in other intimate relationships with offenders (boyfriend/girlfriend, cohabitation, have a child in common, etc.) in 11 percent of reported cases. Only 2 percent of victims were reported to be merely acquainted with offenders, and 1 percent of victims were assaulted by strangers.

Of the 1,282 subgrants for which we have performance information, 37 percent reported serving women from underserved communities. On the victim side, 33 percent of victims served came from an underserved community (it is possible for a victim to be counted in more than one underserved community). Looking at geographically underserved communities, 19 percent of all victims came from rural areas, while 12 percent came from underserved urban areas and 1 percent came from tribal areas. One percent of all victims served came from some other geographically underserved population.

African-American victims represented 13 percent of all victims served, Hispanic victims 8 percent, Native American victims 2 percent, Asian-American victims 1 percent, and other ethnic groups 3 percent. Only 2 percent of all victims were reported to be Spanish-speaking, and only 1,620 victims (0.4 percent) were speakers of an Asian language. Other non-English-speaking victims made up 1 percent of victims served. As noted earlier in this section, the quantity of missing data makes any generalization from these figures hazardous.

The most commonly represented special needs communities among victims served were mentally or emotionally challenged victims (2 percent of all victims served). Other special needs communities, including physically/medically challenged women, immigrants, older women, migrant farm workers, lesbians, and women at risk (e.g., incarcerated women, prostitutes, substance abusers), were each reported to make up less than 2 percent of the victims served.

The limited number of performance reports and the data missing make it difficult to come to any conclusions about the variety of victims served. It appears that STOP projects are able to serve a large number of victims with limited funds.

FIGURE 3.2 *Uses of STOP Funds for Service Development*

Source: SAPR performance report analysis of victim service projects, N = 801.

Victim Services

Of all the subgrants reporting performance data, 63 percent (801) served victims, providing a wide range of services (see Table 3.4).

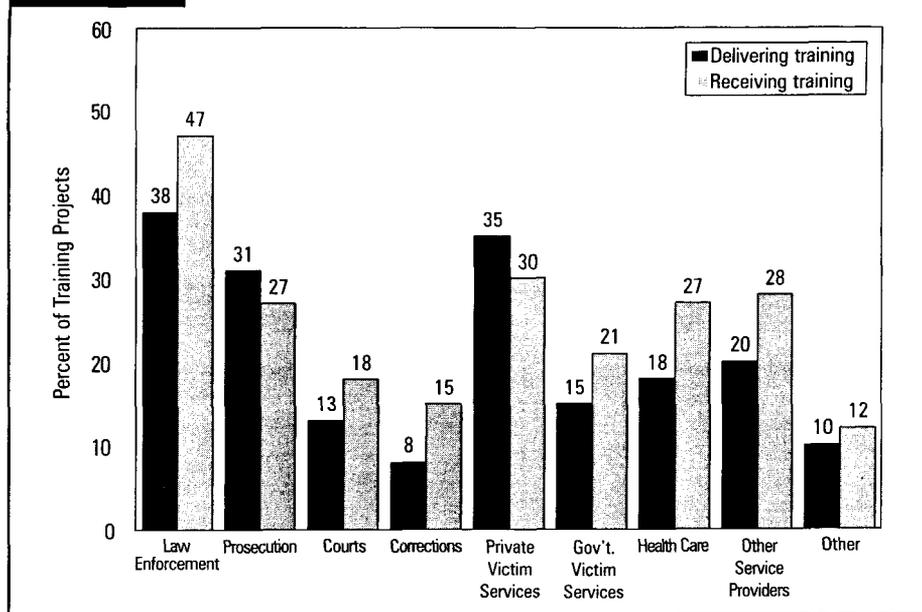
The most common were crisis counseling (provided by 59 percent of victim service projects), in-person information and referral (54 percent), follow-up contacts (52 percent), and criminal justice support/advocacy (52 percent). The most commonly reported indirect victim service was community education, reported by half of victim service projects.

Figure 3.2 presents answers to the question of whether new services, improved services, or more of the same services are offered. The most commonly reported type of victim service project improves or enhances existing services (69 percent of direct victim service projects). However, fully half of the projects started new services, while only 42 percent of direct service projects reported offering existing services in greater quantity. It is also interesting to note that 83 percent of the direct service projects reported serving new victims who would not have been served without this project, indicating that STOP funding has broadened the communities of victims who have access to services. Fifty-three percent of programs helped the same groups of victims who were already receiving services.

CALIFORNIA: SEXUAL ASSAULT FIRST-RESPONSE TEAM

The Harvest of Wellness Foundation in Indio, California, created a multidisciplinary response team (a SART program) with STOP funds to reduce trauma to sexual assault victims. Representatives from law enforcement, prosecution, the violent crime response program, the victim-witness program, and the medical community work together to provide a coordinated response when sexual assault is first reported to law enforcement officers. The first-response team has reduced secondary trauma to victims, increased victims' willingness to participate in prosecution, and increased the strength of the cases that reach the district attorney.

FIGURE 3.3 *Percent of Agencies Delivering and Receiving Training*



Source: SAPR performance report analysis of training projects, N = 580.

Training Projects

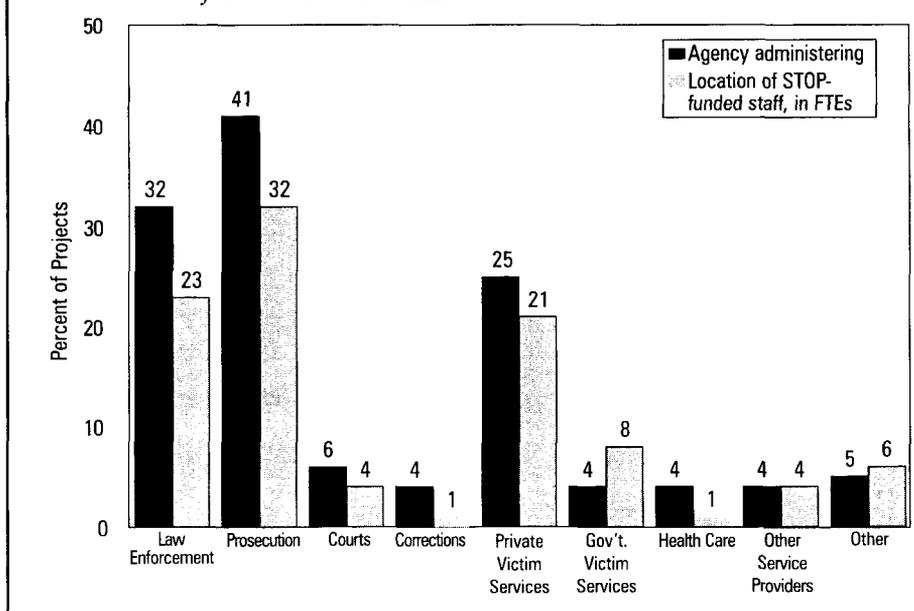
Training activities were conducted through 580 of the subgrants (45 percent) for which performance information was submitted, representing 48 percent of all subgrants to date with training as a purpose area.

TABLE 3.4 *Services Provided by Victim Service Projects*

Service	Percent of Victim Service Projects (N = 801)
Direct services to victims:	
Crisis counseling	59
Information and referral (in-person)	54
Follow-up contact	52
Criminal justice support/advocacy	52
Telephone contacts	49
Personal advocacy	41
Crisis hotline counseling	35
Assistance in filing compensation claims	34
Emergency legal advocacy	33
Group treatment/support	29
Shelter/safe house	29
Other	22
Emergency financial assistance	19
Therapy	13
Other victim services activities:	
Community education	50
Planning, coordination, technical assistance, or training	33
Systems change advocacy	22
Other	2



FIGURE 3.4 *Special Units: Agency Administering and Location of STOP-Funded FTEs*



Source: Performance report analysis, N = 281.

A total of 143,156 personnel were trained in 6,995 training sessions or presentations by these subgrantees. The total number of people trained and the number of sessions conducted are likely to be significantly higher than this number, because 19 percent of the training projects did not report the number of trainees and 20 percent did not report the number of sessions conducted. The professions that most frequently attended training (see Figure 3.3) were law enforcement personnel (47 percent of training projects) and private, non-profit victim services personnel (30 percent of training projects).

Law enforcement personnel were also involved in developing or delivering the training in 38 percent of the training projects. Private, nonprofit victim service personnel and prosecution personnel were the next most frequently involved in developing or delivering training, in 35 percent and 31 percent of the training projects reported, respectively.

Besides delivering or receiving training, 45 percent of training subgrants developed new materials and 41 percent revised or expanded previous training materials. New training methods were used by 7 percent of training projects. Other types of training activities were performed by 8 percent of training projects.

Special Unit Projects

Subgrants that support special domestic violence or sexual assault units represent 22 percent (281) of all the subgrants reporting performance data and 36 percent of all subgrants awarded to date with special units as a purpose area. Of these special unit projects, nearly half (47 percent) created new units and half supported or expand-

TENNESSEE: PROTOCOL DEVELOPMENT

The Tennessee Task Force Against Domestic Violence used STOP funding to create protocols for both law enforcement and court personnel. The law enforcement protocol—a “blueprint” for police response to domestic violence—focused on how to implement the laws, when to make arrests, what information is provided to dispatchers, and stalking issues. It has been distributed to all agencies and is taught to all law enforcement personnel through training sessions. Second, the task force created a protocol for how the justice system should handle domestic violence cases. This was distributed to all judges in Tennessee and is now a part of the judicial “curriculum.”



ed an existing special unit. Twelve percent of special unit projects supported specialized functions for one or more members of agencies too small to justify a special unit, and 6 percent reported other types of special unit activities.

The administration of the special units is located in prosecution agencies for 41 percent of the special unit projects (see Figure 3.4), in law enforcement agencies for 32 percent of the special unit projects, and in private, nonprofit victim service agencies for 25 percent of the projects (respondents could check more than one response).

The total personnel staffing the special units reported in these subgrants is 1,482 full-time equivalents (FTEs). Of those, 51 percent (or 758 FTEs) are supported by STOP funds. Almost one-third of the STOP-funded FTEs in special units are prosecution agency staff (32 percent). Law enforcement FTEs represent 23 percent of STOP-funded FTEs, and private, nonprofit victim service staff represent 21 percent of STOP-funded FTEs in special units. The remaining 24 percent of STOP-funded FTEs in special units are distributed across public-sector victim service staff, court personnel, other service providers' staff, corrections staff, health care providers' staff, and other agencies' personnel.

Policy Projects

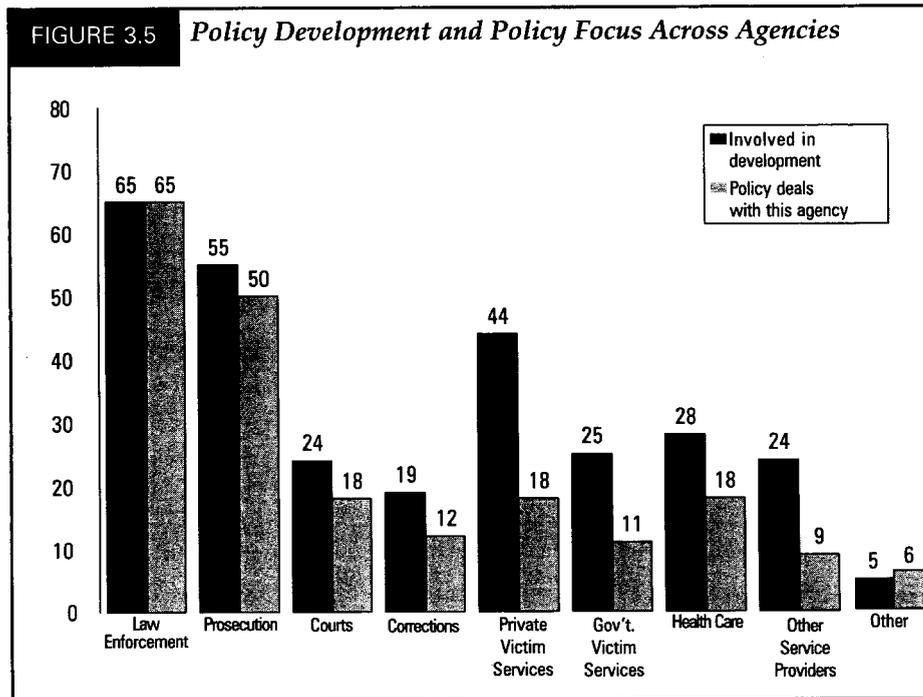
Projects that addressed policies, procedures, protocols, administrative orders, or service development were reported by 286, or 22 percent, of the subgrants for which performance reports were submitted and 51 percent of all subgrants awarded to date with policy/procedure development as a purpose area. New policies were developed by two-thirds (190) of these policy projects, and previous policies or procedures were revised or expanded by 54 percent of the policy projects. Seven percent of the policy projects also did other policy development activities.

The agencies that were most frequently involved in developing or revising policy were law enforcement, prosecution, and private, nonprofit victim service agencies (65 percent, 55 percent, and 44 percent of policy projects, respectively) (see Figure 3.5). Not surprisingly, law enforcement or prosecution policies were the focus of half or over half the policy projects. What is interesting is that private victim service agencies were involved in the development of 44 percent of policy projects, but private victim service agency policies were the subject of only 18 percent of policy projects. This pattern suggests that private victim service agencies do a significant amount of collaboration with other agencies to develop new policies and protocols.

Respondents reported on the specific subject areas in which law enforcement and prosecution developed policies and procedures;



Table 3.5 reports the results. For law enforcement agencies, the most common subject area was how to serve victims and witnesses better, reported by 79 percent of the projects addressing law enforcement



Source: SAPR performance report analysis, N = 286.

policies. Evidence collection and how to enforce applicable laws were each reported as subject areas by over two-thirds of these respondents. Improved cultural competence was the least frequently indicated policy subject area, listed by only 19 percent of law enforcement policy projects.

The precise subject area of prosecution policies was also reported. The most common subject area of prosecution policy projects was improved victim and witness services (80 percent of prosecution policies reported). Policies on aggressive prosecution were the next most common. The least common areas of prosecution policy focus were issues of cultural competence and the operation of special court structures; each was reported as a subject area by 19 percent of prosecution policy development projects.

Performance reports indicated that a major difficulty in establishing new policies is getting buy-in from the groups that need to use the policy. On their federal performance reporting forms, respondents said they used a number of methods to promote the adoption and implementation of the new or revised policies (respondents could indicate more than one method). The most common method (55 percent of policy projects) was to enlist the support of top management for the policy development or revision effort. The next most common method (45 percent) was to provide or facilitate staff training

TABLE 3.5 *Subject Areas of Law Enforcement and Prosecution Policy Development*

Subject Area of Policy	Percent of Law Enforcement Policies Addressing (N = 187)	Percent of Prosecution Policies Addressing (N = 143)
Law Enforcement		
Evidence collection	68	n/a
How to enforce applicable laws	67	
What to do when an officer is involved in domestic violence	43	
Training standards and requirements	39	
Procedures to promote officer safety	33	
Prosecution		
Aggressive prosecution	n/a	71
Prosecution office structure; caseload management		47
Special court structures operation		19
Both		
How to serve victims and witnesses better	79	80
Issues of cultural competence	19	19
Other	12	17

on the policy. Working with other community agencies in the policy development or revision effort was a method used by 44 percent of policy projects. Forty percent of policy projects formalized the policy in writing and obtained the official endorsement of the agency head, and 29 percent of policy projects publicized the policy by sending copies of it to other agencies. Five percent of policy projects effected changes in state, local, or tribal laws to support the policy. Finally, 7 percent of policy projects listed some other method to promote policy adoption and implementation.

Data Collection and Communications Projects

The subgrants that supported data collection and communications projects (19 percent, or 239, of performance reports and 45 percent of all subgrants awarded to date with a data/communications purpose area) addressed a wide variety of data/communication system types (see Table 3.6). Protection order tracking systems were by far the most common, supported by 67 percent of the data projects. Also relatively common were forms development or standardization projects, representing 39 percent of data projects. The least common data projects were those dealing with 911 calls.

The performance reports include information on the agencies that were involved in the development of the data/communications system, the agencies that have primary responsibility for maintaining the system, and other agencies that use the system (see Figure 3.6).

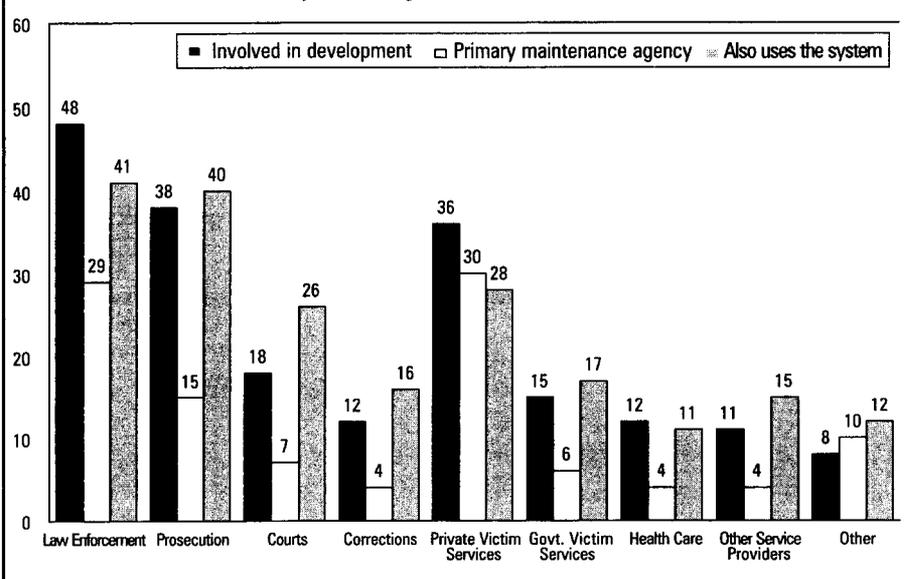


TABLE 3.6 *Data/Communications Projects*

Type of Data Project	Percent of Data Projects (N = 239)
Protection/restraining order tracking system	67
Forms development or standardization	39
Case-tracking or record-keeping system	25
Hotline calls	21
Victim notification system	21
Other	16
Criminal history information	13
911 calls	10
Sex offender registry	8

Law enforcement agencies appear to be involved in data projects more frequently than other types of agencies are. They were most likely to be involved in the development of data projects, very likely to be the agency primarily responsible for the system's maintenance, and also most likely to be a user of a data system that they do not maintain. Prosecution agencies were also relatively likely to be involved in developing a project and to be an additional user of a data system. However, prosecution agencies were relatively unlikely to maintain data systems. Somewhat surprisingly, private victim service agencies were most commonly mentioned as the agency primarily responsible for maintaining the data/communications system. They were also relatively likely to be involved in systems development and were moderate users of data systems maintained by other agencies. Courts were also

FIGURE 3.6 *Types of Agencies Involved in Development, Maintenance, and Use of Data Systems*



Source: SAPR performance report analysis, N = 239.

reported to be moderate users of data systems maintained by other agencies.

The data projects appear to be fairly local in scope. Twenty-seven percent of data projects reported that only one agency uses the system. Almost half (45 percent) of the data projects report that the agencies using the data system are located in the same city, county, community, or tribe. Four percent of the data projects report systems used by agencies across large regions of the state, and 14 percent of the data projects report systems used by agencies across the state.

Stalking Projects

Some basic information about stalking projects was reported. Thirteen percent (170) of all subgrants reporting performance information said their project involved stalking-related activities. Of these 170 stalking projects, 73 percent provided direct services to the public; 42 percent provided training, policy development, or other professional support services; and 9 percent reported some other project activity. Two-thirds of the stalking projects addressed stalking related to domestic violence or sexual assault, while 24 percent addressed other types of stalking.

Native American Communities Projects

Of the subgrants with performance information, 4 percent (46 projects) reported on Native American communities projects out of 89 subgrants awarded to date for this purpose area. Twenty-four percent (11 projects) reported providing direct services to Native Americans on reservations, half (23 projects) provided direct services to Native Americans outside of reservations, and 48 percent provided training, policy development, or other professional support services. Thirteen percent of Native American communities' projects reported other project activities.

Recommendations

- States should seek further clarification from VAWO related to allowable types of projects. In addition, VAWO should publish and widely distribute lists of states funding projects in the topic areas where there is most confusion, along with descriptions of the funded projects. The VAWO-funded STOP-TA Project should also offer guidance, training, and technical assistance to state STOP administrators on these criteria.
- States should require subgrants providing direct services to victims (including subgrants in law enforcement, prosecution, victim services, and other agencies with direct victim contact) to develop and maintain record-keeping systems capable of providing Congress with the numbers and demographic characteristics of victims served, as mandated by VAWA.



Only about a third of STOP-funded projects with a victim service component that submitted performance data reported information about the demographic characteristics of victims served, and only about half reported numbers of victims. In addition, the projects reporting any victim information represent only a small fraction of all STOP funds going to victim services. Every type of agency receiving STOP funds to engage in direct victim contacts (e.g., law enforcement, prosecution, victim services, and others) was equally remiss in submitting these required data. If this pattern continues, Congress will not receive the information required by VAWA with respect to performance and accomplishments of STOP projects.

1. Since many projects have designated more than one STOP purpose area and it is not possible to divide project funding among several purpose areas with any precision, Table 3.1 presents only subgrant counts.

2. These goals reflect what subgrantees told researchers during telephone interviews and not necessarily any or all of what is written on subgrantees' project proposals. Hence, the goals reported here are those foremost in subgrantees' minds. Given more time to think about the question, subgrantees may have come up with more or different project goals.

Notes

VAWA Goal: Collaboration and System Change

One area of particular importance in the STOP program is its focus on promoting lasting system change through collaborative work at the community level. *Collaboration* is the most effective state of agencies and whole communities working together and appears to be well worth the considerable effort it takes. Agencies may work together in several ways, including:

- *Communication*: Talking to each other and sharing information are the first, most necessary, steps. In many communities, the parties who need to work together to create a coordinated system of services for women victims of violence have not reached even this first level.
- *Coordination or Cooperation*: This level could be defined as "communication-plus": helping other agencies on a case-by-case basis and/or even doing cross-training to appreciate each other's roles and responsibilities. But this level is not planning an overall community goal together, nor is it joint policy development.
- *Collaboration*: Collaboration adds the element of joint analysis, planning, and accommodation to the base of communication and coordination. Collaborative communities have an ongoing mechanism for asking what needs to be done, how best to accomplish it, and, finally, what, if anything, needs to change for the goal to be accomplished. This translates into shared decisionmaking and planning at multiple levels, including policymaking, supervision of day-to-day practice, and working with specific needs of individual victims.

Both the Subgrants Overview Survey and the System Change Survey assessed how subgrant agencies form partnerships and coordinate resources on behalf of women victims of violence. In doing so, they illuminate how, and how well, subgrantees meet the goal of system change. Additional insight on collaboration and system change comes from the site visits to seven states.

Of the subgrantees who responded to the Subgrants Overview Survey, 98 percent say they are working to some degree with other local or regional agencies. Moreover, 71 percent of the Subgrants Overview Survey subgrantees indicated that their current collaborative efforts have resulted directly from their STOP projects. In other words, STOP has been a catalyst for collaboration, laying the

NORTH CAROLINA: STATEWIDE DOMESTIC VIOLENCE SUMMIT

In 1996, the North Carolina Conference of District Attorneys invited groups from each of the 39 prosecutorial districts in the state to convene for a three-day training and protocol development summit. Each group could include six individuals: a judge, a magistrate, a prosecutor, a victim-witness assistant, a shelter representative, and a law enforcement representative. These groups listened to lectures collectively and then split off into small groups to gauge where their current local services stood. They then mapped out appropriate protocols, addressing any identified gaps. Of the 39 original teams, approximately 10 are still active working groups. According to the subgrantee, the Domestic Violence Summit was "the most effective thing we've done for DV in this century." Her motto in carrying out this project was "Shoot for the moon." In terms of strategy, she noted that her organization initially brainstormed on the barriers to collaboration and on "how to get the system moving," rather than simply on how to help victims. She also stressed the importance of bringing in professionals to speak.

groundwork for system change in well over half of all subgrantees' communities.

Collaboration's Many Faces

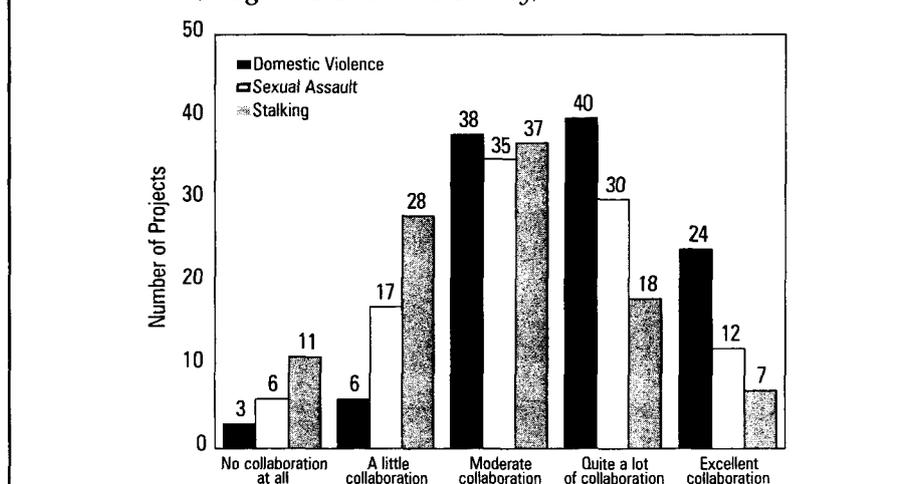
Communication, coordination, and collaboration have assumed many forms in subgrantees' communities. In some communities, they are manifested as formal, structured communitywide task forces or domestic violence prosecution units. In others, they occur through informal interdisciplinary training sessions or case-by-case service coordination. The extent to which subgrantees have institutionalized collaboration in their communities varies considerably.

Moreover, some projects focused their efforts regionally or statewide, linking together and/or training the staff of agencies across larger areas, though most attempted collaboration on a more localized basis. Figure 4.1 shows the current level of service coordination and collaboration (from the Subgrants Overview Survey) in subgrantees' communities—both locally and statewide—with respect to domestic violence, sexual assault, and stalking. Note that moderate to strong collaboration occurs most frequently in the area of domestic violence and that comparatively few respondents remarked on collaboration with regard to stalking. This low response rate both corroborates the fact that very few subgrantees themselves are engaging in efforts to reduce stalking and further highlights the fact that very little substantial activity is occurring with regard to stalking in subgrantees' communities.

NEW YORK: LAW ENFORCEMENT-LED COLLABORATION

The Niagara County Sheriff's Department in New York used STOP funding to create a nine-agency task force composed of members of the district attorney's office, law enforcement, victim services, the NCA, rape crisis centers, and social services. The project trained law enforcement, victim service, and prosecution personnel on domestic violence and intends to conduct similar training on sexual assault next year. It also helped develop a protocol to standardize procedures for law enforcement and prosecutors and collaborates with batterer's assistance programs and programs that provide counseling for children exposed to domestic violence.

FIGURE 4.1 *Current Level of Community Collaboration (Subgrants Overview Survey)*



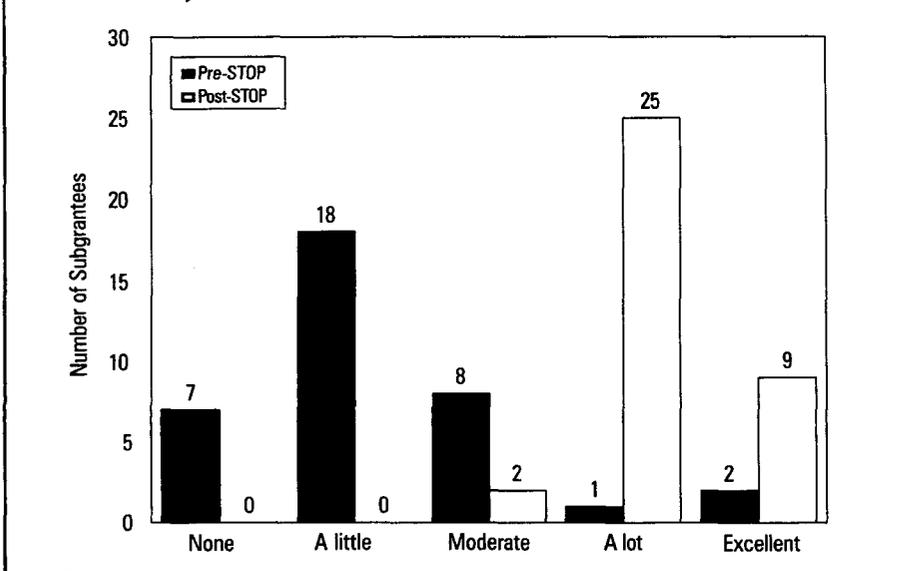
Source: Subgrants Overview Survey, n = 171.

Note: All 171 respondents were asked to rank their community's current level of community collaboration related to domestic violence, sexual assault, and stalking. Of the 171 respondents, 159 felt comfortable responding with respect to domestic violence, 155 felt comfortable responding with respect to sexual assault, and 101 felt comfortable responding with respect to stalking.

The System Change Survey, an in-depth survey of 51 respondents undertaking model collaborative projects, elaborates on these findings. The primary activities of these 51 projects include creating protocols, policies, and procedures; creating and implementing training



FIGURE 4.2 *Subgrantee Perceptions of Level of Community Coordination for Domestic Violence Services Pre- and Post-STOP*



Source: System Change Survey, n = 51.

Note: All 51 respondents were asked to rank the level of their local community's collaboration around domestic violence, sexual assault, and stalking prior to STOP. Of the 51 respondents, 36 felt comfortable responding with respect to domestic violence.

seminars; forming multidisciplinary "first-response" teams; and developing task forces. Other activities with collaborative goals included setting up visitation centers, establishing statewide networks of rape crisis centers, counseling children, and advocating for abused elders.

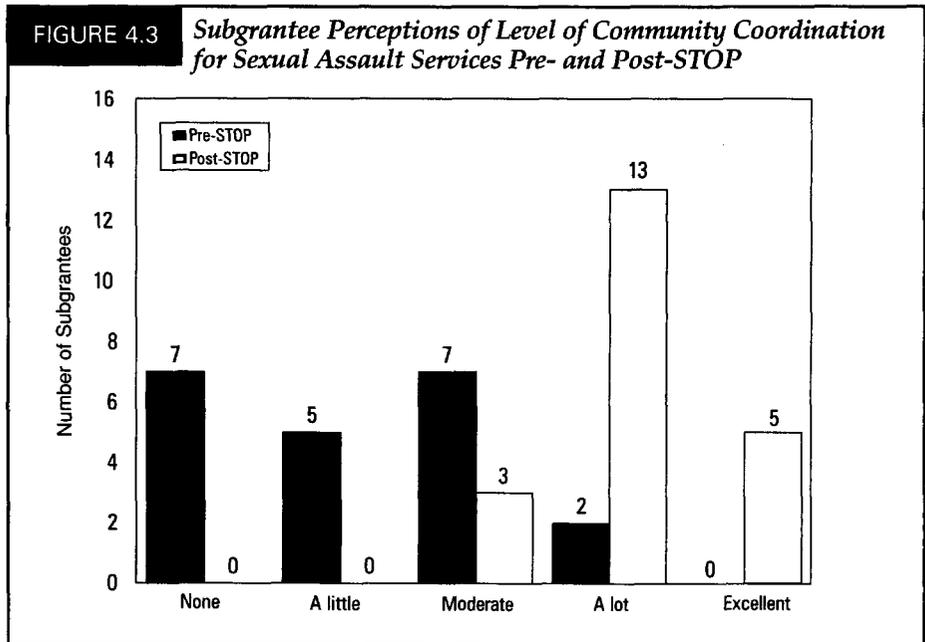
To carry out these collaborative endeavors, most STOP subgrantees in the System Change Survey devoted significant portions of their STOP funding to hiring new staff. In most cases, the work of these new staff people has been the key to successful implementation of collaborative endeavors. One-third (36 percent) of all respondents to the Subgrants Overview Survey who are involved in collaboration indicated that their collaborative activities are entirely dependent on key individuals—often those individuals funded by STOP—without whom collaboration would fall apart. Moreover, 67 percent of the "key-people" projects serve exclusively rural communities, while 15 percent serve exclusively urban or suburban communities. These results highlight the tenuous state of collaboration in many communities—especially rural communities—as well as the important role STOP-funded staff are playing in maintaining it.

As a result of the various collaborative projects undertaken with the assistance of STOP subgrants, subgrantees in the System Change Survey believe they have made substantial progress in the area of service coordination for women victims of violence (see Figures 4.2 and 4.3). Most subgrantees involved in local-level projects felt that before STOP, community coordination of the activities of law enforcement, prosecution, victim services, and court involvement for

Collaboration's Impact

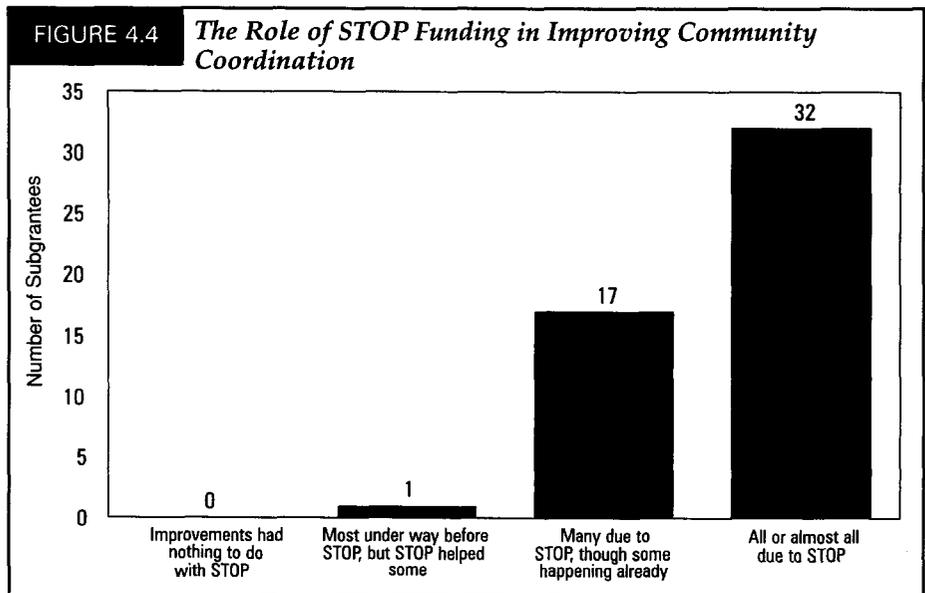


women victims of violence was mostly lacking. Subsequent to STOP, however, they reported significant progress. Coordination of these agencies' activities with respect to both domestic violence and sexual assault services in their communities has increased substantially.¹



Source: System Change Survey, n = 51.

Note: All 51 respondents were asked to rank the level of their local community's collaboration around domestic violence, sexual assault, and stalking prior to STOP. Of the 51 respondents, 21 felt comfortable responding with respect to sexual assault.



Source: System Change Survey subgrantees, n = 51.

Note: These numbers capture opinions of subgrantees involved in both local and regional/statewide projects. Fifty respondents answered this question.



The Role of STOP

As depicted in Figure 4.4, almost all subgrantees in the System Change Survey said that STOP funding was instrumental in their efforts to collaborate on behalf of women victims of violence; over half stated that all or almost all of their progress resulted directly from STOP funding. Moreover, many subgrantees noted that the permanency of improvements in services for women victims of violence depends on the continued receipt of funding. In their view, if funding decreased, so would their ability to serve women victims of violence comprehensively, as much of their progress has been the work of STOP-funded staff.

Benefit to Victims

Respondents to the System Change Survey perceive that STOP funding has benefited women victims of violence by increasing the number of agencies that offer services, improving the quality of those services and focusing them on victim safety and support, increasing access to services, and increasing the number of cases prosecuted and/or prosecuted successfully. Agencies involved in these changes include law enforcement, prosecution, victim services, courts, hospitals, and other agencies with direct victim contact. Furthermore, STOP funding has resulted in significant changes in inter-agency relationships, including increased communication, coordination, and collaboration between agencies; more optimistic attitudes about working together; reduced antagonism; increased joint work and information sharing; increased respect for other agencies; and increased ease in maintaining the confidentiality of victims.

Specifically, different types of projects produced different results. Collaborative training initiatives informed law enforcement officers on the nature of sexual and domestic violence and bolstered their understanding of relevant laws, statutes, and protocols for evidence collection, while training for prosecutors educated and prepared prosecutors to interface with both law enforcement and victim service agencies regarding cases involving violence against women. As a result of such training efforts, the number of police reports, arrests, and successful domestic violence prosecutions increased in many communities, and the number of dual arrests declined. STOP-supported multidisciplinary response teams composed of players from many agencies arriving at crime scenes as a unit produced more uniform results and provided victims with more comprehensive immediate treatment after an incident than they received when law enforcement officers responded alone.

Changing the Face of the System

Through its emphasis on collaboration, respondents from these system change projects feel that STOP funding has promoted empathy toward women victims of violence among primary and secondary

"[Training] has made all the difference in the world. . . . It's like magic. . . . The audience lights up, whether it's cops, the Rotary Club, or emergency room doctors. They are all very responsive. This issue has power. The truth has power."

—local-level project, Arkansas

service providers and has altered the way victims view "the system" (i.e., the complete chain of interactions that ensues following a domestic violence, sexual assault, or stalking incident). Respondents feel that as a result of community, regional, and statewide collaborative efforts spurred by STOP funding, victims have more faith in the system than they did before STOP funding became available. Progress on this "faith issue," as one subgrantee called it, has made it possible for victims in many communities to feel as though they have a "safe haven." Respondents feel that when "the system" works as a coordinated unit, as STOP funding has aided it in doing, victims feel safer and better represented.

Victims touched by STOP funding through collaborative projects are experiencing more thorough and sensitive treatment systemwide. As a result, subgrantees have observed increases in the numbers of women victims of violence identifying themselves subsequent to STOP project implementation. While most subgrantees could not provide exact figures to substantiate this claim, many offered anecdotal evidence to support their view.

Collaboration as a Primary Focus

We do not know for certain which projects enumerated collaboration or system change as explicit goals on their subgrant proposals. Yet it is apparent from respondents' descriptions of their projects that some are pursuing collaboration more vigorously than others are. While some of the subgrantees interviewed as part of the Subgrants Overview Survey made collaboration an important part of their projects, many did not. However, we can be certain that the 51 subgrantees from the System Change Survey made collaboration a high priority or strategy for success. By comparing the current levels of community collaboration reported by these two subgrantee communities, it is possible to ascertain what happens to community collaboration when subgrantees make it an integral part of their projects.

Not surprisingly, subgrantees in the System Change Survey were more likely to rate their communities as having achieved a higher degree of collaboration than subgrantees in the Subgrants Overview Survey. With respect to domestic violence, 94 percent of subgrantees in the System Change Survey rated their communities as having either excellent communitywide coordination of services or as having quite a bit but with a few holes left. In contrast, only 64 percent of subgrantees in the Subgrants Overview Survey rated their communities this highly with respect to domestic violence issues. With respect to communitywide coordination around sexual assault issues, 86 percent of System Change Survey respondents but only 42 percent of Subgrants Overview Survey respondents gave their communities ratings this high. It appears that when subgrantees focus specifically on building the collaborative elements of their projects, their communities experience more systemwide collaboration.

Interagency collaboration and coordination stimulated by STOP funding play a critical role in helping women victims of violence to



navigate law enforcement, victim services, and legal systems and in improving the quantity, quality, and accessibility of services offered to them. By encouraging communities to treat women victims of violence more holistically, STOP funding has planted the seeds of permanent system change in communities across the country.

Requiring Collaboration

In one of the seven states visited by the evaluation teams, collaborative teams are the norm rather than the exception. In that state, the STOP administrator read the initial STOP grant announcement to mean that only collaborative teams of community agencies including representation from victim services, law enforcement, and prosecution were eligible for funding. Accordingly, this state wrote its RFP requiring applicants to demonstrate that they were functioning teams, and the state STOP administrator only considered applications from such teams. Input was solicited from across the state to identify what specific needs existed.

The state STOP administrator's office provided leadership and training to counties wishing to develop teams. Even before the actual funds were available, this state held at least one statewide conference inviting interested parties from across the state to attend, and facilitated the formation of startup teams by region. This is a state (not atypical, from what we saw) with very limited funding for domestic violence or sexual assault other than STOP but also with an enormous need for services. The state STOP administrator made it unwaveringly clear that building a community-based response team was the only avenue to obtain these funds. Once the money became available, it served as a powerful motivator for agencies desperate for resources to support their work in this area, and the team-building process quickly became a priority. These teams began meeting to formulate their own county plan. They assessed the needs of their own locale, identified potential providers, and initiated the process of working together. This process was described by participants as very difficult because, while the various players knew of each other, they clearly had no history of working together except as needed on a case-by-case basis.

In contrast to other states where the STOP program funds individual agencies with the hopes that they will coordinate their efforts, this state's emphasis on the team as the primary unit forced the agencies to collaborate across disciplines. Law enforcement, prosecution, and victim service representatives reported that they had little choice but to come together and engage in "meaningful" dialogue if they were to develop joint program ideas and plans for implementation and write the actual grant proposals. The state STOP administrator did not tell counties what kinds of programs to set up or how to set them up. But serious consideration was given only to proposals that had law enforcement, prosecution, and victim service representation and that demonstrated their commitment to working together. In many instances, the initial proposals were writ-

MINNESOTA: TRAINING IN RESPONDING TO DOMESTIC VIOLENCE

The Duluth, Minnesota, city attorney's office used STOP funding to train both law enforcement and probation officers. Probation officers received training to ensure accurate identification of battering. This training allowed officers to identify situations in which women retaliated against abusers and were subsequently arrested. Instead of being put in standard probation situations, these women are now the focus of special probation programs. Law enforcement officers were trained on issues of self-defense and how to identify dynamics of abuse. When cases of women retaliating against abusers are discovered, police officers document the history of abuse in their reports.

ARIZONA: TASK FORCE

Using STOP funding, the Yavapai County Task Force in Prescott, Arizona, developed programs to improve services to rural victims of violence. The task force developed protocols for law enforcement, prosecutors, and judges to use regarding domestic violence, sexual assault, stalking, and crimes against children. The task force is in the process of developing protocols for the medical community. The project conducted training seminars for law enforcement personnel, judges, and prosecutors, focusing on education about response protocols. It has improved access to services and transportation for rural victims of violence and has educated communities in isolated areas about issues related to violence against women.



ten by one agency that took the lead on the project (and in this state that agency was often law enforcement or prosecution, not victim services). Characteristic of all these teams was that someone was designated as the facilitator of the process; in several instances, this facilitator was not a direct subgrantee of STOP and did not have any other role in the project.

During the site visit interviews, team members repeatedly commented that they would never have dreamed they would be working together in this way. They cited instances of long-standing distrust, even animosity in some instances, among law enforcement, prosecution, and victim services. No indication existed that any of these agencies had seen the others as a resource before realizing that they had to collaborate to get STOP money. On team after team, members unanimously agreed that their current collaborative efforts have transformed the criminal justice system response to victims in their community. Now, the law enforcement representatives reflect on how difficult it would be to do their jobs without the advocates. Now, the prosecutors say they interact more with police to direct the process of evidence collection so that they receive "better" cases, and the victim service representatives report that they assist dramatically more victims than before. Everyone interviewed agreed that this transformation has not been easy, but now that it has occurred, these individuals say they could not imagine returning to working without one another's input.

Several critical elements of the process of building collaboration emerged in these interviews. Many groups mentioned that they "spoke different languages" initially. The culture, mindset, humor, and specific vocabulary of these three disciplines have historically been extremely different from one another. Learning about each other's tasks, seeing the challenges and concerns of the others' profession, understanding the factors that have led to the current attitudes, and simply getting to know one another and respect one another as individuals were all identified as parts of the collaboration evolution. The prospect of STOP funding that could help their home agencies implement more and better services served as a major incentive and was named as a primary motivator to continue working on the collaboration process.

System Change Without Collaboration

Observations made during site visits to 30 to 35 STOP-funded projects in seven states indicate that cross-agency collaboration in the sense defined above is not occurring in many locations. However, the absence of collaboration has not always meant the lack of system change. Many STOP subgrantees reported that they have been extremely successful in changing the way a particular component of the criminal justice system responds to victims, and this in turn has sometimes stimulated change in other aspects of the community's response. This evolution was evident in our visits to several small



police departments that have set up dedicated domestic violence response units or that have enlisted victim specialists (either as their own employee or in coordination with a victim service agency). The police officers themselves had experienced personal transformation of their own belief systems regarding domestic violence and became vocal advocates for changing the way victims are treated. Dramatic reductions in repeat calls were reported in many of these locations, and more victims were agreeing to proceed with prosecution efforts. These changes would suggest increased public awareness regarding domestic violence and a more effective criminal justice system response.

- **Congress should specify a new purpose area called “developing communitywide collaboration.”**
- **State STOP agencies should structure their STOP grant-making and other activities to maximize the degree of true collaboration occurring in communities with STOP funding.**

Recommendations

Site visit observations strongly suggest that true collaboration at the local level is most likely to occur when the state STOP administrator does as much as possible to encourage it. Methods of encouragement used by states have included offering technical assistance to communities trying to develop collaborative teams; conducting conferences, seminars, and workshops with the same goal in mind; giving priority to applications that contain true collaborative projects; and, finally, *requiring* a collaborative team approach as a condition of funding. Merely requiring “sign-off” or acknowledgment on a subgrant application by potential collaborators is not the same thing as requiring a team approach; many states do the former, but few do the latter. Assistance is also available from the STOP-TA Project for on-site consultation about how to increase communitywide coordination of services.

1. Stalking services appear to have increased as well; however, only eight subgrantees offered input on this, which indicates how few subgrantees are really involved in stalking projects.

Note

Reaching and Serving Women from Historically Underserved Communities

One important goal of the STOP program is to extend help to groups of women who historically have not used victim services. Lawmakers were aware that numerous groups of women face barriers even greater than those encountered by "mainstream" women victims of violence. Such barriers might include geographic isolation, cultural beliefs about seeking help for family problems, immigration status, lack of English-language skills, or the absence of culturally appropriate services. The legislation refers to this wide variety of women collectively as "underserved" women.

VAWA intended that special efforts be made to identify, attract, and provide accessible and culturally competent services for underserved women. These were to be explicit, new efforts—not just serving women from underserved groups that happen to reside in an agency's jurisdiction and sometimes seek help. Thus, an inner-city police department whose domestic violence calls primarily involve women of color would not be seen as advancing the legislation's goal regarding underserved women unless it made special efforts to hire minority staff, train all personnel to increase language or cultural competence, or made similar *changes in basic operating procedures*. For a project to *serve* an underserved community, it must *tailor its services* to that population's needs and change its basic operating procedures if necessary to accommodate that population. Projects serving rural communities pose one exception to this rule. Rural areas qualify as underserved due to the paucity of services available to women living in them; thus, any project that increases services to women in a rural area would also qualify as an "underserved" project.

Of the subgrantees interviewed as part of the Subgrants Overview Survey, 96 percent reported that an underserved community comprised at least 20 percent of the population in their service jurisdiction. Of these, 70 percent of the jurisdictions included rural women, 21 percent included women of Hispanic origin, 19 percent included African-American women, 7 percent included Native American women, and 3 percent included Asian-American women. However, only 20 percent of the subgrantees actually offered services to underserved women that were unique and different from the services they offered the main population.¹ Likewise, only 61 percent of the subgrantees reported engaging in specific efforts to reach out to and identify underserved women.

The Underserved Survey, an in-depth telephone survey of 50 subgrantees whose Subgrant Award and Performance Report (SAPR)

UTAH: RAISING CULTURAL AWARENESS

STOP funds a "women of color advocate" at the YWCA of Salt Lake City, Utah. Shelter intake workers refer women to the advocate if they appear to be struggling with additional racial or cultural issues. The advocate helps women overcome barriers to service and provides diversity training to a number of community agencies, not as an expert on any particular culture but as a way of assisting service providers in examining their own biases. She also works with shelter residents to increase tolerance of diversity within the shelter and conducts an internal diversity training each week. Her work has resulted in women of color staying for longer periods in the shelter. Additionally, a Legal Aid staff person observed that since she began her work, a greater proportion of Hispanic women have been following through with protective orders.



COLORADO: STATEWIDE TRAINING

In Colorado, the Ending Violence Against Women (EVAW) team, a multidisciplinary training team created with STOP funding by the Colorado District Attorneys Council, the Colorado Coalition Against Domestic Violence, the Association of Colorado Sheriffs, and the Colorado Coalition Against Sexual Assault, travels around the state offering basic two-day domestic violence and sexual assault training to more than 25 rural communities. The EVAW team also facilitates "train the trainer" programs where individual communities learn how to teach the team's material in their own communities; compiled an advanced curriculum for more advanced audiences; and provides one-on-one technical assistance to requesting agencies. All seminars include a student handbook and training manual developed by the team. The team also assists in the formation of coordinated community councils upon request.

NORTH DAKOTA: SERVING TRIBAL AREAS

The Abused Adult Resource Center in Bismarck, North Dakota, frequently serves Native American women and has collaborated with tribal programs for years. With STOP funding, the center established a protocol for law enforcement, prosecution, and emergency room personnel working with abuse victims and supported training seminars for these agencies. Project staff attend yearly statewide training sessions that include workshops on special issues such as stalking and false reporting. Finally, they used STOP funds to augment their domestic violence task force with one focusing on sexual assault.

information indicated special efforts to reach underserved communities, allows us to explore this subject in greater detail. The Underserved Survey discovered that subgrantees mean different things when they answer, on the SAPR, that their project emphasizes an underserved population. When asked which of a list of groups their project makes specific efforts to reach or serve, many agencies checked off every group they have ever served, rather than only those groups receiving special efforts through their STOP project. For example, of the 18 agencies that checked the African-American community as a group on which they focused with their STOP funds, only one-third had actually embarked on new or expanded efforts geared toward assisting that population. Similarly, only 14 of the 26 respondents who checked the Hispanic box were actually doing anything new to focus on this community, and only 5 of the 10 agencies that checked the American Indian box were truly making such efforts. There was no such discrepancy when agencies checked the rural box, since any increased service in such a community would constitute a new effort to reach out to underserved rural women. Most respondents (66 percent) reported that some portion of their jurisdiction was rural. Smaller but significant numbers served urban (38 percent) and suburban (30 percent) areas.

Other subgrantees who checked the underserved box made significant additions and/or changes to their programs to improve services and access for underserved women. Many subgrantees had expanded or added new components to existing services even though they had not made a qualitative shift in the *types* of services they offered. Such activities included offering services in a new location, increasing the amount of service available, and doing increased outreach to inform women about services. Agencies that focused on outreach often made special efforts to raise awareness about violence against women in communities where violence might be underreported or in agencies that might come into contact with victims. Some agencies worked within their own organizations or with other service providers to raise cultural sensitivity about their group of concern. A handful of subgrantees were themselves agencies serving cultural minority communities that were struggling to address issues of violence against women among other issues relevant to their communities. Finally, about one-third of the subgrantees had used STOP funds to engage in creative efforts tailored to a specific community. These organizations often made qualitative shifts in services in response to what they perceived as special needs or obstacles faced by their communities of interest.

Activities for underserved communities reported by the 50 subgrantees include:

- *Augmented services.* The most common use of STOP funds in these "underserved" projects was to add or expand services. This included replicating existing services in a new location, adding completely new services/staff, or expanding services



to address unmet needs. While these activities did not always represent a *shift* in the types of services offered to an underserved population, many agencies did serve underserved women by virtue of their location in a rural area.

- *Training and community education.* Interviewers were surprised to learn that 16 of the 50 "underserved" projects used funds for community education and training rather than for direct service. While the legislative mandate to reach out to underserved communities suggests a focus on direct service, some of these agencies found innovative ways to improve underserved victims' access to appropriate services without providing those services directly. Approaches included extensive training in cultural sensitivity and diversity, teaching techniques for effective outreach, or creating "culturally competent" mechanisms such as videotapes that explain court or other procedures to women from different language communities.
- *Outreach to link underserved to existing services.* Many subgrantees focused their "underserved" projects on the lack of knowledge about available services or about violence against women in general in underserved communities. Hence, they engaged in projects to increase awareness of services among these groups. This constituted the second most common approach to an underserved population. Collaboration with other agencies and advertising services in underserved communities were among the most common strategies for outreach. Findings from the Subgrants Overview Survey support this, as 81 percent of subgrantees reported collaborating with other agencies to reach underserved women. Of these, 68 percent collaborated with at least one group that was specifically geared toward serving an underserved population.
- *General cultural sensitivity.* Several agencies worked both internally and with other organizations to raise cultural sensitivity among agency staff. Two respondents did so by training professionals on cultural differences, and two others did so directly by hiring staff to increase diversity among treatment staff in their respective states and communities.
- *Involvement of agencies that focus on the needs of specific cultures.* A handful of the 50 "underserved" respondents were minority advocacy groups who are addressing violence against women as part of a broader array of services for their communities. In many ways, these agencies have distinct advantages over mainstream organizations trying to reach out to the same communities. They already have the trust and acceptance of their community, they are familiar with the rel-

IOWA: CAMPUS OUTREACH

STOP funds the coordinator of a Sexual Assault Response Team (SART) that is housed in the Department of Public Safety at Iowa State University. The team has made specific efforts to reach out to the international student community at the university. Through collaboration with the university's Office of International Students and Scholars, the Department of Public Safety conducted focus groups. They identified a lack of knowledge about laws and rights concerning sexual assault as well as a general mistrust of law enforcement. They have developed materials in appropriate languages and are conducting outreach within the international student community, hiring international students to act as liaisons. Finally, the Office of International Students and Scholars provides training for Department of Public Safety officers. While the SART team's efforts to provide services are just beginning, it has rigorously identified needs specific to this underserved community and has partnered with community members to address those needs.



MASSACHUSETTS: HELPING VICTIMS UNDERSTAND THE COURT

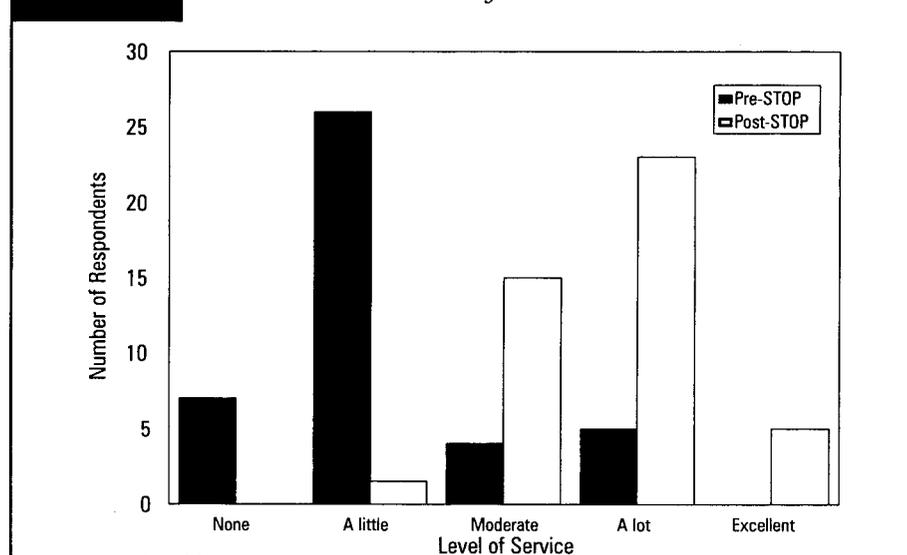
With STOP funds, the Judicial Institute of the Massachusetts Trial Court created a videotape that explains the court process for obtaining the order. Tapes were produced in English, Khmer, Portuguese, and Spanish. These languages were selected on the basis of request rates for court interpreters as well as census data indicating the largest minority groups in the Commonwealth. To ensure that victims would identify with the video, the non-English versions used a native-speaking actor to portray the main character. The project was developed with the help of an advisory board that included court employees, judges, law enforcement, hospital staff, and representatives from the Spanish-speaking, Portuguese-speaking, and southeast Asian communities. The process of making the videos has had the extra dividend of forging relationships among the advisory board members and between board members and the court system. The videos are being distributed throughout the state and will be available in courts and other access points such as battered women's programs, police departments, district attorneys' offices, and emergency rooms.

evant cultural issues, and linguistic barriers do not exist. These cultural agencies were among the most impressive respondents in terms of tailoring their programs in innovative ways to reach their communities. For this reason, many of them fall into the next group.

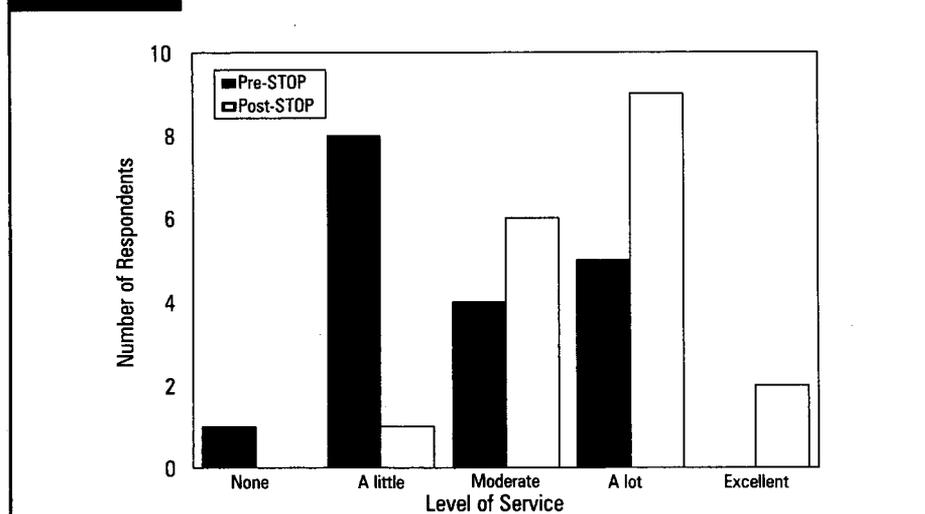
- *New and innovative efforts.* About one-third of the subgrantees surveyed had used STOP funds to focus on specific underserved communities in new and innovative ways. They have identified obstacles that victims from these communities face in seeking or obtaining appropriate help, and they tailor their efforts to address those obstacles. Consonant with the differences among communities, efforts undertaken by these respondents varied. Often, however, staff of the organizations either came from or became a part of the community of interest. This kind of connection to and understanding of the community is key. In order to aid this understanding, some subgrantees conducted needs assessments in the communities before beginning their work. They pointed out the importance of accepting feedback from the community, allowing the community to feel ownership for the program, and adapting services accordingly.

Respondents in the Underserved Survey were asked about other effects their projects may have had, besides increasing services and increasing awareness of services among the underserved community. Thirty-two of the 50 respondents say that they believe their project makes it easier for victims to get to services. Twenty-three respondents (46 percent) believe their project contributes to an increase in the number of prosecutions or successful prosecutions. Twenty-one respondents (42 percent) say that laws or policies have been changed as a result of their work. Such policy changes often

FIGURE 5.1 Domestic Violence Surveys Pre- and Post-STOP



Source: Underserved Survey, n = 50.

FIGURE 5.2 *Sexual Assault Services Pre- and Post-STOP*

Source: Underserved Survey, n = 50.

include protocols for referring victims to services when they are identified. Moreover, respondents indicate, anecdotally, that their STOP projects have increased shelter referrals and the number of restraining orders sought for underserved women in some communities.

The results of an inquiry into the overall impact of STOP funds on underserved communities showed that practitioners have seen a significant improvement in services available for underserved victims since STOP (see Figures 5.1 and 5.2). However, several respondents reported that sexual assault services lag behind those for domestic violence in the willingness of communities to face the problem and in the availability of services for victims.

The reasons that cause some communities of women to be underserved are as diverse as the communities themselves. Rural areas are underserved because of a simple lack of resources and because of physical distance; any increase in resources increases services. Among minority communities, existing services and outreach often are not culturally or linguistically appropriate; thus, for services to reach these communities, agencies must change their service delivery model to make women feel safe. In all communities, respondents cited the importance of working with relevant community groups to reach out to underserved women victims of violence, as it is impossible to do this work alone.

Recommendation

- VAWO and the STOP-TA Project should commit resources to promoting more effective outreach and service to women victims of violence in underserved communities, including:
 - Developing a handbook of successful methods for doing this work;
 - Offering workshops and seminars to state STOP administrators and subgrantees interested in promoting projects of this type; and
 - Disseminating this information widely.
-

Note

1. It is important to note that in some communities, especially rural communities, underserved communities and main communities are one and the same. While researchers probed on this matter, it is possible that some subgrantees whose services were new as a result of STOP did not report them as geared toward an underserved population when they should have.

The Impact of STOP: Reports from STOP Administrators, Subgrantees, and Victims

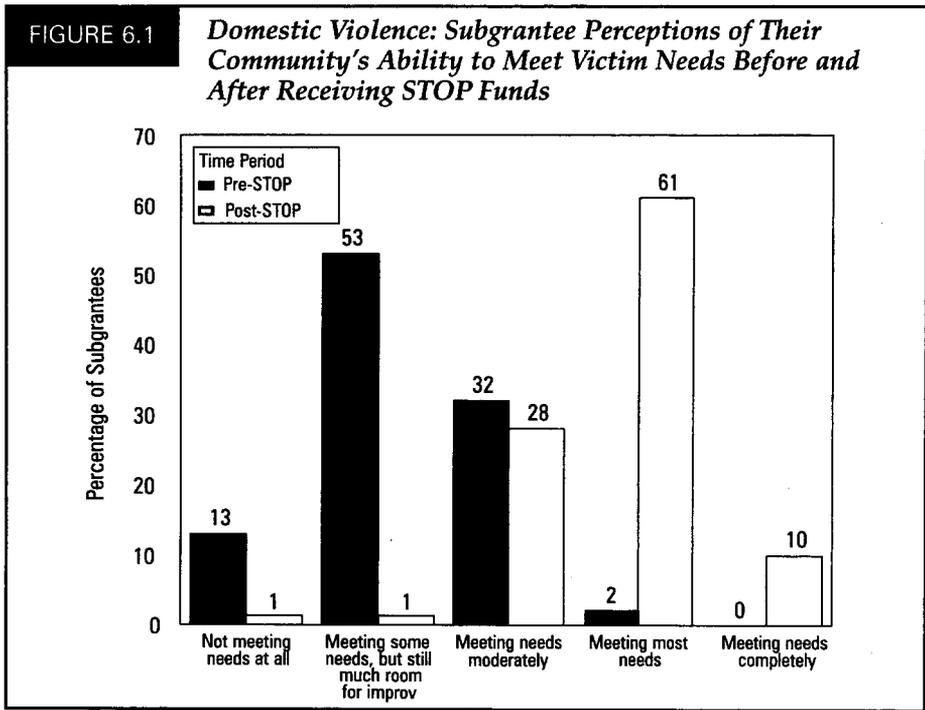
Since the STOP program began in 1995, the states have made great strides in implementing their own strategies for developing community responses to domestic violence and sexual assault. This chapter summarizes the reports on the impact of STOP and the lessons learned from the perspectives of the 54 state administrators responding to the state administrator telephone survey and over 250 subgrantees who responded to our telephone interviews and with whom we met on site visits. During site visits to seven states, we interviewed the state STOP administrator and staff and the director and staff at more than 30 STOP projects, focusing on the effects of STOP on victim services and victim protection at the community level. We also talked with victims served by STOP subgrantees, individually or in groups, about their views of STOP projects and what has helped them. This chapter describes the impact of STOP funding as perceived by site visit and survey respondents.

Three overarching questions guided these evaluation efforts:

- How have STOP-funded activities affected the experience of a typical victim as she negotiates the criminal justice system response?
- How has STOP funding affected the availability and delivery of direct services to victims?
- How has STOP funding affected the ways in which the various agencies involved work together? Has true cross-disciplinary collaboration and system change been the result? If not, what has happened?

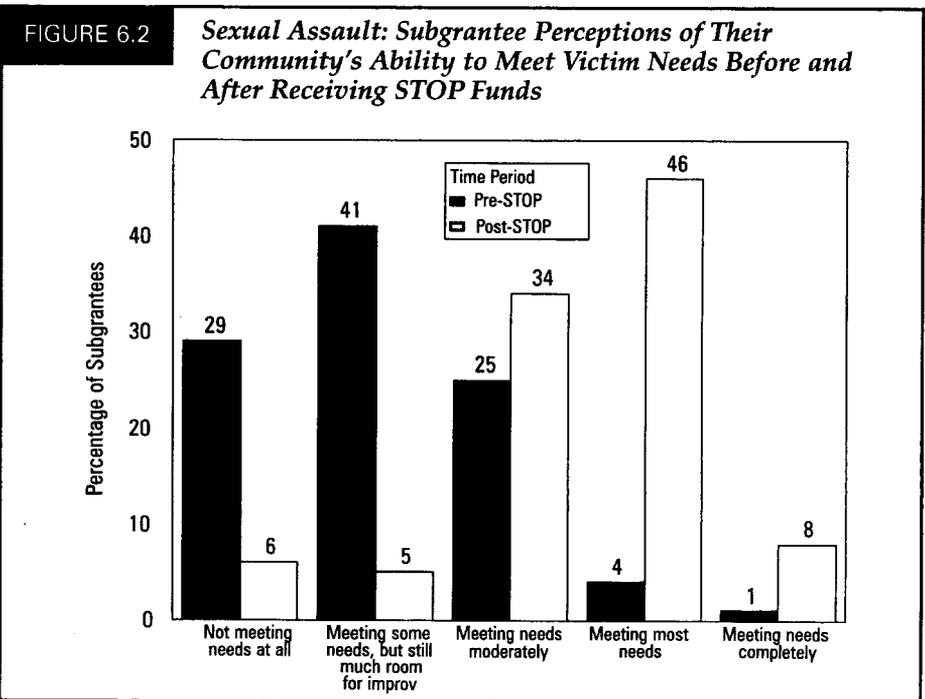
According to the Subgrants Overview Survey, services for women victims of violence in their community have improved significantly since their communities first received STOP funding. As Figures 6.1, 6.2, and 6.3 show, most of these subgrantees reported that their communities lacked the ability to meet the needs of victims of domestic violence, sexual assault, and stalking before receiving STOP funding. The most common description by subgrantees was that though they were able to meet some domestic violence and sexual assault victims' needs, there was still substantial room for improvement (response of 53 percent for domestic violence victims and 41 percent for sexual assault victims). Moreover, many subgrantees (53 percent) reported that their communities were not meeting the needs of stalking victims at all before STOP.

Findings from the Telephone Surveys



Source: Subgrants Overview Survey, n = 171.

Note: All 171 respondents were asked to rank their community's ability to serve domestic violence, sexual assault, and stalking victims prior to STOP. Of these 171 respondents, 159 felt comfortable responding with respect to domestic violence.



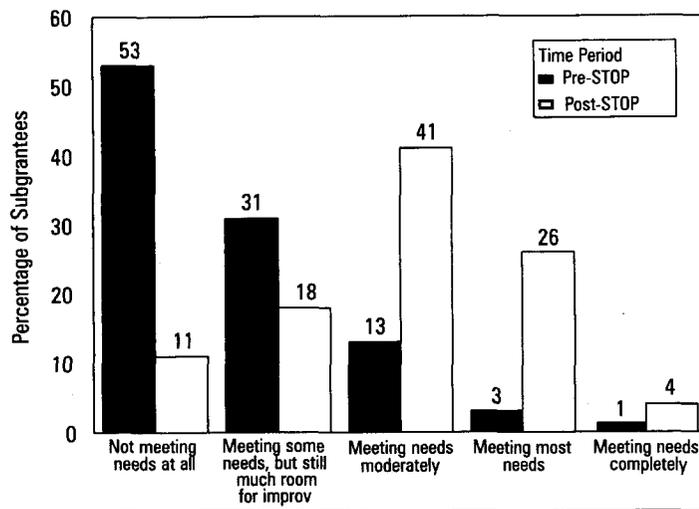
Source: Subgrants Overview Survey, n = 171.

Note: All 171 respondents were asked to rank their community's ability to serve domestic violence, sexual assault, and stalking victims prior to STOP. Of these 171 respondents, 155 felt comfortable responding with respect to sexual assault.



FIGURE 6.3

Stalking: Subgrantee Perceptions of Their Community's Ability to Meet Victim Needs Before and After Receiving STOP Funds



Source: Subgrants Overview Survey, n = 171.

Note: All 171 respondents were asked to rank their community's ability to serve domestic violence, sexual assault, and stalking victims prior to STOP. Of these 171 respondents, 101 felt comfortable responding with respect to stalking.

STOP subgrants are perceived to have helped communities make significant strides in all three areas of violence against women. Since subgrantees' communities received STOP funding, 71 percent of subgrantees reported that their communities were meeting most or all of the needs of victims of domestic violence, and 54 percent reported that their communities were meeting most or all of the needs of victims of sexual assault. Subgrantees also believed that their ability to assist stalking victims has improved since their community received STOP funds, with 71 percent of subgrantees saying they now meet victims' needs moderately or better.

STOP has played a significant role in the improvements experienced by many subgrantees' communities. Though some subgrantees mentioned engaging in other initiatives to reduce violence against women concurrently with their STOP projects, most subgrantees emphasized the importance of STOP funds to their progress. When asked about lessons learned through the course of their projects, many said they "could not have done it without STOP." Over one-quarter of all subgrantees (26 percent) mentioned the central role STOP funding played in their communitywide success.

In addition, STOP funding has affected communities by providing agencies with an incentive to work together to reduce violence against women (as described in Chapter 4). In many states, it has forced communities to find ways around seemingly insurmountable barriers; subgrantees have had to get creative in their approaches in order to make collaboration a success. As a result of STOP, sub-

grantees have mapped out paths to or already arrived at real system change in their communities.

In the telephone interviews, state administrators were unanimous in their agreement that STOP money is achieving important things in the community (90 percent strongly agreed and 10 percent agreed). A few administrators said that without these funds, many of the violence against women programs that are currently operating in their states would not exist. Two states said that without the STOP funds, they would never have been able to accomplish what they had, and according to one administrator, "The VAWA money is some of the most valuable dollars our state receives."

Findings from the Site Visits

Tremendous variation exists both within and across the seven states we visited in the ways that the grant-making process has unfolded, how the money has been spent, and what impact it has had. In all instances, it is clear that the STOP funds have helped to establish and expand programs in all three disciplines (law enforcement, prosecution, and victim services) and that these programs provide victims with critical resources to which they would not otherwise have had access. This contribution alone was noted in every site visit as a major and worthwhile impact of STOP, independent of meeting any other stated goals. A few states have other public money available to reduce domestic violence and sexual assault (e.g., funds raised from fees levied on marriage licenses). But in most of the states we visited, domestic violence and sexual assault services have historically received only minimal funding relative to the existing need. In these states, the STOP funds are a critical resource without which many programs designed to aid women victims of violence would not exist.

The site visits also found that STOP grants have enabled (and in some places, required) law enforcement and prosecution agencies to devote staff time to specialized training in domestic violence/sexual assault, and then to dedicate trained specialists to working in this area. In many of these situations, training has resulted in changed attitudes and increased understanding of the dynamics of domestic violence and sexual assault. These changes have often gone hand-in-hand with the participation of victim specialists in the criminal justice system response. Even where collaboration with victim services is not in place, the mere fact of having police and prosecutors who are sensitized to the issues has led to a dramatically different experience for many victims.

Both victims and service professionals reported substantial benefits of STOP projects. According to the subgrantees we interviewed, victims are safer, better supported by their communities, and treated more uniformly and sensitively by first-response workers, among other benefits. At the same time, practitioners in their communities report that their jobs are easier now that they are working together and pooling their efforts on task forces and collaborative projects. In many areas, STOP projects are credited with introducing the idea of



a service community. As a result of more coordinated and comprehensive services for victims, a number of subgrantees have seen more women victims of violence come forward to ask for assistance in their communities. Overall, the majority of those we interviewed indicated that STOP projects have improved services to and treatment of women victims of violence while at the same time fostering cohesion among service communities across the country.

One victim of domestic violence interviewed during site visits described her experiences trying to get out of an abusive marriage of more than 30 years' duration. She had contacted police in her rural area on several occasions over the years, but her husband was never arrested or charged with domestic violence. She had committed her husband to psychiatric institutions more than once but had never succeeded in preventing him from returning home. She had no car of her own and no finances independent of her husband. A STOP team was formed in her county a few years ago, and police are now routinely working together with the victim service agency and prosecutors. During a recent police visit to her home in response to her call for assistance, an officer (whom she had met several times before) suggested that she call the victim service agency. He told her about the services they could provide her, gave her the phone number, and told her he thought they could help her. This woman credits this exchange with saving her life and as being totally different from her numerous previous contacts with law enforcement.

Many victims who had used STOP-funded projects commented during site visit interviews about how reassuring it was that the various arms of the system were working together. In many locations, the victim service specialists have taken on a case management role, helping victims navigate the system, keeping in touch with them as their cases proceed, and facilitating communication between the victim, police, and prosecutors. Law enforcement personnel and prosecutors in these collaborating communities were emphatic during site visits in their assessment that victims were being treated better, and that they were able to develop stronger cases both for arrest and prosecution. Another benefit of collaborative efforts is that victims feel more a part of their own case and more able to obtain information about their cases.

Collaboration among agencies and the creation of a genuine community response to violence against women have implications for the criminal justice system itself. In one of the states we visited, STOP funds were used to support a specialized court to hear domestic violence cases and provide intensive monitoring of offenders before, and following, adjudication.

Other court-related STOP projects have grouped all domestic violence cases together to be heard on single dockets. This facilitates the availability of victim service specialists for all victims who go through the system and has allowed educational sessions to reach

all domestic violence victims. The physical presence of victim service specialists in the court itself (which has been a part of the majority of collaborative projects) has made an enormous difference to both victims and services. Victims interviewed during site visits reported that they are more likely to seek help than they would have been under other circumstances, both because of accessibility and because of increased understanding of issues related to violence against women that they gained from contact with STOP-funded personnel. Victim service agencies report dramatic increases in the number of women served subsequent to initiating a courtroom presence and an educational program as part of the court docket.

STOP projects in the states visited have promoted physical accommodations in courts such as separate waiting rooms for victims (and their children) and offenders, or private interview rooms for consulting with the prosecutor or a court-based victim service specialist. Play spaces for children have also been a well-received part of some of these projects.

In other STOP projects visited, courts and prosecutors have worked together to shorten the length of time from arrest to hearing, and in most states the wait for the final hearing is dramatically shorter (many programs visited reported drops from over a year to a few months, and in some places a few weeks). The more rapid turnaround seems to result in a higher rate of victim cooperation. All of these changes have resulted in a qualitatively better experience for most victims, according to people interviewed during site visits.

Successful Strategies and Lessons Learned

To navigate barriers and compensate for gaps in community services available to women victims of violence, subgrantees have come up with many useful strategies for project success. After facing challenges, subgrantees reported that they have learned valuable lessons about project implementation. These strategies and lessons provide insight into subgrantees' experiences and highlight the really remarkable success some projects have had.

By far, the most prominent subject of strategies and lessons reported in the Subgrants Overview Survey was collaboration. In fact, 71 percent of all subgrantees remarked on some aspect of their collaborative effort when asked about useful strategies or lessons they have learned.¹ Specifically, subgrantees commonly noted the following:

- Keep common goals in mind.
- Be diplomatic/don't point fingers.
- Be flexible.
- Get key players from each agency on board early.



- Communicate clearly and regularly.
- Be aware of and respect other agencies' roles, structures, and abilities.
- Form and use personal relationships; network.

Interestingly, 11 percent of respondents to the Subgrants Overview Survey remarked on the usefulness of food as an incentive to collaborate. Potential collaborators were more apt to participate in group meetings and training sessions when provided with doughnuts or pizza.

Other common strategies and lessons offered by subgrantees in the Subgrants Overview Survey included:

- Set reasonable project goals/don't spread yourself too thin.
- Be persistent and patient.
- Perform a needs assessment/do proper legwork before embarking on a project.
- Hire passionately committed and competent staff.
- Recognize the importance of training and education both for other agencies and communitywide.
- Keep good records.

Subgrantees involved in "underserved" projects found that their success hinged on a few strategies. These include:

- Many subgrantees learned that being an insider is fundamental to reaching most underserved communities. They achieved insider status in a number of ways. The agency might be a community group, partner with community groups, or work to recruit community members as staff and volunteers. Many commented that working one's way into a community requires persistence and patience if one is to be successful.
- According to respondents, the key phrase in working with underserved communities is "gentle persistence." Many subgrantees said that confrontation backfires. It is better to ask what a community needs than to march in saying "Here's what we will do for you."
- Some of the most impressive efforts involved a needs assessment and the involvement of the community of interest at each step of the process.

- Respondents working with Hispanic communities stressed the importance of service provider staff who are both bilingual and bicultural, establishing trust by forming relationships with victims, and recognizing the centrality of family in the Hispanic culture.
- In reaching out to underserved communities, the service community may need to change not only its approach but also its definition of success. Success may mean different things to different victims, and effective intervention necessitates an awareness of and respect for values at odds with one's own.

Because working as a team can be difficult, subgrantees responding to the System Change Survey devised a number of strategies for collaboration, many of which echo or augment those strategies for collaboration identified by respondents to the Subgrants Overview Survey. Their primary strategies included:

- Resolve personal differences on personal time, one-on-one.
- "Think outside the box"/use creative problem solving.
- Provide resistant agencies with an incentive to participate in collaborative endeavors.
- Foster a sense of ownership among all project participants.
- Include all participants in project planning.
- Get other agencies' leadership on board with the project before attempting to pull in their staff.
- Make local media aware of project/draw attention to the collaborative effort.
- Be patient and persistent.

Perhaps most important, STOP funding has provided subgrantees with an incentive to find ways around seemingly insurmountable barriers to project success. Especially with regard to collaboration, STOP funding has forced subgrantees to devise strategies and innovative ways to overcome their largest obstacles. As a result, STOP grants are paving a path to system change in many communities, cushioning subgrantees during this first, most fragile part of the ride.



- Congress should continue to fund the STOP program, to ensure that the program's important benefits continue.

Recommendation

In telephone interviews, state STOP administrators are unanimous in their agreement that STOP money is achieving important things in the community. Some administrators say that without these funds, many of the violence against women programs that currently operate in their states would not exist; as one stated: "The VAWA money is some of the most valuable funding our state receives."

STOP subgrantees perceive that their STOP funding has helped communities make significant strides in all three areas of violence against women. Most subgrantees emphasize the importance of STOP funds to their progress, even when some also mention that they engage in other initiatives to reduce violence against women concurrently with their STOP projects. Many say they "could not have done it without STOP."

Many subgrantees on telephone surveys and during site visits note that the permanency of improvements in services for women victims of violence hinges on the continued receipt of funding. In their view, if funding decreased, so would their ability to serve women victims of violence comprehensively, as much of their progress has been the work of STOP-funded staff.

1. Victim service agencies were most likely to make these comments, and prosecution agencies were least likely to do so.

Note

Addressing Unmet Needs and Barriers to Improved Response to Violence Against Women



VAWA included several provisions to assist women victims gain access to the protection of the law. The law requires states to certify that victims do not bear the costs of prosecuting offenders in sexual assault or domestic violence cases as a condition of receiving STOP funding. This provision requires that victims not pay filing fees to initiate a court action in response to victimization and that victims of sexual assault not bear the costs of medical examinations following the attack. In the 1994 Safe Homes for Women Act, VAWA requires that a civil protection order issued by a court of one state or Indian tribe be accorded full faith and credit by the courts of other states and tribes, and be enforced as if it were the order of the enforcing authority, as long as the due process requirements of the issuing authority were met. During interviews and site visits with state STOP administrators, subgrantees, and victims, we asked about compliance with these mandates. The interviews and site visits were also used to collect information on other barriers faced by victims, local agencies, and state STOP programs, with the goal of identifying the gaps and areas in need of improvement.

All states have certified that victims are not required to bear the costs of prosecution in cases of domestic violence or sexual assaults, and our site visits to seven states indicate that differences in interpretation and implementation of policies continue to result in costs to victims in some cases.

Protection Order Fees

In general, obtaining a protection order does not cost the victim money in the states we visited. However, in most states the courts charge court costs at the time of the final hearing. Respondents during site visits said that if the woman's petition for a protection order is denied, these court costs may be levied against the complainant. Some jurisdictions charge a fee for serving the orders. However, as part of obtaining VAWA funding, many of the places we visited were able to negotiate fee waivers from the sheriffs who typically serve these orders.

Even though there may be no fee for filing for a protection order, there are other expenses that may deter a woman from pursuing legal protection. Many people interviewed during site visits reported that batterers are routinely appearing in civil court with legal representation. We were told that it is becoming increasingly common for victim service specialists and advocates to advise women to hire their own attorney if they want to increase their chances of

Costs to Victims: Help for Sexual Assault Victims Is Needed

being granted a protective order. In some locations, we were told that Legal Services attorneys provide this service at no cost to the victim. But this free service is not universally available, and women must meet Legal Services' income guidelines to receive this assistance, whether they pay for the assistance or not.

Once a woman is granted an order of protection, she typically faces major changes and adjustments in her life. Many of these changes involve legal actions requiring the services of an attorney. Proceeding to separate her life from that of the batterer may involve relocating her household, dividing assets, filing for divorce, or waging a custody battle for the children. During site visits, many STOP program staff cited the enormous cost, both of time and money, of negotiating these challenges as an overwhelming deterrent to many women in abusive situations. In addition, many of the victims interviewed during site visits stated that this was the largest hurdle they faced and that lack of funds had been the primary reason they had not attempted to leave the relationship sooner.

Fee Waivers for Sexual Assault Examinations

Victims of sexual assault continue to bear some of the financial costs associated with victimization. In all the states we visited, forensic rape exams are done using standardized kits. In some states, the fee for this exam is routinely covered. However, in other states, it is covered only if the victim reports the crime to the police. In those states, if a woman does not report the assault to the police, she must pay for the forensic exam. Other limits and delays in receiving coverage for assault-related expenses continue to place financial burdens on victims. Few of the states we visited covered ancillary expenses, including screening and preventive measures for pregnancy or sexually transmitted diseases or treatment needed for injuries incurred in the assault. State STOP administrators often noted that Crime Victims Compensation Board funds were available to reimburse women for these expenses. However, many victims are unable to access these funds or experience considerable delay in receiving coverage. The process of receiving compensation was described as lengthy and cumbersome, often requiring women to use their own private health insurance benefits first or pay for services and await reimbursement.

Not all states accepted these financial burdens on victims as necessary. The state STOP administrator in one state has managed to pay for all expenses incurred at the hospital, regardless of reporting, whether the woman has health insurance, or whether the expense was completely generated by evidence collection *per se*.

Recommendations

- **States should provide financial coverage for health-related costs associated with receiving a forensic examination following assault.**



- States should implement mechanisms to pay for forensic examinations following sexual assault that do not involve any out-of-pocket or up-front expenses to victims. They should also expedite processing of claims for compensation.

As an indicator of the extent to which STOP funds are being used to promote compliance with full faith and credit, respondents were asked to report whether the project will address intrastate protection order enforcement, interstate protection order enforcement, or both. A total of 992 of the FY 1995–97 projects (22 percent) say they will address full faith and credit issues in some fashion. Of these, 154 projects (16 percent) say they intend to address enforcement of protection orders within their own state, 21 (2 percent) say they intend to address enforcement of protection orders across state lines, and 817 (82 percent) say they intend to do both.

All seven states we visited certify in submissions to VAWO and report in our interviews with the state STOP administrators that they fully comply with VAWA's full faith and credit requirements. They have all made whatever legislative changes were necessary to meet the federal requirements; indeed, several state STOP administrators reported that they only succeeded in changing state legislation because this funding required it. Each state had somewhat different mechanisms for enforcement of orders. But in theory, orders are enforced regardless of the jurisdiction where they were issued. Most of the state STOP administrators reported that this has not been a problem in their state—that it does not come up very often as a practical matter and that enforcement is generally good.

In contrast to these views from the state level, the subgrantees and victims interviewed consistently reported that orders often are not enforced—sometimes not at all, but more often not in a timely fashion. Despite the statewide law enforcement training in most states visited, many law enforcement personnel we interviewed appear unaware of changes in the laws pertaining to enforcement of orders from other jurisdictions. Victims and advocates reported that getting an order from a bordering state enforced was difficult, but that the more frequent problem was getting an order from a neighboring county enforced. Many law enforcement representatives stated that they were reluctant to accept the victim's word that the order was enforceable and indicated that they are still required to obtain evidence that the order had been properly served in the issuing jurisdiction before they can enforce it locally. This meant phoning or requesting a faxed copy of the order and proof of service, which sometimes meant delays. Police personnel expressed concerns about liability issues if they were to enforce an invalid order and said that it is often a cumbersome process to determine whether a woman has a valid order. At times they make the effort to contact the issuing jurisdiction, at times they recommend that the woman seek a new order from the local court, and at times they tell the woman to produce her order and they will enforce it.

Full Faith and Credit Enforcement Is Needed



Recommendations

- States and subgrantees should work to develop systems for recording protection orders issued in other jurisdictions. *These systems must include clear information that an order has been served on the perpetrator.*
- States and communities should develop policies and procedural protocols to support the enforcement of protection orders from other jurisdictions and conduct training for law enforcement and court personnel to implement the protocols. Priority should be given to establishing cross-jurisdictional protection order registries and resolving any legal barriers that may still exist at the state or local level.

Better Enforcement of Orders of Protection Is Needed

It is still difficult for victims to get protection orders in some jurisdictions in and across the seven site visit states. The interviews with agencies and victims revealed wide variation in the ease with which an order can be obtained, their contents, and the extent to which orders are enforced.

- In some jurisdictions visited, advocates said protection orders can be fairly routinely obtained by simply completing an application (in one jurisdiction visited, nonprofit community agencies can obtain temporary orders on a victim's behalf after court hours). In others, even requests for temporary orders are frequently denied by the judge.
- In the seven states, the duration of temporary orders ranges from a few days to a few weeks, and "permanent" orders range from 90 days to 12 months, providing much greater protection to victims in some areas than in others.
- In some of the states we visited, orders can be extended if the woman files a request and can be renewed indefinitely if good cause is shown. In other states visited, protection orders can only be renewed if a new incident occurs subsequent to the original order being issued.
- Proper service of orders was, according to those we interviewed, the rule in some jurisdictions visited and the exception in others. Some police and sheriff departments were diligent in their efforts to locate offenders and routinely served orders within 24 hours of their issuance. In other locations, offenders frequently were not found and therefore not served.
- Even more confusing to victims and their advocates was the variation among judges, even in a single county, in their approach to issuing protection orders.

Victims, advocates, and police themselves made it clear that, legislation notwithstanding, there is still no guarantee that an order will



be enforced, either because of cross-border issues or other reasons. In many locations, victims reported frustration that police would not believe that they had a valid order. Examples include one woman who reported calling the police but being unable to produce a copy of her protection order. The police did not apprehend the offender, who returned later that night and assaulted her. She reported that she did ultimately locate her copy of the order and was subsequently successful in having it enforced in a more timely manner. A victim in another state described a situation in which repeated violations of her protection order (that restricted her batterer from phoning her) yielded no response from the local police until the phone calls escalated into a physical attack. Her calls to the police station to report his numerous phone calls were met with instructions to document the calls, with no other action taken. These examples of inconsistent police response to protection order violations appear widespread.

- **States and localities must develop more thorough, systematic, consistent, and responsive policies and procedures for serving and enforcing protection orders.**

There is a pressing need to improve data systems to support effective protection of victims. The seven states we visited vary in the sophistication of their criminal databases and other information systems relevant to domestic violence and sexual assault, but none of the states visited reported a fully functional electronic database available to any agency that needs it. Examples of types of information that are not consistently available in most of these states include:

- Protection order tracking so that orders can easily be looked up and enforced.
- Information about prior domestic violence incidents so that a second or higher offense (even if in a different county) can be identified as such and charged or enhanced appropriately.
- Information about prior domestic violence incidents so that a responding police officer can anticipate what they might find at the scene and assess violence potential more accurately.

In some states we visited, the databases exist, but only a limited number of computer terminals around the state can access the data; thus, critical information may be unavailable to agencies that need to use it. The lack of timely information about protection orders or prior domestic violence offenses in a neighboring county often results in real danger for both law enforcement personnel responding to a call and for the victim herself. Information within agencies

Recommendation

Better Data and Information Systems Are Needed



that would be necessary for any meaningful evaluation to proceed is often lost due to lack of systematic data collection and storage. A few states visited have made development of such systems a priority, and they have used STOP funds to support portions of this work.

Another frequently encountered situation was the purchase of computer equipment without the purchase of adequate training to teach personnel to use it to full capacity. In other situations, software systems were purchased that were not compatible with the hardware systems, or the software could not generate the types of reports that would actually be used by criminal justice system or victim service agencies. Most of the subgrantees who were addressing data and technology development reported being very frustrated at how difficult these projects are to accomplish.

State and Subgrantee Evaluation of STOP Projects Is Needed

One area of concern is the lack of attention by the states and subgrantees to evaluation of activity effectiveness and the impact of projects funded by STOP. This was evidenced by the Subgrant Award and Performance Reports, the responses to our telephone surveys, and the site visit interviews. The site visits revealed a general absence of support for evaluation of the effectiveness or impact of STOP funding. Although most of the seven states we visited reported that they had considered implementing program evaluation strategies at some future time, very little program evaluation or evaluation of impact is actually occurring. A few states have funded professional organizations to evaluate particular STOP programs or aspects of programs, but only a few of these have been completed. The state STOP administrators interviewed report that they have been much more concerned with getting the money to subgrantees and getting the programs started than with formally assessing impact.

The SAPR asked subgrantees to report any methods they planned to use to evaluate their projects. About three-quarters of the subgrantees (3,351, or 76 percent) answered these questions. Standard project monitoring, such as site visits and progress reports, is the sole evaluation method planned by 34 percent of these projects. Another 21 percent planned to use data from official records (such as arrest records) to supplement the monitoring with statistical data. About one-third of the subgrantees plan to collect participant feedback on their views of the project, alone (8 percent) or in combination with other evaluation methods (25 percent). These projects plan to use questionnaires, interviews, surveys, or focus groups to solicit feedback from project participants, including law enforcement or prosecution staff attending training sessions, victims receiving direct services from STOP projects, and indirect beneficiaries such as victims served by officers or prosecutors who have received training from STOP projects.

Most (86 percent) of the projects that reported evaluation plans indicated who would be responsible for the evaluation. State adminis-



trative agency personnel will be responsible for evaluating about three-quarters of the projects, subgrantee agency personnel will perform evaluation tasks for another 63 percent, and a very small percentage (7 percent) planned to use independent evaluators.

This pattern suggests that most evaluation activity will remain at the level of project monitoring and agency record-keeping of clients served. For some projects, such as special units, whose mission is expanding the number of cases passing through the justice system and improving case handling, tracking data at the agency level might be adequate to show project impact with respect to system variables. For example, if a prosecution office has a special unit for handling crimes of violence against women, and its data system allows tracking of all cases, the data system should be able to document increased numbers of cases and increased success in achieving convictions or other desirable outcomes. However, it is unlikely that much by way of impact on women victims will emerge from project monitoring and agency data systems alone. Without long-term follow-up and direct feedback from women victims of violence, data on the ability of STOP-funded projects to enhance women's well-being after experiencing violence will be missing.

The consequences of this lack of attention to documenting and assessing the impact of STOP were revealed by the Subgrants Overview Survey. When asked, relatively few respondents could provide any statistics or evidence of project impact. Although 70 percent of subgrantees reported project evaluation or data collection activities, researchers discovered that very few were actually collecting impact or outcome data. For the most part, these subgrantees have been collecting descriptive data on their victim communities (i.e., number of victims served, services offered, etc.) to put in their quarterly reports. They have also been collecting feedback from participants in training sessions and from victims they have served. Only 26 percent of subgrantees reportedly conducting "evaluation" were tracking criminal justice outcomes such as arrest, prosecution, and/or conviction rates. Additionally, though about 50 percent of all respondents claimed they tracked victims and/or perpetrators over time and did victim follow-up, only a handful could substantiate that claim with data. Subgrantees interviewed in the Underserved and System Change Surveys could also not provide concrete documentation of the changes they reported.

Subgrantees offer many explanations for this dearth of true evaluation. A number of them indicate that they are just now getting a new database functioning. Others do not have access to a good evaluation instrument. Still others are not sure how to measure progress with respect to the goal of community change. To be sure, most subgrantees expressed an interest in evaluation and would like to be able to evaluate their progress. Only 38 percent of all subgrantees in the Subgrants Overview Survey reported receiving help with evaluation from their state STOP administrators.



For many subgrantee agencies, collecting more detailed data on outcomes (such as arrest, prosecution, and conviction rates for law enforcement and prosecution projects, or safety and well-being for victim service projects) is simply not feasible on their limited budgets. However, it is possible that states could set aside a portion of their discretionary STOP funding to conduct focused evaluations at a few project sites. In doing so, states would be able to collect information on STOP's impact on individual women and not deplete the limited coffers of individual agencies.

The lack of easy access to good data was repeatedly cited during our site visits to seven states as one impediment to moving forward with evaluation efforts. Service providers are focused on helping victims, and statistical record-keeping is often haphazard. Many programs do not keep accurate demographic information on whom they are serving. It is often difficult to unduplicate counts of victims served (i.e., to identify when several service units have gone to the same victim). Similarly, it is hard to link data from the criminal justice agencies that handle cases. For example, prosecution outcomes are hard to link to arrest records. In many jurisdictions it is difficult to identify which cases involve domestic violence—particularly before STOP, which may have improved record-keeping and case identification.

In part, the failure of subgrantees to evaluate their own performance is attributable to the absence of state requirements that they do so. The majority of state STOP administrators do not require their subgrantees to collect even basic demographic data on victims, making it difficult to meet federal reporting requirements. Of the 22 state STOP administrators who answered this question, 16 said that they are preparing their subgrantees to collect demographics, and 6 said that they are not.¹ Most of them seemed confused by this question and were unsure of what they are actually supposed to be collecting from subgrantees. A few state STOP administrators have a future goal of having mandatory training for subgrantees in this area as a condition of receiving funds.

Recommendations

- **State STOP administrators should prioritize funding for development of databases and information systems. VAWO or the National Institute of Justice might also want to support special efforts to develop model systems.**

Timely access to accurate criminal justice system information is necessary for a maximally effective community response to domestic violence and sexual assault. Meaningful evaluation efforts also will require access to more reliable and complete databases. The puzzle of how to update the information systems that track data relevant to domestic violence and sexual assault needs to be solved. This is clearly not happening with the current approach. It seems reasonable to invest in the development of a model plan that could be



adapted for use by any state or county or other locality. A model plan will need to take into account the availability of different hardware and software systems, compatibility, and the skill levels of end users.

- **To fulfill their obligation under VAWA to report certain descriptive information about victims served through STOP-funded projects, state STOP administrators should at the very least be preparing subgrantees to collect the demographic information on victims receiving direct services required by the law.**

This recommendation echoes the one made in Chapter 3. In the performance information reported to VAWO and analyzed in Chapter 3, it was obvious that a large proportion of subgrantees failed to report either numbers of victims served or their demographic characteristics. Responses of state STOP administrators to our telephone survey make it obvious that the STOP administrators in many states have not asked subgrantees to collect this information and have no clear plans to do so in the future. In other states, the STOP administrator has asked subgrantees for this information but has provided no guidance in how to collect it.

On the three telephone surveys of subgrantees, responses to survey questions regarding the difficulties they encounter highlight three primary barriers to project success: poor community and professional attitudes, lack of adequate resources, and insufficient collaboration. In general, subgrantees noted the need for increased community education on domestic violence and sexual assault, as well as the need for communitywide prevention efforts. They also reported that projects were not achieving optimal success due to poor attitudes among professionals in their service communities. In many cases, preexisting attitudes about the culpability of victims impeded project progress. Subgrantees cited the need for increased training, especially for law enforcement and the judiciary.

The lack of adequate resources also poses a barrier in many subgrantee communities. Subgrantees cited the need for more services such as counseling, shelter space, and legal assistance. In underserved communities where resources are especially scarce, respondents reported a need for services to help victims and service providers address transportation issues, geographical isolation, language barriers, and cultural differences.

Subgrantees from all three surveys reported that the permanence of the changes brought about by STOP funds hinged on continued funding. Several subgrantees interviewed in the Underserved Survey had already lost their funding and were unable to continue their work as a result. Because STOP funding has supported so

General Areas of Concern

many entirely new services and activities, many projects do not yet have sufficient momentum behind them to continue unaided. STOP-funded staff are still instrumental to project implementation in most communities; without them, subgrantees worry that efforts from task forces to training units will disintegrate.

Many subgrantees also cited the need for more intensive collaboration. Some hope to pull additional agencies into the mix, while others wish that those already involved would cooperate more thoroughly. Subgrantees responding to the System Change Survey noted "turf issues," power imbalances among collaborators, personality conflicts, diverging goals, and the lack of participation of judges and the legal community as the most significant barriers to collaboration. More generally, a quarter of all subgrantees in the Subgrants Overview Survey commented on how difficult it is to achieve real collaboration.

During site visits, prosecutors and law enforcement officials reported that the stalking legislation in their state was written in such a way that it is very difficult for police to charge and for prosecutors to prove. This was the most frequent reason given for the sparse attention paid to stalking. No state visited had made stalking a major focus of effort, and none of the subgrantees indicated that they were working on developing protocols or programming aimed at stalking. In a few instances, stalking was dealt with as part of a domestic violence case that was ongoing.

There was consensus among local service providers and advocates interviewed on site visits that judges need more training and education about domestic violence. Interviewees reported that the victim's experience is very dependent on the attitude of the presiding judge and the extent to which the court personnel understand the dynamics of domestic violence. Even where STOP teams have transformed the police and prosecution experience for victims, they often encounter judges who view the world quite differently. In every state we visited, there was some mention of judges as an impediment to progress in developing positive criminal justice system responses to victims. While some judges in each state were seen as "good," others were said to be unpredictable or given to gender-biased statements in court. One common complaint from subgrantees was that judges refuse to issue or enforce protection orders for women who return to the court with subsequent complaints. Our respondents, who did not include judges, were not aware of any requirements, or even strongly recommended expectations, for initial or ongoing training for judges in the areas of domestic violence and sexual assault in their state.

Prosecution policies continue to be controversial. Most of the states visited have substantial differences among jurisdictions in their prosecution of cases. The STOP providers and advocates we inter-



viewed were strongly opposed to prosecutors who refused to prosecute any cases without victim cooperation and were also very discontented with prosecutors who proceeded with cases no matter what the consequences to the victim. Generally, strong sentiment existed among STOP team members that the prosecutor should adopt a policy holding batterers accountable, but also one that takes the victim's needs and situation into consideration. Our respondents preferred "flexible no-drop" policies: preparing each case, initially, for prosecution but allowing the victim's needs/wishes/situation to generate a different prosecution approach. Under this type of policy, prosecutors drop the case or resolve it through plea bargaining and probation with conditions when prosecution is not advisable or supportable.

- **Congress should give states the authority and means to support certain activities not currently specified or allowed by the STOP legislation, and should clarify the eligibility of other activities where states differ in their interpretation of the activity's eligibility for STOP funding. New authority and means could be provided either by expanding allowable activities under STOP or through other legislation and related funding.**

Our site visits and interviews identified some specific kinds of projects that are outside the scope of STOP but are nonetheless of great importance to women victims of violence. Other kinds of projects are the subject of highly variable interpretation among states, such that some states will fund them and others will not. Among these types of projects are:

- **Court and corrections programs, such as supervised probation or parole, designed to prevent violence against women and protect women victims.**

Some states will fund these programs, and some maintain that they are not eligible for funding. Where these programs exist, site visit interviews reveal that they are another and important link in the chain of holding batterers accountable and increasing the safety of women victims of violence.

- **Community education and other primary prevention activities for domestic violence, sexual assault, and stalking.**

State STOP administrators and subgrantees agree unanimously that primary prevention is an essential component of any effective community response to domestic violence and sexual assault. Strong sentiment across states is that true system change is possible only with

Unmet Needs: Recommendations

enhanced public understanding of domestic violence and sexual assault. The lack of public awareness of the dynamics of violence against women is viewed as a gap that could be bridged by educational programs aimed at children and adolescents as well as adults and by training for community service agencies (both public and private). The current restriction of STOP funds for this use has undermined progress toward the goals of VAWA.

— **Services to children who are secondary victims of domestic violence.**

While there has been reluctance to usurp monies that finally have been designated for women, rather than their children, there is a clear reality that when a woman's children are not served by the system, the system cannot adequately serve that woman. Over and over during site visits, we heard about amazing programs that were appropriately addressing the needs of the woman experiencing domestic violence, followed by laments that the children in the situation were the unidentified and unserved victims. Examples of these programs were shelters that had (and required attendance at) workshops/seminars for the residents but provided no child care. Furthermore, there were numerous comments about the horrible impact of the domestic violence on children in the home and the typical lack of counseling or other psychosocial interventions for these children. These children often fall through the cracks because they are not "tagged" as victims themselves, receiving neither treatment interventions nor interventions aimed at preventing the perpetuation of the violence in the next generation. Some states use the STOP program to fund services for children as long as they reside in domestic violence shelters, while others do not. Services for children after they leave a shelter, or for children of domestic violence victims who do not go to shelters, currently are interpreted as not eligible for STOP funding.

- **Through other legislation, Congress should continue to provide funding for legal aid to address civil matters that arise in relation to episodes of violence against women.**

People interviewed during our site visits indicated that women often had tremendous difficulty finding and/or paying for legal assistance in civil matters related to their domestic violence experiences, including divorce, child custody, and property settlement. Other common legal concerns of women victimized by violence include obtaining a protec-



tion order, landlord-tenant conflicts that result from the upheavals that go with ending an abusive relationship, and getting conditions of a protection order enforced. The STOP program probably is not the correct vehicle for legal aid of this type. However, our research on the STOP project supports the need for a remedy and suggests that the Civil Legal Assistance Program, passed as part of the FY 1999 Department of Justice appropriations and now administered by VAWO, is a well-justified and much-needed federal activity.

1. This particular question was added after a number of the state STOP administrators had already been interviewed, so only about half of them had the opportunity to answer it.

Note

Administration of the STOP Grants

The Violence Against Women Office in the Office of Justice Programs is responsible for administering the federal STOP formula grants. In this capacity, OJP provides assistance to states in developing applications, makes awards to states, helps states interpret regulations pertaining to STOP grants, and collects reports on state subgrant awards. VAWO, in collaboration with other OJP offices, also supports endeavors to build system capacity and promote state and local practices aimed at helping women victims of violence. This chapter describes OJP activities related to grants processing, and to training and technical assistance to STOP projects at the state and local levels, and describes research to further our understanding of providing improved services to women victims of violence.

Each state has designated an agency to administer the STOP grants. These agencies are responsible for applying for the federal funds, preparing statewide plans for the distribution of STOP funds, awarding the funds to subgrantees within the state, and submitting reports to VAWO on these subgrants and their performance. This chapter examines the timing, planning, and awarding of funds to subgrantees by the state STOP agencies as reported in the Subgrant Award and Performance Reports (SAPRs), the surveys, and interviews conducted during site visits to seven states. This chapter also reports on the satisfaction of the state STOP administrators with VAWO administration of the program.

OJP is responsible for awarding the STOP formula grants. These awards have been made under intense time pressure in each year since the STOP program began. In FY 1999, the OJP awards process moved rapidly. Application kits were mailed to states eight weeks after the appropriation date, and state applications were due four weeks after that. OJP processed most applications within one month. The chronology of FY 1999 STOP grant allocations to states and territories is as follows:

- | | |
|----------|----------------------------------------------------------------------------------------------------------------------|
| 10/21/98 | FY 1999 STOP funds appropriated through the Omnibus Consolidated and Emergency Supplemental Appropriations Act, 1999 |
| 12/18/98 | OJP mailed the FY 1999 STOP grant application kits to the states |
| 1/15/99 | Deadline for submission of FY 1999 STOP grant applications from states and territories to OJP |
| 2/26/99 | Award date for FY 1999 STOP grants representing more than \$130 million |

OJP's STOP Application and Award Process



OJP also continued to encourage strategic planning by the states in two ways. The timing of the FY 1999 award process gave states four weeks to complete their applications for FY 1999 funds, twice the two weeks allowed for applying for FY 1998 funds. The time was intended to allow states to begin updating and revising their state plans before receiving awards from OJP. OJP also continued the two-stage process initiated in FY 1998. States are awarded funds upon receipt of the application but are authorized to spend administrative funds to prepare a state plan and authorized to spend the remainder when the plan is approved. In FY 1998, states received their funds in February and were authorized to spend their FY 1998 administrative set-aside (5 percent of grant funds) for revising their plans to be submitted by May 1998. When the plan was approved by VAWO, states could begin spending the remainder of their STOP funds for the year. As of March 1999, OJP had received plans and approved plans from every state and all but one territory.

OJP's Cooperative Agreements for Technical Assistance

To build the capacity of criminal justice agencies to respond effectively to violence against women, OJP enters into cooperative agreements with national organizations. During 1998, OJP used STOP funds through cooperative agreements to support the following projects offering technical assistance to STOP grantees and subgrantees:

- The American Prosecutors Research Institute (APRI) conducted five workshops for prosecutors on state-of-the-art procedures for handling domestic violence and sexual assault cases. Three workshops focused on domestic violence and stalking cases; two workshops focused on sexual assault cases. The workshops taught prosecutors to approach and handle criminal cases involving violence against women in a manner that best promotes victim safety, offender accountability, and a change in community climate toward zero tolerance for such violence. The workshops were led by a multidisciplinary faculty and trained over 150 prosecutors nationwide. In addition, APRI also developed a video for prosecutors and law enforcement officers on the investigation and prosecution of Rohypnol- and GHB-related sexual assaults. To accompany the video, APRI is completing a companion binder of resource materials. *The video and binder are now available for a nominal fee. To obtain copies, contact Tamara Kitchen at (703) 519-1695.*
- The International Association of Chiefs of Police (IACP) completed a model policy on "Reducing the Incidence of Police Officers Who Commit Domestic Violence." Through this cooperative agreement (funded jointly by OJP and the Department of Justice's Community-Oriented Policing Services Office), teams of police chiefs and victim advocates assisted IACP in the formulation of the model policy, a background paper on the problem, and a training guide for police



departments. Implementation strategies are now being developed. In addition, the IACP and the Pennsylvania Coalition Against Domestic Violence (PCADV) developed a booklet for law enforcement officers that (1) briefly summarizes the full faith and credit provision of VAWA and (2) provides law enforcement officers with a checklist of steps to take to determine that a protection order is entitled to full faith and credit. The booklet is being distributed to every police and sheriff's department in the United States. To obtain a copy of the model policy addressing police officers who commit domestic violence and accompanying discussion paper and/or the full faith and credit booklet, contact *Nancy Turner*, (800) THE-IACP, or visit the IACP's Web site: *www.theiacp.org*. The full faith and credit booklet also can be obtained by contacting PCADV's Full Faith and Credit Project, (800) 256-5883.

- The NOW Legal Defense and Education Fund continued to offer workshops for judges on "Understanding Sexual Violence: The Judicial Response to Stranger and Nonstranger Rape and Sexual Assault." The curriculum is relevant to both appellate and trial judges. Copies of the curriculum may be obtained by mailing a request, with a check for \$70.00 that covers shipping and handling, to *National Judicial Educational Program to Promote Equality for Women and Men in the Courts*, 99 Hudson Street, Suite 1201, New York, NY 10013. Phone: (212) 925-6635; fax: (212) 226-1066.
- The University of Minnesota continues to work collaboratively with VAWO to offer immediate access through an Internet Web site to a range of training and resource materials developed by STOP-funded projects as well as other sources. STOP grantees and subgrantees may access this material through the VAWO Web site: *www.ojp.usdoj.gov/VAWO*, then click on "Violence Against Women Resources."
- Through the Sexual Assault Coalition Resource-Sharing Project, five state sexual assault coalitions have provided technical assistance to and facilitated resource sharing among new, emerging, and existing sexual assault coalitions. Under this initiative, the Connecticut, Illinois, New York, Minnesota, and Washington Coalitions Against Sexual Assault each have been assigned 10 states to which they offer assistance in expanding capacity, developing effective partnering with other agencies, increasing the leadership of women of color, and organizational development. The project partners provided telephone consultation, resource materials, and on-site consultations and conducted regional meetings of coalitions.
- The National Center for Rural Law Enforcement (NCRLE) will work with advocates and criminal justice experts to de-



velop a sexual assault curriculum for rural law enforcement agencies. The curriculum will be designed to enhance the rural law enforcement response to sexual assault crimes, as well as teach law enforcement how to collaborate with other agencies to enhance services to victims. NCRLE will then conduct training on the curriculum in three locations for 75 rural law enforcement executives throughout the nation.

- The Pennsylvania Coalition Against Domestic Violence's STOP Technical Assistance Project continued its technical assistance activities (described below).

The STOP-TA Project's 1998 Technical Assistance Activities

OJP has designated the STOP Violence Against Women Grants Technical Assistance Project (hereafter STOP-TA Project) as having the primary responsibility for providing technical assistance to state STOP administrators and STOP subgrantees. Since the inception of STOP, states have consistently indicated an interest in receiving technical assistance on a wide range of topics, from administration of their grants to guidance on effective activities appropriate for funding. This technical assistance has been well received and has played a critical role in helping states and subgrantees meet the requirements and goals of VAWA.

The STOP-TA Project continued its regional meetings for state administrators, communicated regularly with states and subgrantees through a bimonthly memorandum and conference calls, developed additional resource materials, completed the first phase of its initiative to identify and disseminate promising practices, built its resources in the fields of sexual assault and stalking, and worked collaboratively with other VAWO-funded technical assistance providers. The STOP-TA Project completed a *Promising Practices Manual*, the first installment of which appeared on the VAWO Internet homepage (www.ojp.usdoj.gov/VAWO) on February 2, 1998. The complete manual was distributed in December 1998.

In FY 1999, the second phase of the Promising Practices Initiative will begin through a series of workshops on the application of these practices in local communities. The STOP-TA Project staff annually responds to thousands of telephone requests for technical assistance from state administrators, STOP subgrantees, and others on a variety of issues.

Regional Meetings for State STOP Grant Administrators

The STOP-TA Project convened regional meetings to build the administrators' capacity to implement the STOP programs. The agenda, developed collaboratively with participants, was designed to facilitate cross-state learning about the successes and challenges states faced in implementing the STOP program and to promote collaboration among victim services, law enforcement, and prosecution. Informal feedback and written evaluations indicate that partic-



ipants find the meetings very helpful and relevant to their work. The number of technical assistance phone calls and other requests for technical assistance increased following each regional meeting.

Enhanced Communication

The STOP-TA Project has developed a number of mechanisms to enhance communication among state STOP administrators and subgrantees, to share information, strategies, and promising practices. One mechanism to do this has been a series of "dial-in" conference calls on specific issues relating to grant administration or program implementation. During these calls, state administrators have an opportunity to hear from peers about successful strategies for responding to challenging issues and to consult with resource people who have demonstrated competence in the given area. Topics have included violence against immigrant and refugee women, rural women and domestic violence, sexual assault initiatives, law enforcement training, and allowable costs within the VAWA guidelines. These calls have proven very successful, with over 20 states participating in each call. Territories are particularly pleased to have the opportunity to interact with peers from around the country without incurring high travel costs.

The STOP-TA Project continues to communicate regularly with states and subgrantees through the publication of an *Administrative Memorandum*. The purpose of the *Memo* is to keep state administrators and subgrantees current on what their peers are doing, resources that might be of interest to them, and information on issues such as the status of full faith and credit legislation on a state-by-state basis or how to develop data collection systems.

Battered Women's Justice Project

The Battered Women's Justice Project (BWJP) staff also continues to provide technical assistance to STOP grantees and subgrantees.

BWJP's Criminal Justice Center offers information and referrals for STOP subgrantees. Subjects cover all aspects of criminal justice response to domestic violence cases, from arrest through probation. The office has amassed a database and library of 1,900 published and unpublished materials in these subject areas, including model arrest policies and training curricula, prosecution manuals and guidelines, legal advocacy training materials, probation manuals, curricula for judges' training, research on the efficacy of batterers' programs, and articles on coordinated community responses to domestic violence cases. *The BWJP/Criminal Justice Center can be reached at: Phone: (800) 903-0111, and select "1" from the menu; fax: (612) 824-8965.*

BWJP's Civil Justice Center provides information, referral, problem-solving technical assistance, and training to STOP subgrantees in

states, territories, and tribes on all aspects of civil law and practice. In 1997-98, the center responded to more than 2,000 calls on civil legal issues, including protection orders, confidentiality of shelter records and communications, TANF and the Family Violence Option, mediation, divorce, child support, immigration, federal crimes of domestic violence, full faith and credit of civil protection orders, housing, crime victim compensation, custody, privacy, telecommunications regulation, tort claims, and other economic recovery. The center offered assistance and/or developed exemplary profiles on civil practice and court structure issues, including dedicated domestic violence courts, legal advocacy, unified family courts, coordinated community response, conciliation processes, protection order registries, pro se practice, court and case management databases, and court rules to facilitate practice and law reform, and provided technical assistance and administrative support to several amicus briefs in cases with implications for national precedent related to custody, VAWA crimes, professional ethics, and confidentiality. The center has also worked collaboratively with other OJP-funded technical assistance projects, conference organizers, and individual STOP subgrantees. *The BWJP/Civil Justice Center can be reached at: Phone: (800) 903-0111, and select "2" from the menu; fax: (717) 671-5542.*

Sexual Assault Initiatives

In 1998, the STOP-TA Project continued to address sexual assault through a number of activities. With the input of a sexual assault advisory group, project staff conducted a conference call with state administrators on enhancing state and community efforts to reduce and prevent sexual assault and provided information on sexual assault to state administrators at regional meetings. The *Promising Practices Manual* extensively highlights innovative criminal justice and advocacy practices to respond more effectively to sexual assaults. However, in light of the relatively low amounts of funding going to sexual assault projects, documented in Chapter 2 of this report, additional funds may be needed for training and technical assistance in this area.

Promising Practices Initiative

The STOP-TA Project has undertaken a series of activities to highlight innovative practices that improve the criminal and civil justice systems' response to violence against women. Selected practices are presented in its *Promising Practices Manual*, which was distributed in December 1998. In FY 1999, the second phase of the Promising Practices Initiative will begin through a series of workshops on the application of these practices in local communities. The practices cover coordinated community responses; victim services; and court, prosecution, and law enforcement responses. Excerpts of the manual are available on the VAWO Internet homepage (www.ojp.usdoj.gov/vawo).



VAWA requires state STOP coordinators and STOP subgrantees to report information to the attorney general about subgrant awards and about subgrant performance. This information forms the basis of the Urban Institute's Reports and is used to meet the requirement for an annual report to Congress describing how STOP funds have been spent and what they have accomplished. In addition, the database created from the information contained in the subgrant reports is used by all evaluation grantees involved with the national STOP evaluation to select appropriate projects for more intensive examination.

OJP continues to develop standardized forms and procedures for use by states and subgrantees to ensure that the needed information is collected simply and consistently. The system has been designed to meet the requirements of the legislation and the needs of OJP program monitors, other OJP staff, and the national evaluators. At the same time, the reporting procedures and forms must be acceptable to, and usable by, state administrators.

A single reporting form, the Subgrant Award and Performance Report (SAPR), has been finalized on the basis of feedback received from state STOP coordinators at regional meetings and elsewhere. This report is shorter than earlier forms, and it will be easier to use, thanks to the many ideas received from state administrators. A final paper version was produced at the end of June 1998. An operational electronic version is still in development. The numbers of subgrantees reporting performance data will increase greatly in coming years, as OJP obtains OMB clearance for the new forms and state STOP coordinators write subgrant contracts requiring systematic reporting of performance data.

Timing

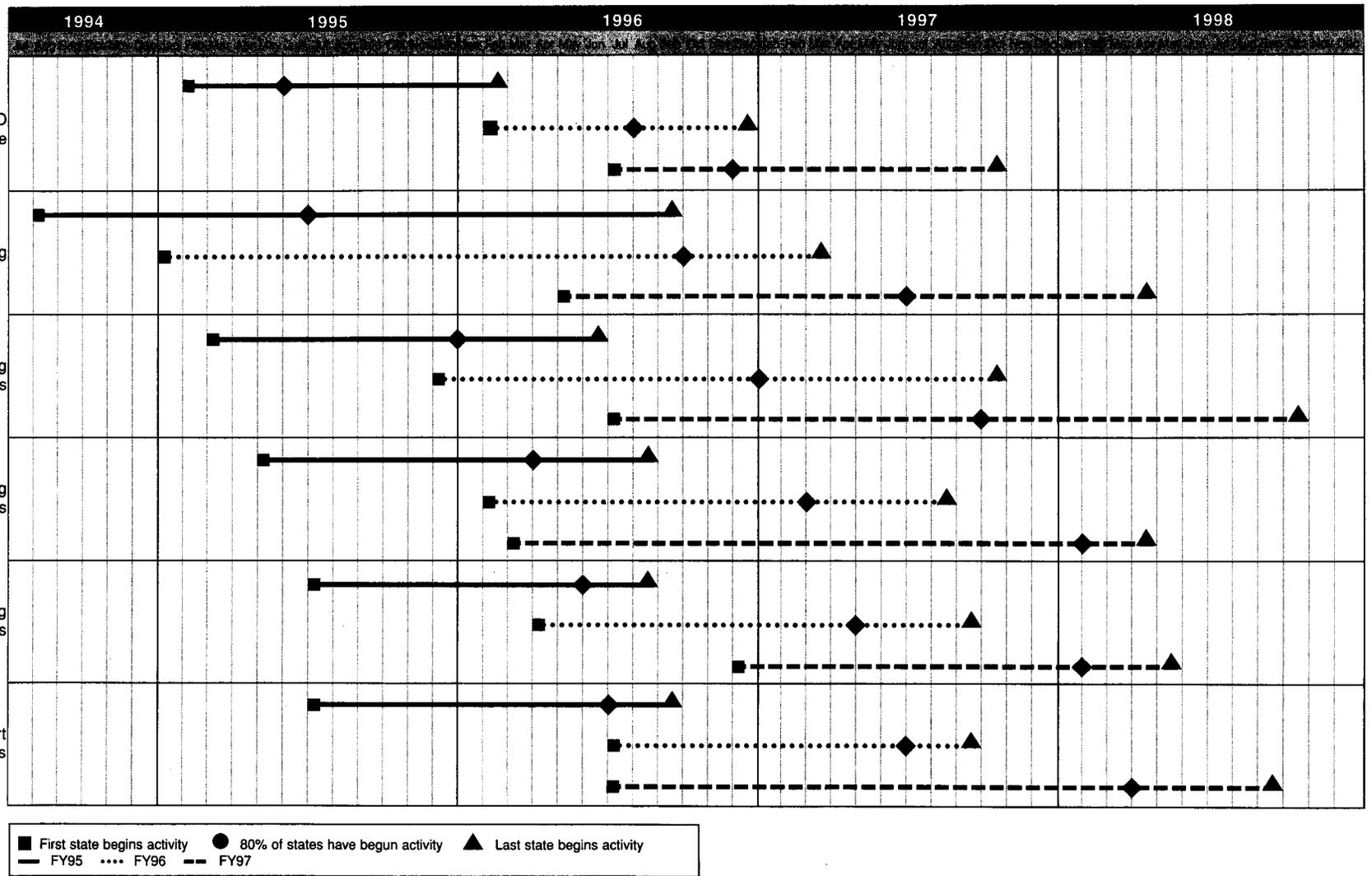
The State STOP Administrator Survey found that states generally follow similar processes for distributing STOP grants but vary a great deal in (1) when they begin and end these activities; (2) how they carry them out; and (3) the time that it takes to complete them. For the most part, the award process in each state includes the same steps subsequent to receiving notice of its award from VAWO: planning, sending out requests for proposals (RFPs), assessing proposals, notifying applicants of awards, and disbursing funds. However, some states change the order of these activities, and there is a great deal of variance in the amount of time it takes for states to complete the awards process from beginning to end.

Figure 8.1 presents a timeline covering the four and a half years from July 1994 through December 1998, when states were engaged in activities related to the FY 1995, FY 1996, or FY 1997 STOP awards. Figure 8.1 highlights interstate differences in the timing of the various components of the awards process. Each of the six major

VAWO Is Continuing Development of STOP Reporting Forms

The State Application and Award Processes

FIGURE 8.1 State Timelines for Distributing FY95, FY96, and FY97 STOP Funds



Source: Analysis of Urban Institute 1998 state STOP administrator telephone survey. N = 54 states and territories.



blocks or rows in the figure represents a different part of the subgrant award process, as noted at the far left (from VAWO notice through the first subgrantee start date). Within each block are three lines representing the three fiscal years of interest (FY 1995, FY 1996, and FY 1997). At the left end of every line is a square (■) denoting the month in which the first state began the particular activity (e.g., the first state to receive VAWO notice of award for FY 1995 reports receiving that notice in February 1995). Somewhere along every line is a diamond (◆) representing the month in which 80 percent of the states had begun the activity (e.g., 80 percent of states had begun planning for their FY 1995 allocation by the end of June 1995). At the end of each line is a triangle (▲) representing the month in which the last state began the activity.

As can be seen, states are on very different timelines—and have been from the beginning of STOP. For instance, the first state to begin planning for FY 1995 did so in August 1994 (even before VAWA passed), while the last state to begin planning for FY 1995 did so in September 1996—a span of two years and one month. The first state to begin each activity for FY 1997 did so before all or even 80 percent of states had completed that same activity for FY 1996.

The variety in state timelines is especially apparent in sending out RFPs. The last state to send out RFPs for FY 1995 funding did so at the same time that the first state sent out RFPs for FY 1997 funds. Some of these timing anomalies can be explained by the almost simultaneous federal awarding of FY 1996 and FY 1997 funds (on average, in October and December of 1996, respectively), as discussed below. However, it appears that some states have become efficient at awarding funds, while others are still struggling to make timely awards.

The STOP Agency

The site visits revealed wide variation in the kinds of agencies selected to administer the STOP grants and in the structure of their work. In some states visited, one or two individuals basically run the entire program, while in other states there are 5 to 10 staff working on this grant. In some states visited, the state agency administering the STOP grant was a popular choice, with little disagreement among the various members of the state planning group about the office chosen for the job. In other states visited, there was some competition for which agency would run the program and who would be in charge. In addition to the diversity among STOP agencies, the state STOP administrators we met in these seven states had extremely diverse backgrounds. Some were longtime administrators with little background in domestic violence or sexual assault, while others were longtime victim service workers.

The most important elements of difference in the type of agency selected are experience in administering federal funds and experi-



ence with the issues of violence against women. Many of the states visited have located responsibility for administering the STOP grant in the same agency that administers other Department of Justice block, formula, and other grants. These agencies tend to be administrative rather than substantive. They have a lot of experience with the smooth administration of subproject funding, but usually they are not in the business of conducting extensive planning or offering extensive technical assistance to subgrantees on substantive matters. They often have some familiarity with issues related to violence against women because often they also administer Victims of Crime Act and/or Byrne funds, but these issues are not the main focus of the agency. When they take an active role, as they have in some of the states visited, they can be effective in connecting subgrantees to complementary sources of federal and other funds to augment their STOP grant and can also serve a major coordinative role for their subgrantees. However, in some of the states visited, agencies of this type have restricted their role in the STOP program to the relatively narrow bureaucratic/administrative function of processing paperwork rather than designing and implementing a substantive program.

In other states visited, the agency administering STOP funds has a history of involvement in the substantive issues of violence against women and sometimes was the host agency to a state-level domestic violence task force or other long-term planning and policy mechanism. However, agencies of this type tended, in the states visited, to be relatively new to block grant administration. Their issues are the opposite of those just described for the grants administration agencies. They know the violence against women issues well, often are very strong planners and policy developers, and can give subgrantees substantive advice about improving service to victims and guidance in program issues, but they have less experience doing the necessary paperwork and are less connected to other sources of federal and other funding for programs related to violence against women.

These visits indicated that the state STOP administrators have an enormous impact on how STOP has been implemented in the various states. State administrators interpret the program's federal guidelines and therefore decide what types of projects will and will not be funded with STOP dollars. They control the planning process, influencing whether the plans will be specific and complete, or very general. They decide whether, and how, to offer technical assistance to potential subgrantees and what types of assistance will be available. An activist state administrator helps subgrantees in many ways, as described throughout this report; a laissez-faire state administrator just lets things take their course. In some instances, the state's funding structure is regionalized and STOP funds are treated the same way, so the state administrator probably could not do much to shape the program no matter what his/her level of motivation.



The ideal scenario appears to be one in which the state STOP administrator has substantial expertise in both arenas and the STOP agency itself has substantial influence. The political power of the STOP agency, the resources available to the office, the respect it commands from other state offices, the governor, the legislature, and the victim community all affect the impact of the program in the state. However, the "right" agency will be different in each state; site visits reveal that the qualities of the agency and the administrator are the important factors, not the specific type or location of the agency.

Within-State Coordination

Duplication of services and "reinvention of the wheel," which often occur when statewide communication and coordination are low, have been issues in some states. For example, in some states numerous agencies develop similar protocols simultaneously, rather than developing one statewide protocol that can be adapted by each community to its own needs. In the State STOP Administrator Survey, we asked coordinators if they were addressing this issue and, if so, in what ways.

Of the 17 state STOP administrators who answered this question, all said that they were engaged in some type of activity to help their subgrantees avoid duplicating one another's efforts. Four states had set up a committee or commission to facilitate statewide collaboration and six held some type of statewide meeting. Three states developed some type of statewide protocol with the expectation that subgrantees would adapt it to their own needs. Four states printed some type of written guide or manual, including a manual for all district attorneys, a Best Practices Manual for domestic violence response, a newsletter for victim advocates, and a guide for prosecuting sexual assault cases. Two state coordinators said that they themselves were, in effect, the tool for preventing reinvention—they were familiar with all of the projects in the state and if subgrantees needed assistance, the coordinators would put them in touch with others who were doing the same thing, or the coordinators would prevent duplication by not funding a project if they knew similar efforts were already under way.

Although these 17 states were engaged in some activity to avoid duplication of efforts, it is unclear whether the other state administrators do so. Only half of all subgrantees in the Subgrants Overview Survey indicated that they had received such help from their state STOP administrator. Further, most states do not appear to have formal channels or networks through which subgrantees can assist each other with mutual issues or problems. While three-quarters of all subgrantees in the Subgrants Overview Survey had contact with other STOP projects—much of it through general information sharing—this contact was often initiated by subgrantees and not by state STOP administrators. However, 70 percent of all subgrantees



in the Subgrants Overview Survey did come into contact with subgrantees from other agencies at regional and statewide training conferences.

Most respondents to the Subgrants Overview Survey (90 percent) reported receiving some type of assistance from their state STOP administrator. Most commonly, state STOP administrators provided subgrantees with help filling out reporting forms and complying with regulations. However, state STOP administrators also provided help with proposal development, feedback on unfunded proposals, and technical assistance to approximately 50 percent of all subgrantees who responded to this question. Only 38 percent received help with project evaluation. A number of subgrantees mentioned that they did not receive certain kinds of help because they had not requested it, not because their state STOP administrator could not provide it.

Site Visit Findings

The actual logistics of the funding process have been problematic for many states. State administrators complained about the timing of federal announcements of available funds, the actual disbursement of funds, and reporting requirements. But state agencies still have problems with the length of time between their award notification and actual receipt of the funds from VAWO. A complicating factor for subgrantees is that state budget/fiscal years are often different from the federal funding cycle, resulting in additional delays. More than one subgrantee talked about having to provide funds for STOP programs out of their general budgets, reimbursing themselves once the STOP funds finally arrived.

Another set of funding-related issues from the state STOP administrator perspective centered around the logistics of "running" multiple funding years simultaneously. The states visited have difficulty meeting the federal requirement that money must be spent within two years of receipt by the state. Because of the time lag (usually two or three months) between federal award and federal release of funds, the delays created by state bureaucracy before state agencies can spend funds received, and the short lead time between the time when states issue their RFPs and when proposals are due, many subgrantees in many states have not been able to get their programs up and running within VAWA's time frame. No-cost extensions are the norm. Several state STOP administrators noted that this has led to situations where their office is "running" three grant years simultaneously. Subgrantees also stressed that programming continuity and multiyear planning were made difficult because they get little advance notice that they will receive continuation grants for already-funded projects.

On site visits, state STOP administrators objected to what they perceived to be a federal requirement that VAWO review and approve key state agency personnel (key staff only) hired with STOP funds.



Although VAWO does put this requirement on discretionary grants, it does not do so for formula grants such as STOP. State administrators may have had issues with federal review of hiring decisions related to other grants they have received through VAWO or other Department of Justice agencies, but this would not have happened with the STOP formula grants.

State administrators described their perceptions of the services they received from the Violence Against Women Office. Topics included program content, application kits, publications, conferences, technical assistance, and general likes and dislikes relating to VAWO services. State administrators gave answers based on satisfaction scales and were encouraged to offer comments on any subject.¹ Almost every administrator answered this section completely.

State Administrator Satisfaction with VAWO and OJP Technical Support

The STOP grant administrators generally were satisfied with VAWO services and with the STOP program itself (see Figures 8.2 and 8.3). They did, however, express concerns in particular areas and offered some suggestions for improvements.

Satisfaction with VAWO Reporting Requirements

The majority of respondents (86 percent) either agreed or strongly agreed with the statement that the reporting requirements are reasonable. There were some negative comments, however, which generally related to (1) guidelines and feedback from VAWO on reporting; (2) the actual forms and the data required in order to complete them; and (3) the electronic submissions process.

Satisfaction with Allowed Use of Funds

Respondents were more divided on the question of whether they were satisfied with the allowed uses of STOP funds. Sixty percent were either satisfied or completely satisfied, 34 percent were dissatisfied, and 6 percent were completely dissatisfied. Sixty-five percent of respondents reported that there is an area in which they would like to use STOP money but it is outside the permitted uses. Most responses fell into four categories: children's issues (17 respondents or 34 percent), civil justice issues (9 respondents or 18 percent), prevention/education (9 respondents or 18 percent), and a desire to deviate from the current 25/25/25 split (9 respondents or 18 percent).

Six administrators said that they appreciated the flexibility allowed by the program, including the ability of states to fashion their own program based on their own needs and the flexibility in how and when the money is used.

Satisfaction with VAWO Application Kits

Experiences with the VAWO grant application kits were overwhelmingly positive, with respondents agreeing or strongly agree-



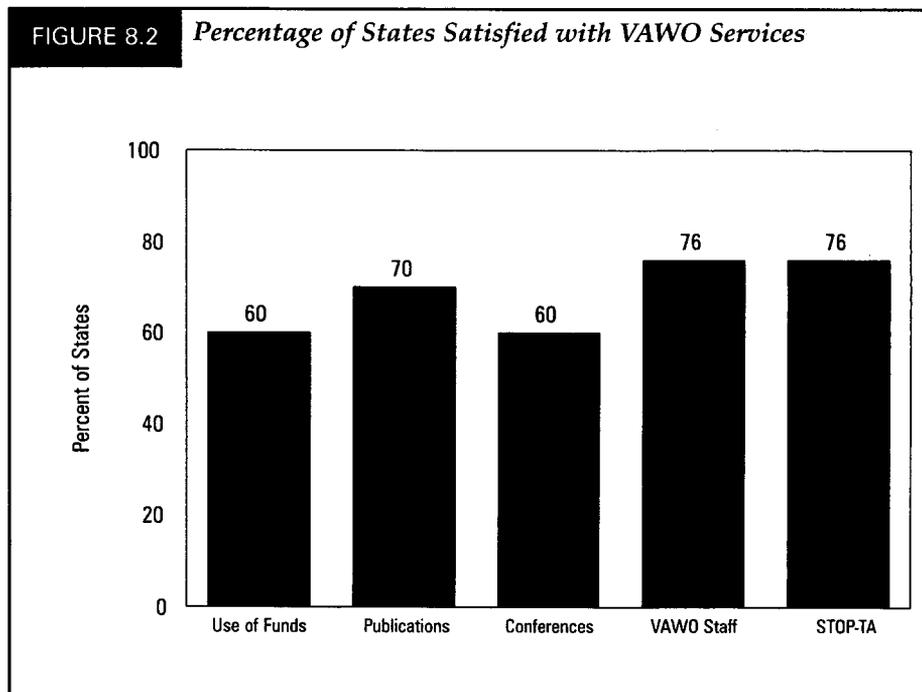
ing that it is easy to receive application kits (94 percent), the directions in the kits are clear (98 percent), and it is easy to receive help with the kits (94 percent). There were very few comments on application kits. Two states mentioned that they would like to be sent enough discretionary award kits to distribute to all of their subgrantees.

Satisfaction with VAWO Publications

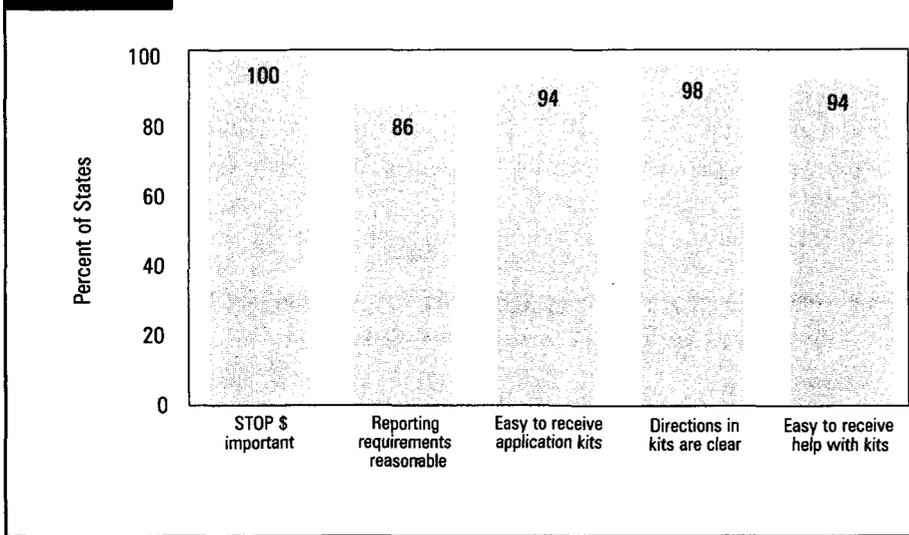
The state STOP administrators were asked about their satisfaction with VAWO publications, including the Evaluation Guidebook and the annual STOP reports from the Urban Institute, and the Promising Practices Manual from the STOP-TA Project. While the majority of respondents were satisfied with publications, almost 30 percent were either dissatisfied or completely dissatisfied with publications. Very few comments were offered to provide insight on this matter, but two respondents stated that they had not received any of the publications and two said that the materials were not as helpful as they had hoped they would be.

Satisfaction with VAWO Conferences for State Administrators

Conferences discussed in the survey were the regional meetings convened by the STOP-TA Project; the March 1998 State Administrators Meeting in Washington, D.C., convened by VAWO; and the Full Faith and Credit Meeting convened by the National Council of Juvenile and Family Court Judges. A reasonably high percentage of respondents (over 40 percent) were either dissatisfied or completely



Source: SSA Survey, N = 54.

FIGURE 8.3 *Percentage of States Agreeing with Statements*

Source: SSA Survey, N = 54.

dissatisfied with the conferences. Responses tended to vary depending on the conference mentioned; six respondents specifically mentioned that their level of satisfaction differed for each conference. All five of the administrators who mentioned the State Administrators Meeting said they were disappointed by it, with two saying that they expected it to cover more complex policy issues. But the five respondents who mentioned the Full Faith and Credit Meeting found it extremely worthwhile, using words such as “fabulous,” “wonderful,” and “outstanding” to describe it.

In all, seven states commented on their dissatisfaction with conferences, and two of them asked that the states be given more input regarding the types of issues that are covered at the conferences. Two suggested reserving a small block of time at every conference to go over the basic administrative issues (e.g., when things are due, what information is required, how to fill out forms, etc.). On the positive side, three states mentioned that they were happy that VAWO provided conferences.

Satisfaction with VAWO Technical Assistance

Respondent opinion was divided on the performance of grants managers and other VAWO staff. While the majority of administrators (76 percent) were satisfied with their grants managers, 24 percent were dissatisfied or completely dissatisfied. The most often cited reason for dissatisfaction was the lack of a timely response to questions and requests from the managers (13 respondents). Some complained that their grants manager was hard to reach and that he or she did not return phone messages or answer letters. Because a lack of prompt response was the only negative comment offered about the grants managers, it is likely that all of those who respond-



ed that they were dissatisfied had experienced some sort of delay in response from their specific manager.

However, 30 different states said positive things about the VAWO staff at some point in the survey, highlighting the responsiveness, dedication, and accessibility of various staff members. In addition, there were 27 positive comments (some states made more than one positive comment) regarding the VAWO staff in general, with four administrators specifically mentioning the grants managers.

Recommendations

- **VAWO should provide more assistance to states and subgrantees in grants management issues.**

State STOP administrators routinely voice their desire for more direction, guidance, and skill-building around grants management. Some states appear to use their funding more effectively than others. The expertise of the state STOP administrator in all aspects of grants management emerges as a major factor in how smoothly the funds are awarded, disbursed, and spent. When states are not distributing their full entitlements, it makes sense for VAWO to offer assistance in finding solutions that meet federal requirements and also allow all available funds to be spent. Subgrantees may also benefit from outside assistance in identifying, procuring, and coordinating grants from multiple funding sources.

- **VAWO and state STOP administrators should promote more proactive cross-pollination and sharing of ideas, approaches, and materials among programs within and across states.**

Responsibility for this issue lies with both the state STOP administrators and VAWO. Even within states, and certainly between them, we often heard of more than one group "inventing" the same "wheel." There is clearly a place for varied approaches and solutions that leave room for creative innovations, but all too often STOP seems to be funding very similar processes that could be streamlined by a simple sharing of ideas and procedures.

Note

1. State STOP administrators rated services in two ways: (1) they were read statements and said whether they "strongly agreed," "agreed," "disagreed," or "strongly disagreed" with them; and (2) they were asked to rate their satisfaction with services on a scale of 1 to 5, where "1" represented "complete satisfaction" and "5" represented "complete dissatisfaction."

Continuing Evaluation of STOP

In October 1996, the National Institute of Justice (NIJ) awarded four grants to extend the evaluation of the STOP program's accomplishments. Each of these four grants focus on specific purpose areas for which STOP funding may be used, and they complement the scope of the Urban Institute's evaluation activities. The four purpose area grantees and their special focuses are:

- Institute for Law and Justice, Washington, D.C.; Tom McEwen, Project Director. Subject: law enforcement and prosecution activities under the STOP purpose areas of (1) training, (2) special units, (3) policy development, and (7) stalking.
- National Center for State Courts, Williamsburg, Virginia; Susan Keilitz, Project Director. Subject: data collection and communication projects under the STOP purpose area of (4) data and communication systems.
- American Bar Association, Washington, D.C.; Barbara Smith, Project Director. Subject: impact of victim services on victim outcomes, under the STOP purpose area of (5) victim services.
- Department of Indian Affairs, University of Arizona, Tucson, Arizona; Eileen Luna, Project Director. Subject: activities of Indian tribes receiving STOP-funded Indian Tribal Grants under the STOP purpose area of (6) Indian tribes.

In their second year, the purpose area evaluations have accomplished a great deal. This chapter presents summaries of second-year activities and indicates the availability of published reports.



Institute for Law and Justice: Law Enforcement and Prosecution¹

The Violence Against Women Act of 1994 establishing the STOP program set up several purpose areas focused on improving the practices of law enforcement and prosecution agencies in cases of battering and sexual assault. VAWA identifies training, special units, and development of new policies and procedures as three purpose areas for which STOP funds can be used to further the Act's objectives.

The Institute for Law and Justice, Inc. (ILJ), is conducting an evaluation of law enforcement and prosecution subgrants awarded under these STOP purpose areas. Under this grant, ILJ is engaged in (1) determining the scope of police and prosecutor projects funded under VAWA, (2) assessing the statutory environment in which domestic violence and sexual assault criminal justice initiatives are undertaken, (3) conducting process evaluations of 10 to 15 grantee projects, and (4) conducting impact evaluations of 5 or 6 projects chosen for their potential for being model projects.

Not all grants to police and prosecution agencies are included in this evaluation.² Instead, ILJ is limiting itself to evaluating grants that are directed at how agencies directly respond to violence against women. Nonetheless, the purpose areas of grants under ILJ's examination included the great bulk of the 1,136 subgrants identified by the subgrantees³ as involving law enforcement or prosecution components. ILJ's subgrant focus included:⁴

- Special law enforcement, prosecution, or joint special units (355 subgrants);
- Development of new training programs and materials for law enforcement and prosecution staff (635 subgrants);
- Stalking programs (70 subgrants); and
- Development of agency policies and procedures for handling domestic violence or sexual assault complaints and cases (379 subgrants).

Special law enforcement/prosecution units typically entail hiring new staff or assigning existing staff to a specialized unit responsible for enforcing domestic violence or sexual assault laws. In most instances, these specialized units did not exist before the STOP grant. In some instances, the specialized unit handles all relevant cases referred to the agency, while in others the special unit handles



only the most serious cases (where their expertise and reduced case-load are most beneficial).

Training programs for police and prosecution include projects that directly provide training services, those that develop training curricula, or both. A special ILJ survey of state prosecution agencies indicated that most statewide prosecutor training on violence against women topics was funded by STOP.

Stalking projects include establishing special units directed at stalking crimes and training police and prosecutors to identify and prosecute stalking.

Policy development includes establishing new agency policies and procedures for responding to domestic violence and sexual assault crimes. In many instances, policy development is part of a larger package of agency initiatives that includes special units and training in policy implementation.

The initial ILJ award was effective October 15, 1996, for a 24-month period. A supplemental grant extends the evaluation effort until October 2000. This report covers activities and key findings under the grant award from January through December 1998.

Of the four ILJ grant objectives listed above, the first (determining the scope of police and prosecution grants) was completed in 1997 for FY 1995 grants. This survey was replicated for FY 1996 grants in 1998, but analysis is not yet complete. In addition to the subgrantee survey, ILJ's evaluation continued its review of the legislative environment and initiated the process and impact evaluations. Further, in response to a perceived need to bring order to the rapidly growing Internet resources, ILJ established comprehensive Web linkage sites for domestic violence and sexual assault as an additional task.

Activities in Grant Period

The study's primary achievements in 1998 under the grant include:

- Update of the legislative reviews of state statutes related to violence against women, including both domestic violence and sexual assault. A new report on 1998 legislation was also prepared.
- Revision and expansion of its Internet Web links. The domestic violence links page was revised to include over 450 sites. A new sexual assaults links page, consisting of over 250 sites, was added to the ILJ Web pages.
- Ten projects have been identified for process evaluation. Preliminary site work has been initiated at these sites. In two sites where training is the primary grant activity, impact evaluation has also begun.



Legislative Updates

ILJ's legislative reports are intended to provide important contextual information for identifying and selecting sites for process and impact evaluation. Thus, the ILJ report on domestic violence legislation provides a state-by-state review and analysis of state legislation relating to prosecution of domestic violence cases. This report includes a review of state laws relating to:

- Criminal laws making domestic violence a separate offense (30 states);
- Marital rape laws (14 special state laws);
- Stalking laws (50 states and the District of Columbia);
- Civil protection orders authority in domestic violence and stalking cases and enforcement of these orders by police and prosecution (50 states and the District of Columbia);
- Mandatory and discretionary arrest laws for misdemeanor domestic violence offenses (49 states and the District of Columbia), including requirements for establishment of model state and local policies and procedures (19 states);
- Police reporting of domestic violence incidents and related duties (35 states and the District of Columbia); and
- Police (30 states and the District of Columbia) and prosecution (7 states) training requirements for handling domestic violence cases.

The report also includes a synthesis of the best legislative elements among the 50 states; it uses Pennsylvania law as a model for application of this listing to evaluate the comprehensiveness of state laws to reduce domestic violence. The report is current as of November 1998 in a law review article format. The article and a simpler chart-based paper are available at ILJ's Web page.

A second paper on sexual assault laws that was developed in 1997 was revised with the assistance of a legal intern from American University's Washington College of Law. This paper identifies some key policy areas, including:

- DNA database establishment for sexual offenders and other offenders (50 states);
- Sexual offender registration laws (50 states);
- HIV testing of offenders charged with (or convicted of) sexual assault (46 states);
- Governmental payment of costs of rape examinations (41 states);

- Sexual assault counselor privilege (26 states); and
- Rape shield laws limiting use of victim's history as evidence (46 states).

The revision of the sexual assault legislation paper is not yet available. The 1997 review is available at ILJ's Web page.

Staff also reviewed 1998 domestic violence and sexual assault legislation in the District of Columbia and in the 44 states whose legislatures met this year. This review has been used to keep the domestic violence and sexual assault legislative papers current and is available as a stand-alone document available at ILJ's Web page. Some of the more interesting findings from the 1998 legislative review included the following:

- There were over 150 new laws enacted that were directed at violence against women. Ninety-six of these laws were aimed at reducing sexual assaults, 48 at domestic violence, and 14 at stalking (several bills included provisions directed at two or more topics).
- The most common legislative enactments were those providing for sex offender registration (23 states and the District of Columbia), amending civil protection order provisions (12 states), and authorizing the establishment of DNA databases to analyze DNA samples from convicted offenders (10 states).
- Other significant legislative achievements included laws establishing domestic violence as a separate crime or increasing the penalties for domestic violence (eight states), new sexual assault sentencing laws (eight states, including four with lifetime supervision laws), and sex offender civil commitment (eight states).

ILJ has also responded to inquiries about the legislative materials from a number of sources, including the National College of Juvenile and Family Law Judges, which has a grant to review family law-related legislation annually, and the American embassy in Rwanda, which is assisting jurists there in drafting domestic violence legislation.

ILJ continues to monitor Internet activity for new Web pages devoted to domestic violence and has now identified over 450 sites related to domestic violence. The information provided at these sites continues to be of three general types. First are sites providing general information about domestic violence for the public, including information about the incidence of domestic violence, its etiology, and warning symptoms. Second are sites providing information to practitioners, including police, prosecutors, physicians, and service

Internet Links



To obtain ILJ products and access ILJ's Internet links, visit its Web site, at <http://www.ilj.org>.

advocates. The third type of domestic violence sites includes those directed at providing victims of domestic violence with information about where to obtain help. This includes addresses and phone numbers of advocacy organizations, shelters, police or prosecutor agencies' domestic violence unit staff, and hotlines. ILJ's link page to these 450-plus sites is located at <http://www.ilj.org>.

Among the more interesting practitioner-directed Web pages are:

- State task force reports (Florida, New Mexico);
- Model domestic violence policy for counties (New York);
- Model protocols for police responses to domestic violence (Georgia, Kentucky, New Jersey, Pennsylvania);
- Police training protocols (West Virginia); and
- Local police agency materials (Nashville, Santa Clara County, San Diego, Pacific Grove [California], and Portland [Oregon]).

Other worthwhile Web pages include the Michigan Judicial Institute's Domestic Violence Benchbook, Twelfth Judicial District Domestic Violence Manual, Multnomah County (Oregon) Domestic Violence Manual for victims, Missouri Bar Association manual for victims, Greater Chattanooga Coalition's Domestic Violence Education/Resource Manual, Massachusetts Medical Society physician guide on domestic violence, Canadian Psychiatric Association's Guidelines for the Evaluation and Management of Domestic Violence, and Santa Clara County's violence prevention manual for supervisors (workplace violence).

ILJ has also created a link to sexual assault Web pages, identifying more than 250 pages with sexual assault content. This page follows a format similar to that for domestic violence: policy information, national organizations, and local providers. Some of the more interesting Web pages relating to sexual assault include:

- The Florida Model Police policies;
- The rape prevention program at the University of California-Davis;
- The Connecticut Sexual Assault Coalition; and
- The Dane County (Wisconsin) sexual assault handbook for victims.

ILJ's link page to the sexual assault pages is also located at <http://www.ilj.org>.



Process Evaluation Site Selection

In the ILJ project, process evaluations serve two purposes. First, they validate the importance and appropriateness of any particular approach that local jurisdictions may have taken to reduce violence against women. However innovative or appealing a jurisdiction's project may seem on paper, that concept must be implemented before it can be tested. The process evaluation tests the degree to which a particular project has been successfully implemented. Thus the process evaluation is a key part of the methodology for identifying sites for impact evaluation. One side benefit of conducting process evaluations is the saved time and effort that would otherwise be spent in fruitless impact evaluation attempts.

Second, the process evaluations have value in and of themselves by documenting the critical components of successful projects, including both positive features to emulate and negative aspects to avoid. This allows for increased generalization of the findings from the impact evaluations and can serve as a model (or warning) for other jurisdictions implementing similar projects or approaches to reducing violence against women.

Ten STOP-funded sites have been identified by ILJ as candidates for process evaluation. One additional site that focuses on sexual assault will soon be identified. Excellence and diversity of effort have been the primary factors guiding our selection choices. Because ILJ wished to be as inclusive as possible in selecting the types of projects to be examined, among the factors considered for inclusion were:

- Projects that address either or both domestic violence and sexual assault;
- Rural projects;
- Police and prosecution special units;
- Stalking projects;
- Training of police and prosecution; and
- Policy development.

Most important, projects chosen must have demonstrated potential for affecting criminal justice response to domestic violence or sexual assault. Hence, the subgrantee projects described below are among the more innovative projects that have been funded through STOP. While other subgrantee projects might have been selected, a bias toward innovativeness would characterize any sample representative of the selective universe of STOP grants. Thus, whatever the outcomes of the process evaluations, the sites described here represent extremely viable approaches to reducing violence against women. The process evaluations will tell us whether these sub-



grants have been well implemented, and the subsequent impact evaluations will test whether these projects have achieved their goals.

The sites selected for process evaluation were chosen in a variety of ways. First, ILJ staff reviewed the Subgrantee Award Reports submitted by the subgrantees to the state grantee agencies, which forwarded these reports to the Urban Institute in Washington, D.C. ILJ staff review of potential process evaluation sites was then verified with the state STOP administrators to obtain a more local perspective of the project's activities.

Second, ILJ conducted an informal telephone survey of the state STOP administrators to gain additional suggestions for possible process evaluation sites. In both instances, ILJ staff obtained telephone agreement from the STOP-funded project leadership to possible inclusion in the evaluation. ILJ staff then undertook an initial site visit to determine the actual amenability of the site to process evaluation. Finally, in two instances, ILJ staff identified process evaluation sites by virtue of personal observation of the STOP-funded projects while they were engaged in other research at that site.

A list of the specific STOP subgrant projects that ILJ has identified for process evaluation follows (note that a single project may have several separate components):

Special Units

King County, Washington—Juvenile Court Domestic Violence/Sexual Assault Program

Manchester, New Hampshire—Domestic Violence Team Project

Mesa, Arizona—Center Against Family Violence

Stark County, Ohio—Domestic Violence Coordinated Response Team

Training

California Prosecutor Training—Violence Against Women

California Peace Officer Standards and Training (POST)—Domestic Violence and Stalking Training

South Carolina Law Enforcement Training

Michigan Prosecutor Training—Violence Against Women

Policies and Procedures

Yavapai County, Arizona—Domestic Violence/Sexual Assault Protocols



South Carolina Law Enforcement Training

King County, Washington—Juvenile Court Domestic Violence/
Sexual Assault Program

Stalking

Los Angeles District Attorney, Stalking Prosecution Unit

California Prosecutor Training—Stalking

California POST Stalking Training

The process evaluation examinations in the 10 projects detailed above indicate a number of commonalities among the more successful projects. These include:

- Successful projects show strong ties between criminal justice agencies and community-based organizations, including advocacy groups and victim service providers. Even the less successful projects often had a “successful” project component that provided a bridge between these two groups.
- Successful projects similarly had criminal justice interagency involvement (e.g., police work with prosecutors and vice versa). Many of these projects also had strong probation involvements. The greater the cross-agency involvements, the greater their impact on otherwise internal decisions such as staff assignment to the STOP project. It may be hypothesized that these ties will have significant implications for future funding decisions if federal funding ends.
- The existence of the STOP project often results in other jurisdictions calling upon the STOP project as a resource and as a model for emulation. The training projects are especially called upon to provide technical assistance to other agencies.
- Multidisciplinary training is generally looked upon with favor, but it needs to be used carefully. For example, police officers in agencies that have not fully adopted community policing principles may be estranged from the messages of victim advocates and service providers. There are fewer objections to a multidisciplinary team approach to training.

Impact evaluation must be tailored to match each project’s specific goals and objectives. At the same time, however, projects are expected to be able to show in different ways how they have affected violence against women. This may be shown through such measures as:

Some Preliminary Observations

Impact Evaluation Plans



- Increased arrests and prosecutions for domestic violence;
- Increased conviction rates for sexual assault cases;
- Increased victim satisfaction with their treatment by the justice system;
- Changes in case sentencing for domestic violence or sexual assault convictions;
- Changes in case inputs such as number of 911 calls for domestic violence; and
- Increased police referrals to service agencies.

The specific nature of the project will determine what measures will be used to test outcomes. For example, changes in law enforcement and prosecution outputs may be measured statistically for special units and anecdotally for training projects. Where system change is a project objective, measures of change may include the degree of coordination between victim service agencies, advocates, and criminal justice agencies. Victim perceptions may or may not be relevant to this objective. Change may, however, be limited to criminal justice agency change. For example, some training projects may seek to affect nonattendees through a plan to use those attending training as "models" for nonattendees.

Future Plans

Over the next six months, ILJ plans to conduct the following activities:

- Continuation of annual surveys of subgrantees to better determine what they are actually doing compared with their original application plans;
- Legal review updates for new legislation on domestic violence and sexual assault and revision of the ILJ review paper on sexual assault laws;
- Continuation of updates of the Internet links for domestic violence and sexual assault;
- Continuation of process evaluation at 10 to 12 sites for 12 to 18 months to assess changes in project activities and personnel; and
- Implementation of impact evaluations of five to six STOP-funded projects.



National Center for State Courts (NCSC): Data and Communication Systems⁵

The VAWA legislation authorizing the STOP program included a purpose area for data and communication systems, recognizing that achieving the purposes of VAWA would require improvements in the quality and technical competence of data collection and communication systems. The accuracy and utility of the information captured in data systems as well as the ability of systems to share information within and across agencies and jurisdictions are essential for effective criminal justice policy and practice to address violence against women.

The National Center for State Courts' evaluation is designed to examine and analyze the experiences of data and communication system projects funded in whole or in part by STOP grants. STOP has been used to support a variety of data-related projects. The most common types of projects funded to date are:

- Developing, installing, or expanding data collection and communication systems, including computerized systems;
- Linking law enforcement, prosecutors, and courts; and
- Identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and/or convictions for violent crimes against women.

The findings of the evaluation will provide valuable guidance for future projects that want to develop, implement, or standardize data collection and communication systems related to crimes of violence against women.

NCSC project staff are creating a descriptive typology of the STOP projects related to data collection and communication systems. Several evaluation methods are being used to develop and refine the typology, including analysis of the Urban Institute's database of STOP projects based on the Subgrant Award and Performance Reports (SAPRs) and subsequent mail and telephone surveys of relevant projects. Staff will select at least five sites for more extensive field research. On the basis of the surveys and field research, staff will evaluate the effectiveness of these STOP projects and will examine, document, and report:

- Obstacles to implementation and methods used to overcome them;

Evaluation Methods



- Policy, operational, and technical issues related to data integration and coordination among law enforcement, prosecution, courts, corrections, victim services, and other sources of data; and
- User satisfaction with the data and communications systems.

Evaluation activities of the NCSC are coordinated with those of the other STOP grant evaluators. In addition, project staff are collaborating with the Vera Institute of Justice, which is providing technical assistance to grantees under the Grants to Encourage Arrest program.

During the first phase of the evaluation (1996–98), the NCSC gathered critical contextual information about the current landscape of data collection and communication systems addressing violence against women that was needed to assess the impact of various STOP grant projects. This information was reported in the 1997 Annual Report. Staff also investigated the scope of projects being funded by VAWA STOP grants, which is summarized in Section II, below. Many STOP grant-funded data and communication systems are still under development, however, so it was premature to evaluate their impact on reducing violence, improving victim safety, and increasing the capacity of communities to address violence against women in the first phase of the evaluation. The Phase II evaluation will be critical to measuring this impact and ensuring that STOP funds promote the most effective measures to stop violence against women.

1998 Evaluation Findings: Analysis of STOP Data Collection and Communication System Subgrants

During 1998, the NCSC conducted an analysis of the Urban Institute's database of FY 1995–98 subgrant projects (current as of September 1998) that noted some activity related to developing new or expanding existing data collection and communication systems.

Data Collection and Communication System Projects. Three hundred and twenty-one subgrants indicated that their subgrant purpose relates to data collection and communication systems. Of this group of subgrants, 120 (37 percent) stated that the project funded a new data collection and/or communication system, 157 (49 percent) stated that the project would create enhancements to an existing system, and 44 (14 percent) reported a combination of activities.

Funding Categories. Nearly half of the data subgrants falling at least partially in the law enforcement funding category (108, or 34 percent) reported that all of the project funds came from the law enforcement funding category, and 38 (12 percent) were some combination of law enforcement and other categories. Sixty-seven (21 percent) of the projects are funded exclusively from the victim service category and 46 (14 percent) from the prosecution category.

Geographic Scope of Subgrant Projects. Half of the data projects reported that their scope was countywide. Fifty-eight (18 percent) reported a statewide scope, and 57 (18 percent) were local.

Subgrant Focus Areas. The primary focus area for these data subgrants is domestic violence (174, 54 percent). The combined focus areas of domestic violence and sexual assault also are being prioritized by many subgrants (59, 18 percent). Forty-four subgrants (14 percent) are focusing exclusively on sexual assault. Thirty-three of the projects (10 percent) focus on stalking, but only in combination with domestic violence and/or sexual assault.

Funding Levels. Analysis of actual funding devoted to data collection and communication system projects is not possible using the Urban Institute data because the SAPR does not specify the amount of funding for data/communication activities. However, the total STOP funding level for subgrants that report having some data/communication system activity suggests that most of these projects receive \$20,000 or more (253, or 79 percent). Sixty-six subgrantees (20 percent) reported over \$100,000 in funding for their initiatives. The highest level of funding reported was \$1,224,220. Only 67 (21 percent) of the projects fall below the \$20,000 level. The average project cost (considering only those subgrants greater than or equal to \$20,000) was \$84,205, with median STOP funding of \$51,000.

Level of Activity in the States. Several states have numerous subgrants that involve a data collection or communication system component. The high number of reported projects in some of these states is to be expected because of the greater amount of STOP dollars available in larger, more populous states (e.g., California, New York, Florida, Pennsylvania). The level of activity in some of these states, however, warrants further investigation in future stages of the research (e.g., Iowa [with 12 projects], Maryland [17 projects], North Dakota [16 projects], Tennessee [22 projects], and West Virginia [13 projects]). Preliminary analysis of the SAPR data revealed only limited information about possible coordinated statewide data collection and/or communication system initiatives that may be active in these locations. For instance, nearly all the data collection/communication projects in North Dakota are funding domestic violence initiatives in police and sheriff's departments.

Full Faith and Credit. The issue of full faith and credit for protection orders holds particular relevance to data collection and communication system projects. One of the key means of addressing and facilitating full faith and credit is the development of systems that facilitate verification of protection orders across different jurisdictions both within a state and across state lines. An analysis of the data collection and communication system subgrants indicates that 81 of the subgrants are addressing enforcement of protection orders issued by other jurisdictions within the state or by other states, with 64 addressing both intrastate and interstate enforcement issues.



Preliminary Results of Mail Survey

Data collection and communication system projects cover a broad spectrum of activities—from purchasing communication equipment (such as a fax machine or computer) to developing complex integrated communication systems between various agencies. After an initial analysis of the data available from the Urban Institute SAPR database, the NCSC staff recognized a need to collect additional basic information from all of the subgrants reporting data collection and communication system activities. This more detailed information was essential to creating a comprehensive typology of the types of activities STOP funds were funding as well as to better assess projects that would be appropriate for follow-up surveys and further evaluation.

Project staff distributed a one-page form to solicit more detailed information about how the STOP funds are being used for data collection or communication system projects, with which agencies can share or transfer information electronically, and other sources of funding (e.g., Grants to Encourage Arrest, National Criminal History Improvement Program, Community-Oriented Policing). To date, surveys have been distributed to all 321 reported projects, and 151 surveys have been returned (a response rate of 47 percent).

The data received from the initial mail survey will be used to select subgrants for more in-depth telephone surveys and site visits. The NCSC prepared a draft of a telephone interview protocol to solicit additional information from these subgrants that will be piloted in January 1999.

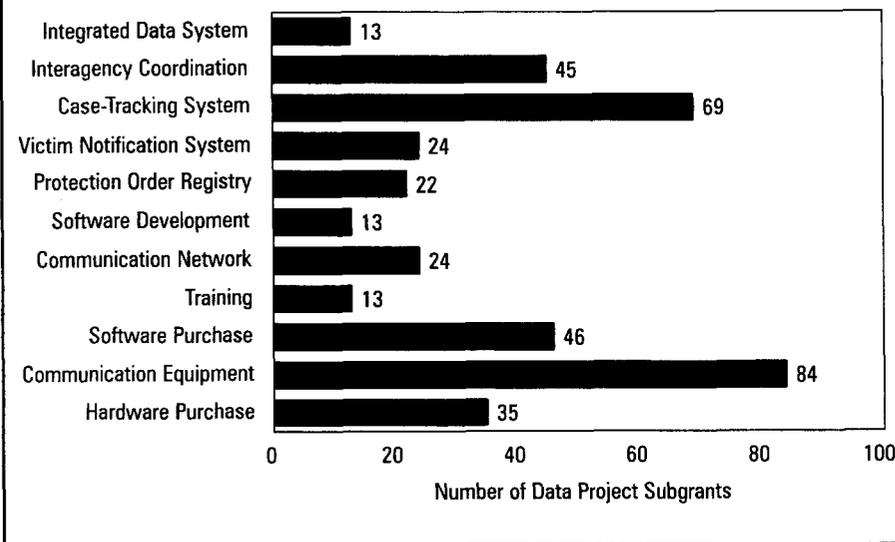
The subgrants that responded to the survey are representative of the universe of data collection and communication system subgrants in terms of total federal funding; geographic scope (i.e., local, county, regional, state); focus area (i.e., domestic violence, sexual assault, stalking); and funding category (i.e., law enforcement, prosecution, victim services).

Types of Projects. The survey results confirmed the wide variation among the types of data collection and communication system projects that STOP funds are supporting. Figure 9.1 shows the number of subgrants reporting activities for each type of project listed on the survey. Each responding subgrant may have reported more than one type of project. In many instances, STOP subgrant funds are being used to purchase the fundamental prerequisites necessary to develop data collection and communication systems, such as computer hardware and software. The development or improvement of case-tracking systems also was a common activity. Forty-five subgrants reported interagency coordination and planning for integrated data systems, but only 13 subgrants actually are implementing such a system.

Ability to Share Data. The survey also asked with which agencies, if any, the subgrant agency could share or transfer data electronic-

ally (see Table 9.1). Most of the respondents replied that they currently could not share or transfer data with any other agencies. Among those agencies with which data could be shared, the most frequently reported were local law enforcement, prosecution, and state law enforcement.

FIGURE 9.1 *Types of Data Collection and Communication System Subgrants*



Other Funding Sources. The final component to the survey sought information about the extent to which other sources of funding also were supporting the data collection and communication system projects. The data show that a number of projects are using state and

local funds in conjunction with the STOP funds. Thirty-eight of the responding subgrants reported receiving other federal funds to support their data collection and communication system projects (including Victims of Crime Act [30], Grants to Encourage Arrest Policies [7], and NCHIP [1] funds).

TABLE 9.1 *Subgrantee Agencies' Ability to Transfer Data Electronically*

Agency with Which Information Can Be Shared	Number Responding
None	72
Local law enforcement agency	44
Prosecutor	34
State law enforcement agency	30
Courts	28
Corrections agency/jail	23
Probation	16
Other victim services	12
Shelter(s)	11
Federal law enforcement agency	9
Sexual assault crisis center	8
Hospitals	3

Targeted Project Types. One focus of the NCSC's evaluation is on the development of protection order registries, victim notification systems, and

case-tracking systems. Several issues of interest were related to these project types, including (1) what other types of activities are subgrants undertaking in combination with these project types and (2) with what other organizations are agencies supporting these project types sharing data? As might have been expected, well over half of the subgrants in each of the three types of projects reported that they used funds to buy equipment (e.g., hardware or software). High proportions of the subgrants reporting registry projects also are focusing on case tracking (16) and interagency coordination activity (15). Sixteen of the victim notification system projects also report case-tracking project activities. In addition to registry and victim notification systems, the case-tracking projects most often report other activities in interagency coordination (28). Seventeen of the case-tracking projects also reported training activities.

Subgrantee agencies developing registries most frequently report sharing data with law enforcement (11). Twelve agencies developing victim notification systems reported sharing data with prosecutors. Similar to the registry and victim notification projects, the case-tracking projects frequently reported the ability to share data with law enforcement (23) and with prosecutors (19). Nineteen of the case-tracking projects reported sharing data with corrections.

Another important element of the evaluation is an assessment of the impact of STOP funds on the development of integrated data systems. Only 13 subgrants reported data collection and communication system activities to implement an integrated data system. Four of these projects are statewide in scope (Kansas, Rhode Island, Iowa, and New Jersey), one is regional, five are at a county level, two are being implemented at a local level, and one reports an "other" level. All but one of these integrated data system projects focus on domestic violence, and five also focus on sexual assault. None of the integrated systems focus on stalking. Six of the integrated data system subgrants target underserved communities (including five targeting rural areas). Several also will use state and/or local funds to support their projects, and five of these subgrants receive VOCA funding as well.



University of Arizona: Indian Tribal Grants⁶

The primary purpose of the STOP Violence Against Indian Women Discretionary Grants Program, hereinafter referred to as the Program, is to reduce violent crimes against Indian women. The Program provides federal financial assistance to Indian tribal governments to develop and strengthen the response of tribal justice systems to violent crimes committed against Indian women, and to develop and enhance services provided to Indian women who are victims of violent crimes.

The Program recognizes that reducing violent crimes against Native women and enhancing their safety necessitate the coordination of all tribal justice system components and community service providers. The program therefore requires a coordinated and integrated approach involving a partnership between the components of the tribal justice system responsible for handling cases involving violent crimes committed against Indian women and the nonprofit, nongovernmental service providers who assist Indian women victims of domestic violence and sexual assault. To ensure the development of a coordinated approach, VAWA requires that at least 25 percent of the total grant award be allocated, respectively, to law enforcement, prosecution, and nonprofit, nongovernmental victim services programs.

The Program offers an opportunity to learn about promising approaches and practices used by various tribal justice systems and Indian victim service programs in preventing violence against Indian women and assisting Indian women victimized by violent crimes. Currently, few resource materials exist that describe Indian programs addressing violence against Indian women. The Program therefore requires tribal governments that receive grants to develop a product describing their respective projects that can be shared with other tribal governments. The products generated through the Program will become part of a package of resource materials available to tribal governments in the succeeding years of Program implementation.

To ensure that Indian tribes have access to STOP funds for the purposes mentioned above, VAWA sets aside 4 percent of STOP funding every year for Indian tribal governments. Tribes can receive funding for STOP grant programs either directly or indirectly through state subgrants, and may apply individually or as consortia of intertribal groups. Fourteen tribal groups, including three tribal consortia, received grants for such programs from FY 1995 STOP funds.

Purpose of the STOP Grants for Indian Tribal Governments



Purpose of the University of Arizona Indian Tribal Grants Evaluation

In September 1998, the Tribal Law and Policy Program at the University of Arizona (TLPP) completed a two-year evaluation of the 14 tribal grant programs funded with FY 1995 STOP funds. The evaluation had three primary goals:

- To develop a basic understanding of the cultural and legal contexts of reducing violence against women among Indian tribes;
- To evaluate the effects of tribal programs aimed at reducing violence against Indian women and to identify and report on the most promising practices that enhance the safety of women; and
- To recommend improvements to existing programs and assist in developing effective new programs for tribes to reduce violence against women.

Evaluation Methods

TLPP used the case study approach to understand developments in the 14 tribal groups that received FY 1995 STOP funding. The research had four distinct methodological phases. In Phase I, significant historical and legal research was done regarding each of the 14 tribal grantees funded in FY 1995. TLPP requested and obtained documents from each of the 14 tribal grantees. These documents included (1) STOP grant progress reports, (2) financial records tracking STOP grant spending, (3) narrative reports outlining first-year activities, (4) reports outlining the implementation of the STOP grant, (5) copies of tribal codes regarding domestic violence and sexual assault, and (6) copies of tribal police and prosecution protocols regarding domestic violence and sexual assault.

Phase II of the research involved site visits to the 14 tribal grantees. Site visit time was spent interviewing the people who work, either directly or indirectly, with STOP grant programs. At most locations, police chiefs, police officers, victim advocates, tribal judges, prosecutors, victim service providers, and grant coordinators were interviewed. In some locations, client contacts were also made. The interviews helped paint an overall portrait of programs to address violence against Indian women and various issues at each location (all 14 projects focused on domestic violence rather than sexual assault). Phase II also included a survey of the 14 tribal grantees that gathered more data to help complete the portrait of domestic violence programs and issues within each of these tribal groups.

Phase III of the research involved analyzing all of the Phase I and II data. Internal post-site visit reports summarized the data gathered from each tribal group. In Phase III, the data from the surveys obtained from the 14 tribal grantees to receive STOP funds in FY 1995 were also analyzed and summarized.



During Phase IV, TLPP drafted a final report that summarized data, assessed the strengths and weaknesses of the various program components utilized by the tribes, and made recommendations for future tribal STOP grantees.

American Indian governments face an array of legal challenges with which no other group in the United States must contend. It is necessary from the outset to briefly explain two extremely important jurisdictional issues facing a number of tribal STOP programs. Public Law 83-280 (P.L. 280) and the concepts of full faith and credit and comity are legal and legislative issues that a number of FY 1995 tribal STOP grantees faced in developing and implementing their STOP programs.

P.L. 280, passed in 1953 and amended in 1968, established limited state jurisdiction over civil and criminal acts in Indian country without abolishing tribal jurisdiction. Therefore, in those states that have assumed jurisdiction under P.L. 280, the powers to govern are concurrent between the tribes and the state. P.L. 280 was altered with the passage of the 1968 Indian Civil Rights Act (ICRA), which contained a provision requiring tribal consent before a state could assume jurisdiction in Indian country. Essentially, ICRA prevented states after 1968 from unilaterally assuming jurisdiction in Indian country, but those states that had acted on P.L. 280 between 1953 and 1968 retained jurisdictional authority over tribes. Given this, tribes in states that assumed jurisdiction under P.L. 280 often do not have fully developed tribal court systems or tribal police units.

The effect of this reality on Native women living in P.L. 280 states is twofold. First, tribes often have no voice in the development or implementation of domestic violence codes and protocols for state and local law enforcement exercising jurisdiction over Indian lands. Second, the absence of tribal criminal justice departments in P.L. 280 states can result in denying Native women access to protections afforded other women by state domestic violence law. The lack of tribal criminal justice departments such as tribal police departments, prosecution offices, or probation departments creates a forced dependency of the tribal community on county departments. If the county government fails to provide adequate services to the tribe, Native women of that community are left to confront the violence of a batterer alone without the protection or assistance of criminal justice agencies.

Full faith and credit and reciprocity have emerged as significant jurisdictional issues in domestic violence cases for many of the 14 FY 1995 tribal STOP grantees, particularly with reference to protection and/or restraining orders. While VAWA refers to full faith and credit, that terminology has not been uniformly extended to treatment of tribal court orders and judgments or by tribal governments to the orders of another court. As pointed out in *Cohen's Handbook of Federal Indian Law* (1982 edition):

Jurisdictional Context for Tribal STOP Grants

The full faith and credit clause of the Constitution applies of its own force only between the states, but Congress has extended its application to require "the same full faith and credit in every court within the United States and its Territories and Possessions as they have by law or usage in the courts of such State, Territory or Possession from which they are taken." Whether this statute includes Indian tribes has resulted in conflicting decisions of state courts (385).

Since the issue of whether Indian tribes qualify under the full faith and credit clause of the Constitution is at issue, the judicial principle of comity has been deemed by many to be a more appropriate legal assertion. Comity, which has its origin in international law, is the courteous recognition of the laws and judicial decisions of the courts of one state or jurisdiction by another state or jurisdiction. However, comity, unlike full faith and credit, cannot be claimed as a right, but only as a favor or courtesy.⁷ Thus, little recourse exists for a Native woman victimized by a domestic violence perpetrator when an off-reservation law enforcement agency fails to recognize and enforce a tribal court order. In some parts of Indian country, as unfortunately with many states, the failure to recognize the orders of the courts of another sovereign is a significant challenge.

Major Findings and Recommendations

The ultimate goal of any program aimed at reducing violence against women is to develop and enhance systems that increase the safety of women. The case studies of the 14 grantees revealed an array of promising practices. The following is a summary of findings from the TLPP Evaluation draft final report. Because the STOP program requires grantees to adhere to funding purpose areas (law enforcement, prosecution, victim services), the following summary of findings reflects these areas.

Victim Service Findings

- One of the most significant developments in response to domestic violence in tribal communities has been the creation of grassroots crisis intervention services by and for Indian women. Typically located within the tribal communities, these programs have a strong emphasis on community organization and public education. While many of these programs struggle with inadequate financial support, they endure in part because they are grounded in a community-based approach to problem solving.
- Good working relationships between programs providing services to Indian women, such as battered women's shelter programs and tribal justice systems, as well as the support of tribal leaders and tribal governments, facilitated the successful coordination and integration of tribal responses to domestic violence. By providing direct crisis intervention services, educating tribal communities, and publishing cul-



turally relevant resources, STOP-funded tribal agencies are enhancing the safety of Indian women and educating their communities.

- Advocates, one of the most effective components in a network designed to respond to violent crimes against women, are successfully helping Indian women navigate through the tribal criminal justice and social service systems.
- Safehouses provide a safe and culturally compatible emergency shelter for assisting battered Indian women.
- Grantees with formalized arrangements between tribal criminal justice programs and programs providing emergency and advocacy services to Indian women respond more consistently to violent crimes against women.
- Programs that enhance a coordinated response to incidents of domestic violence are successfully increasing community and agency awareness.

Law Enforcement Findings

- Jurisdiction is one of the most significant issues facing tribal police units in their response to incidents of violence against Native women. Specifically, the absence of full faith and credit or comity agreements with surrounding jurisdictions compromises the safety of battered Native women and allows offenders to commit crimes against women with relative impunity. A number of the 1995 tribal grantees have alleviated these problems by creating agreements or memoranda of understanding with surrounding jurisdictions.
- Tribal police domestic violence response protocols ensure involvement of officers in a consistent manner and improve collaboration with other tribal agencies. Informal police policies work well in some tribal communities but are subject to the voluntary cooperation of police leadership and that of individual officers.
- Some tribal grantee law enforcement agencies use training opportunities to improve cooperation and working partnerships with nontribal police.
- Involvement of tribal law enforcement in working partnerships or task forces has improved police response to violence against women. In areas where they are involved in these groups, police officials are active in the development of codes and procedures regarding the response to violence against Native women. In contrast, where police are not involved in these working groups, police response is less consistent.

- STOP-funded police training has improved tribal law enforcement response to violence against women. Arrests are increasing as a result of training on newly enacted domestic violence codes and creation of protocols. Police reporting and evidence gathering have improved. Continued training of tribal police is necessary because of turnover, past policies on the handling of domestic violence incidents, and perceptions about the role of police in domestic violence cases among some officers.
- Dispatchers need training on issues surrounding violence against Native women. Formal protocols for dispatchers help ensure the integration of police and agencies providing services to Native women in a consistent manner.
- While mandatory arrest increases the safety of battered Native women, it also creates pressures on tribal resources. Many tribes do not have a jail or lack adequate jail space or courts to handle an increased caseload. Tribes confronted with these problems are beginning to seek out alternatives or complements to mandatory arrest policies.

Prosecution Findings

- STOP funds have been used by some grantees to fund parts of prosecution salaries, to hire a special domestic violence prosecutor, or to hire other staff to aid prosecution efforts.
- Some tribal grantees that have no formally trained prosecutor are utilizing lay prosecutorial victim-witness specialists.
- All grantees except one have engaged in code or protocol development or revision. Some tribal grantees are developing codes modeled after state codes to enhance non-Indian recognition of tribal law. For the majority of grantees with domestic violence codes, convictions and sentencing increased in frequency and scope after the STOP grant.
- All grantees with a prosecution unit have conducted training for these positions. Training has improved court and prosecution response to domestic violence among many grantees. Grantee prosecution, legal victim-witness specialists, and probation units have received specialized training by STOP grant workers. For some grantees, training of prosecutors and victim-witness specialists has contributed to an increase in protection orders and prosecution rates.
- Some tribes have created innovations like a traveling tribal court with a special prosecutor to cover a large geographic area.



- Grantees are working to improve enforcement of tribal protection orders. Some grantees have developed protection orders that are uniform among tribes in a consortium, as well as being similar to state or county orders. This is an effort to improve full faith and credit recognition of tribal orders by outside jurisdictions and develop systems for protection orders that enhance cooperation between law enforcement agencies. In most tribal communities, grantees have assumed the cost to the victim of filing protection orders. Additionally, grantees are developing sanctions for violations of orders to enhance victim safety.
- The creation of standardized forms to track domestic violence incidents has been instrumental in improved prosecution. These forms provide courts and prosecutors with detailed information about offenders and cases. Standardized forms help prosecutors make sentencing recommendations and help probation officers track and report noncompliance.
- Most grantees are beginning to implement computerized data collection networks to enhance their response to domestic violence and sexual assault.
- Legal advocates perform many vital functions within the tribal criminal justice response to domestic violence. These legal advocates assist in the prosecution process by helping the victim file orders of protection, accompanying the victim to court, and monitoring the actions of offenders. Legal advocates are utilized by the tribal court as sources of information and for sentencing recommendations.
- Tribal consortia have assisted communities within their area in developing community-based legal responses to violence against women and have been an invaluable resource for small Native communities.
- Several grantee prosecution units have established working relationships with other agencies that respond to violent incidents against women.
- Prosecution units are taking a leading role in educating the community on newly developed or revised domestic violence codes.



American Bar Association: Victim Services Within the Criminal Justice System⁸

The American Bar Association's (ABA) Criminal Justice Section examined how VAWA STOP funds affected victims and victim services from the perspective of STOP program representatives and ancillary programs with whom they work. First, ABA staff examined the types of services offered to domestic violence and sexual assault victims and characteristics of the STOP programs. Second, ABA staff examined the impact of STOP grants on victims' well-being, victims' treatment by the criminal justice system, and community services to victims. Third, ABA staff examined the extent to which STOP funds affected the criminal justice system.

Methods

ABA conducted telephone interviews with two samples of program directors to gather information about STOP grant programs. The first was a sample of 62 STOP grant program representatives. The other was a sample of 92 representatives of ancillary programs that worked in close cooperation with STOP grantees. The latter sample was included to gain an additional perspective on the STOP grant and its impact on the local service community.

Major Findings and Conclusions

Location and Tenure of Victim Program

Over two-thirds (44 percent) of the programs are located within the prosecutor's office. The next most common location (39 percent) was in a law enforcement department. Only 2 percent were court-based programs. Seventeen percent were based elsewhere, including bar associations; human service programs; SANE (sexual assault nurse examiner) programs; and other agencies that worked as a team with some component of the criminal justice system.

Overall, these are fairly young programs: 26 percent have been in existence for 2 years or less (most of these were started with STOP funds); 39 percent are 3 to 5 years old; 20 percent are 6 to 10 years old; 6 percent are 11 to 15 years old; and 9 percent have been in operation for over 15 years.

Advantages and Disadvantages of Being Housed in the Criminal Justice System

There has been considerable discussion among advocates for women victims of violence as to the advantages and disadvantages of service providers being based internally within the criminal justice system versus externally in other agencies. The criminal justice-based STOP program representatives interviewed had very thoughtful responses regarding this issue. The most frequently



mentioned advantage was that being a part of the system gave them direct access to law enforcement, prosecutors, and the courts. Their access to personnel and their files placed them in a unique position to learn what was occurring in victims' cases. Thus, the victim-witness staff could keep victims well informed. Equally important, the victim-witness staff could consult with criminal justice officials to relay the victims' wishes and concerns and advocate for victims. The day-to-day contact between victim-witness staff and police/prosecutors can facilitate close working relationships that can be helpful in advocating for the victim. Further, they believe they understand the legal process in a way an outside advocate cannot and thus can tell when the victim is getting the runaround or is being misled with excuses such as "That's what happens in cases like yours" or "There is nothing I can do about it; it's just the way it is."

Ironically, the biggest advantage can also be the biggest disadvantage. The service providers are employed by the system, usually by law enforcement or the prosecutor, and can only push for the victim so far before jeopardizing their job. Ultimately, the victim providers must do what their boss decides. Familiarity with the system may also breed cynicism and acceptance of "the way things are" and discourage challenging the system to "change the way they do business" or think creatively. Victims may see the provider as working exclusively for the police or prosecutor and not serving their needs. Distrust of the police or the prosecutor's office may translate into distrust of the victim-witness staff and a lack of interest in using those services.

A related significant problem is that the information victims share with providers employed by law enforcement and prosecutors is not subject to the same confidentiality protections as that shared with victim advocates outside the criminal justice system. Law enforcement and prosecution victim service staff are obligated to reveal conversations related to evidentiary issues to their bosses.

The relative advantages and disadvantages of the victim service providers being based in the criminal justice system will to a large extent depend on the philosophy and actions of their boss. If the chief of police or the head prosecutor sends a clear message that victim-witness staff have the victim's interest as their first priority and allows them to challenge the system to do better for victims, there are significant advantages. On the other hand, if a message is sent that the victim-witness staff have as their first priority to serve law enforcement officers and assistant prosecutors and conform to the system, there are significant disadvantages.

Numbers and Types of Victims Served

Over half of the programs (54 percent) serve all types of crime victims, but 23 percent exclusively serve domestic violence victims and 3 percent sexual assault victims. Twenty percent of the programs

A prosecution-based program began in 1996 with a STOP award of \$16,690. The grant is the sole funding source for the program and supports 1 part-time staff person assisted by 10 volunteers who served an estimated 100 victims last year. They are available to help victims with the completion of orders of protection and compensation forms; advocate for restitution for the victims; make referrals to counseling; and provide court notification, court advocacy, transportation to court, and day care and a waiting room at the courthouse. Perceived impacts include that victims have someone to call when they have questions, are informed of case actions, are more willing to come forward, and are less likely to withdraw from prosecution. VOCA and restitution help pay for counseling for victims who want it. The director says: "Victims now have a person to turn to in the system who cares about them—they are no longer just a case number."



serve both domestic violence and sexual assault victims. There is a tremendous range in numbers of victims served, from a low of 10 victims to a high of 5,000 victims, with an average of 1,228. As would be expected given the greater number of domestic violence versus sexual assault cases reported to law enforcement and prosecution agencies, these programs served more domestic violence than sexual assault victims. The largest number of domestic violence victims served by the programs in our sample was 1,200, compared with 316 sexual assault victims. On average, programs served 420 domestic violence victims and 61 sexual assault victims.

Services Provided

Knowing that these are criminal justice-based programs, it is not surprising that most of the services provided related to criminal court proceedings and matters associated with the victims' criminal cases. In order of frequency, these services are:

- 81 percent provided court advocacy.
- 77 percent assisted victims with protection orders.
- 70 percent assisted with compensation forms.
- 69 percent provided court notification.
- 58 percent provided transportation to court.
- 36 percent maintained a waiting room for victims in the courthouse.
- 24 percent arranged for day care for victims' children.

The one service provided by the most programs (82 percent) was referring victims to counseling. Crisis counseling was available through 58 percent of the programs surveyed, but only 26 percent referred for long-term counseling. This is not to say that victims who needed long-term counseling were abandoned. Recall that most programs referred victims to other agencies for counseling. Relatively few programs ran shelters (16 percent); provided emergency repairs or financial help (21 percent); or had hotlines (23 percent). However, over half (53 percent) of the program representatives surveyed said that their program runs public awareness campaigns.

In addition to the list of services queried about, 16 percent of the programs volunteered other services they offer. These included running restraining order clinics; conducting forensic examinations for sexual assault victims; participating in first-response teams; hosting support groups for victims; and advocating for and monitoring the collection of restitution for victims.



Point at Which Services Are Provided

Programs differed as to when they provide services. Only 3 percent exclusively provide crisis services; 7 percent serve victims while the case remains in the law enforcement arena before its closure by arrest or other means; 21 percent serve victims whose cases are in the prosecution stage. Over one-quarter (26 percent) serve victims in a more comprehensive fashion, working with victims when an arrest is made and continuing through to the final disposition in court. In addition, 27 percent start helping victims during the crisis period and continue providing assistance until the victim no longer wants services, regardless of whether an arrest is made, a prosecution is undertaken, or the case is resolved in the court. Fifteen percent of the programs provided services in ways different from the ones stated above. For example, there were programs that are only involved during the investigative stage of the process; programs that conduct follow-up with the victim for a specified period (for example, one program follows up for up to two years after the victim terminates services); and programs that provide services for sexual assault victims at the hospital.

Program Funding

Over a third of the programs (32 percent) rely on STOP funds as their primary funding source. Federal dollars from VOCA were identified as the primary source for 17 percent of the programs, and 2 percent named other federal money as their primary source. County or city money was the major source of support for 27 percent of the programs and state money for 17 percent. ABA staff also asked about secondary funding sources. Again, federal dollars are significant. Among surveyed programs, 86 percent reported receiving VOCA funds; 44 percent STOP funds; and 7 percent other federal money as a secondary source of funding. County or city money was a secondary source for 29 percent of the programs and state money for 13 percent (see Table 9.2).

The range in STOP subgrant size was great, with a low of \$1,300 and a high of \$200,000. The average grant award was \$47,626. Slightly over a third of the programs (31 percent) started as a result of STOP. The remaining 69 percent used the funds to expand their programs. Expansion took several forms; 57 percent of the 62 programs interviewed added staff, 34 percent provided training for their staff or trained staff in other agencies on victims' issues, and 7 percent expanded their hours of operation.

TABLE 9.2 *Funding Sources for STOP Programs (n = 60)*

Funding Source	Primary	Secondary
Federal VOCA	17%	86%
Federal STOP	32	44
Other federal	2	7
State	17	13
County or city	27	29
Other	7	8



FY 1996 STOP funds (\$50,000) established a restraining order program in a law enforcement department. One full-time staff person has helped 2,078 victims in 1996 by explaining the restraining order process, the reasons for obtaining an order, and who is eligible, and assisting victims who wish to obtain an order by helping them complete all 18 pages of the required application forms. The program has self-referred clients, and also contacts clients identified through daily sheriff's domestic violence incident reports, to whom the director explains restraining orders and offers help obtaining one. The STOP staff person also helps victims fill out VOCA compensation forms to obtain money for needed repairs, reimbursement for damaged property, medical bills, lost wages, etc., as well as money for counseling.

Community Context

Respondents were asked what types of services other than their own are available to assist domestic violence and sexual assault victims in their community. The numbers are reassuring and disturbing at the same time. Many services are available, but there are significant gaps in the types of services available in some communities. The service most often available is long-term counseling (83 percent). The number is high, but it means that 17 percent of the communities have no place where victims can receive long-term counseling. Given the dynamics of domestic violence and sexual assault cases, it is clear that many of these victims need long-term counseling. Therefore, this gap is a very serious one. And the numbers are worse for other services.

In descending order, the following services were identified as being provided by some agency in the community in which the STOP program operates: 79 percent have crisis counseling; 77 percent have shelters; 71 percent have hotlines; 62 percent have assistance with protection orders; 61 percent have counseling programs; 58 percent have public awareness campaigns regarding violence against women issues; 53 percent have court advocacy; 47 percent have transportation to court; 44 percent have emergency or financial services; 44 percent provide court notification; 27 percent have day care for victims' children while they are in court; and 26 percent have a waiting room for victims.

Ideally, all of these numbers should be 100 percent. In addition to the gap in long-term services discussed above, a couple of other numbers are particularly troubling. Hotlines are not available in 29 percent of the communities, and a shelter is not present in 23 percent of the communities. These basic, vital services are missing in far too many communities.

When questioned whether STOP funds complement or overlap other services in the community, a resounding 97 percent of respondents said they complement other services. Perhaps this is because there is a coordinated approach to these cases to avoid duplication of services. On a scale of 1 to 5, with 1 being no coordination and 5 being very well coordinated, how did respondents rate their community? Highly—the mean response was 3.7. But there was a recognition by many that they still have work to do.

Program Changes Brought About by STOP Funds

Did the STOP grant change the way the programs deliver services? The answer is "yes" for 83 percent of the programs. What were these changes? Many reported that they hired additional staff. As a result, they are able to spend more time with victims and offer more services. Others talked about the advantages of a team approach made possible with STOP funds. Teams have increased the range and



coordination of services to victims. Still others pointed to the positive results brought about by training for their staff and law enforcement personnel related to cultural sensitivity to different populations of victims.

Less than 10 percent of program representatives reported that STOP funds increased their visibility to the public in the community. However, STOP funding changed the nature of relationships between the STOP program and other agencies in the community for 23 percent of the respondents. What types of changes occurred? For some, STOP funds gave them the time to find out about services in their community that they never knew about. For others, they now have the ability to send staff to task forces and coordinating councils to work with other members of the community on violence against women issues. In some instances, the STOP-funded director was actually able to start and chair a task force or council. This was not possible before receiving STOP funds, because the respondent's program did not exist.

In other cases, the victim program was so short-staffed that staff were not able to meet the immediate needs of victims, much less take the time to attend meetings to talk about adding and improving services for victims. Thirty-two percent of those surveyed noted that the STOP grant had a positive impact on their program's stability, primarily by providing the funds to start or expand their program.

One of the intents of STOP funds was to reach women from underserved communities, such as non-English-speaking, rural, minority, and elderly victims. Less than one-third (29 percent) of the program representatives interviewed stated that they used STOP funds to help underserved populations. Thus, for at least these STOP programs, there was not much outreach to women from underserved communities.

Perceived Impact on Victims' Well-Being

Program representatives believe that their program affects victims' well-being in two primary ways. Sixty-nine percent report that the services provided with STOP dollars improve victims' psychological well-being. An equivalent number, 68 percent, think that the STOP-funded activities result in greater empowerment of victims (see Table 9.3). The primary reason given for this response is that the STOP program provider is able to spend time with the victim to explain her options and discuss safety plans. As a result, victims are able to make informed choices.

Far fewer respondents, 27 percent, perceived that STOP funds provided help to children whose mothers were victimized. Among those who said this, ABA staff heard about outreach efforts to schools; play and individual therapy groups; and work with shelter

STOP funds contributed to a six-year-old prosecution-based victim assistance program through a grant of \$30,000 in 1997. The program also receives federal VOCA funds and assessment monies collected from defendants. The STOP funds were used to hire a bilingual domestic violence detective and to support clerical staff. The detective and advocates from nonprofit victim service programs formed a first-response team to respond to the most serious cases—those with a long history of violence; those with severe violence; and/or those in which children were also physically injured or used as a shield. The team went to 200 households last year. Because the county is 30 to 40 percent Hispanic, many of whom do not speak English, a bilingual detective was seen as critical to the success of the team. The staff have also translated pamphlets for victims into Spanish. The director feels that the key to the program's success has been a combination of (1) services, (2) safety plans, (3) prosecution, (4) batterer intervention program, and (5) holding offenders accountable for their criminal acts. Without all of these tools, this STOP program "could not work." Perceived impacts include: victims' well-being has been improved through the program's help with safety plans, restraining orders, no contact orders, and stalking orders; more women are coming forth to report crimes; the successful prosecution rate has increased from 26 percent to 75 to 80 percent; and the imposition of jail sentences has increased.



providers to identify children in need of services. Helping victims with financial losses through STOP program activities was reported by just 18 percent of the representatives interviewed. The most common form of assistance was help in completing VOCA compensation forms for victims of domestic violence and sexual assault.

Perceived Impact on Victims and the Criminal Justice System

The single most important change identified for the criminal justice system was the improvement in how law enforcement and prosecutors treat victims. This was primarily attributed to training and to the victim assistance provided by the STOP program. Over three-fifths of those interviewed believed that STOP funds improved the treatment of victims by the criminal justice system (66 percent) and that victims were kept better informed of criminal justice actions taken in their cases (60 percent). Nearly half (48 percent) also perceived that STOP funds resulted in more successful prosecutions and resulted in fewer victims withdrawing their support for prosecution (47 percent). Impacts that were less often named included an increased number of victims willing to report crimes (24 percent said this) and tougher sentences imposed (18 percent).

TABLE 9.3 *Perceived Impact on Victims from the Perspective of STOP Program Respondents*

Type of Impact	Percent of Programs Reporting Impact
Impact on victims' well-being (n = 62)—Does the program:	
Empower victims?	68
Improve the victims' psychosocial well-being?	69
Help victims with financial losses?	18
Provide help to children whose mothers were victimized?	27
Impact on victims and the criminal justice system (n = 60)—	
Does the program:	
Increase crime reporting?	24
Result in fewer victims withdrawing their support from the prosecution?	47
Result in more successful prosecutions?	48
Result in tougher sentences?	48
Keep victims better informed of criminal justice actions taken in their case?	60
Improve the treatment of victims by the criminal justice system?	66
Impact on victims and the community (n = 60)—	
Does the program:	
Increase types and quality of services provided?	71
Extend the range of services provided?	58
Increase the coordination of victim services?	61
Increase awareness of victim issues?	55
Decrease amount of violence inflicted on victims?	8



Perceived Impact on Victims and the Community

What about other effects of the STOP program? Nearly three-quarters (71 percent) of those interviewed thought that STOP funds had increased the types and quality of services provided. Two-thirds (61 percent) reported that STOP had increased the coordination of victim services in their community. Over half (55 percent) perceived it had increased awareness of violence against women issues in the community. Only 8 percent credited STOP with decreasing the amount of violence inflicted on women, many noting STOP grants were too new to have accomplished that goal.

Ancillary Programs Surveyed

ABA staff asked the STOP grant representative interviewed to name two or three programs with which they work closely in serving victims of domestic violence and sexual assault. Some could name only one or two. ABA evaluation staff tried to interview all of the identified ancillary program staff and completed 96 of these interviews. Most of these programs (84 percent) were in the private sector, 14 percent were in the criminal justice system, and 2 percent were other government programs. These interviews were conducted to have a knowledgeable "outsider" share their perceptions of the impact of STOP funds and then to compare that information with what ABA staff were told by the STOP program representative. The full report by the ABA presents findings from this analysis.



Urban Institute Evaluation Plans for 1999

The Urban Institute will continue its evaluation of the STOP Formula Grants Program during 1999 through the following activities:

- Site visits to nine states, including discussions with the state STOP administrators and with three to five subgrants per state. In each state, at least one law enforcement, one prosecution, and one victim service subgrant will be visited, as well as one subgrant with a focus on reaching and serving women from historically underserved communities.
- The Subgrants Overview Survey will be repeated with a new sample of approximately 200 programs representing all years of STOP funding; programs in the law enforcement, prosecution, and victim service funding categories; and programs offering services only for domestic violence, only for sexual assault, and for both. (Stalking programs are the subject of the evaluation being conducted by the Institute for Law and Justice; see above.)
- The Underserved Survey will be repeated with an expanded sample. Approximately 100 programs will be interviewed. Sample selection will ensure adequate representation of programs focusing on reaching and serving urban and rural women from a variety of racial, ethnic, language, and cultural backgrounds, and with disabilities.
- Receipt and analysis of subgrant award and performance information from the Subgrant Award and Performance Reports will continue.

Notes

1. This section is based on the Institute for Law and Justice's semiannual report to NIJ on its project, "Impact Evaluation of STOP Grants: Law Enforcement and Prosecution" (96-WT-NX-0007), submitted by Tom McEwen, Neal Miller, Brenda Uekert, and Cheron DuPree and covering July–December 1998.
2. For example, grants directed at improving an agency's communication capabilities are the subject of another evaluation being conducted by the National Center for State Courts (see below). However, the NCSC reports that only 50 computer purpose area grants for law enforcement or prosecution purposes did not also fit into one of ILJ's purpose areas.
3. Burt et al. 1998. *Evaluation of the STOP Formula Grants to Combat Violence Against Women: 1998 Report* (p. 22; Table 3.1).
4. Numbers of subgrants are as reported in Burt et al. 1998. *Evaluation of the STOP Formula Grants to Combat Violence Against Women: 1998 Report* (p. 26; Table 3.4).
5. This section is based on the National Center for State Courts' report to NIJ for its evaluation grant, "Data Collection and Communication Systems Evaluation" (96-WT-NX-0002), submitted by Susan Keilitz and Hillery Efke and covering activities from October 1996 through December 1998.



6. This section is based on the report to NIJ from the University of Arizona's Tribal Law and Policy Program, "Interim Report for the Impact Evaluation of STOP Grant Programs for Reducing Violence Against Indian Women" (96-WT-NX-0006), submitted by Eileen M. Luna, J.D., M.P.A., and covering the period October 1996 through December 1998.

7. Cohen, 384.

8. This section is based on the American Bar Association's Fund for Justice and Education/Criminal Justice Section's report to NIJ, "Impact Evaluation of Victim Services Programs" (96-WT-NX-0003), submitted by Barbara E. Smith, Robert C. Davis, and Laura Nickles and covering activities from October 1996 through December 1998.

Appendix

SITE VISITS TO STATES AND LOCAL GRANTEES

Several criteria were important in choosing the 16 states to visit, including geographical diversity, diversity of the type of state agency housing the state STOP coordinator, diversity of membership in the state planning process for STOP, and diversity in the state's approach to distributing STOP funding. Eleven of the 16 states are the same as those visited during the first round of site visits in 1996. These are California, Colorado, Kansas, Kentucky, Massachusetts, Minnesota, Nevada, New York, North Carolina, Texas, and Vermont. Five new states (Illinois, Pennsylvania, Utah, Washington, and West Virginia) have been added to represent diversity in state strategies, from distributing all or most STOP funds to counties on a formula basis to requiring that all funded projects demonstrate extensive commitment to collaboration and apply for STOP funds as a team. This 1999 Report describes the findings from site visits to the first seven states (Illinois, Kansas, Nevada, New York, Texas, Vermont, and West Virginia). The 2000 Report will include findings from site visits to the other nine states, as well as integrative impressions from all of the states visited.

Site visits included interviews with the state STOP administrators and others from the administering office, members of the planning group and other knowledgeable persons at the state level, and the nonprofit coalition(s) against domestic violence and/or sexual assault and visits to three to five subgrantees. Visits typically lasted two to three days and were conducted by two-person interviewing teams. At least one law enforcement, prosecution, and victim service subgrantee was visited in each state; often researchers also met with members of coordinating councils or response team members even when they were not direct recipients of STOP funds. In addition, researchers arranged with one or more subgrantees to speak with women who had received their services, resulting in group or individual interviews with three to six women in each state. The interviews covered the issues of quality of services, how the women perceived that the services had affected their lives, and their sense of how their community was reacting to violence against women. Women were reimbursed for any expenses incurred to come to these interviews.

THE STATE STOP ADMINISTRATOR SURVEY

During the summer of 1998, we attempted to interview all 56 state STOP administrators and completed interviews with 54. These

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interviews sought primarily to learn the timing of the state-level funding process, from the date a state received its federal grant to the date when its first subgrantees received funds. Intermediate steps examined included planning, sending out requests for proposals, assessing applications, making funding decisions, and notifying subgrantees. Our intent was to track the funding process in each state for each fiscal year in which the process was complete (FY 1995, FY 1996, and FY 1997). In fact, not a single state could provide dates for all the steps in this process for all three fiscal years, and some states could not do it for any year. Turnover in state STOP administrators and missing records were major reasons for these information gaps. Nonetheless, enough states had the information for enough years to provide a very informative picture of the state funding process.

Approximately three months after the original surveys were conducted, a smaller number of states were selected for a more in-depth follow-up survey to gain a greater understanding of each part of the distribution process and the barriers to timely distribution of VAWA funds. Twelve states were contacted for the follow-up survey, and eight completed it.

In addition to information on funding timelines, the State STOP Administrator Survey also asked (1) how state STOP administrators feel about their relationship with VAWO and the services they receive from VAWO; (2) how subgrantees in their state are doing on reaching underserved communities and creating increased coordination and collaboration; (3) what the state STOP administrators are doing to increase communication among their subgrantees and avoid duplication and "reinventing the wheel"; and (4) what they are doing to require subgrantees to collect impact data on victims, including the information about victims served and their demographic characteristics that VAWA requires. In addition, the state STOP administrators were asked to provide a complete list of all subgrants awarded up to the date of being interviewed (prior to August 1998), together with contact information. The evaluators integrated this up-to-date information with existing records to create a complete list of subgrants from which to sample respondents for the Subgrants Overview Survey.

THE SUBGRANTS OVERVIEW SURVEY

To provide an overview of what is being accomplished with STOP funds, the Urban Institute selected a sample of 189 subgrants and completed interviews with representatives of 171. The universe of subgrants as of August 1998 was stratified using the fiscal year of funding (FY 1995, FY 1996, FY 1997). We also used two other criteria to form nonexclusive sampling cells: the subgrant's funding category (law enforcement, prosecution, or victim services) and the crime on which the subgrant focused (domestic violence, sexual assault, or both).¹ In the universe of subgrants, there are subgrants that were

funded from multiple categories or that focused on multiple types of crime (e.g., were funded from both law enforcement and prosecution, or focused on domestic violence, sexual assault, and stalking). The sampling cells were set up so that subgrants that fell into multiple categories could be sampled from either. However, once a subgrant was selected into the sample under one cell, it was removed from the population and unavailable for sampling under any other cell. These criteria were designed to ensure that we spoke with, for example, a minimum number of subgrants that addressed domestic violence either as a sole focus or in combination with another crime, a minimum number that addressed sexual assault in some way, etc., while keeping the selection pool as large as possible.

These three criteria created 27 cells; we selected and attempted to speak with seven subgrantees per cell. In operation, the selection criteria meant that the sampling cells were nonexclusive. For example, a subgrant selected in the "FY 1997—law enforcement category—domestic violence focus" cell may have been funded under both the law enforcement and the prosecution categories. The respondents included 114 projects that addressed domestic violence and sexual assault, 37 projects that addressed domestic violence but not sexual assault, and 20 projects that addressed sexual assault but not domestic violence.

We included fiscal year as a selection criterion because we wanted to be sure the sample included subgrants that had had longer and shorter time periods for their activities. However, most subgrantees interviewed say they have received funds from more than one fiscal year allocation. Therefore, we ignored the fiscal year designation for analysis purposes and focused on nine cells (type of grant by type of crime), each containing 18 to 20 subgrants. We also set up one additional cell of subgrants of \$1,000 or less. These small subgrants did not yield fruitful analysis and are not discussed separately.

Responses were weighted to reflect the proportion of these 28 cells in the population of SAPRs received by December 15, 1998.

This telephone survey covered a variety of topics of interest, including a project's place in its administering agency and community; STOP funding as a proportion of total agency funding; STOP funding as a proportion of total support for the activity that STOP supports; who is being served; what types of activities the subgrant supports; whether these activities are new, expanded, or otherwise a change from previous activities; whether the subgrant focuses on an underserved community; whether and how the subgrant activities are coordinated with other related activities in the community; what data are collected; what evaluation efforts are made; the local practice in regard to fee waivers and full faith and credit; and the sorts of help the subgrantee wants, has received, and needs from the state STOP administrator.

THE UNDERSERVED AND SYSTEM CHANGE SURVEYS

Two telephone surveys, each involving 50 subgrantees, explored in depth how STOP projects address two overarching goals of VAWA: reaching underserved communities and promoting lasting system change. The sample for the Underserved Survey was the first 50 completed interviews from 75 subgrants randomly selected from the subgrantees who checked the box on the SAPR that asked: "Will the subgrant target, or make specific efforts to reach, underserved communities? If yes, please check all underserved communities that you make a special effort to target and/or serve." (Approximately 50 percent of all subgrantees checked this box.) SAPR instructions make very clear that by checking this box the subgrantee does something other than "business as usual"—that the subgrantee is changing agency behavior, developing special outreach tools, increasing the cultural competence of staff, working with members of the underserved community, and/or using other techniques to make the agency and services user-friendly and culturally appropriate to underserved women. The instructions specifically note that merely serving one or more women from an underserved population, or even having a clientele that is primarily from an underserved group, was not sufficient reason to check this box. One of the issues of interest in this survey was whether subgrantees checking the "underserved" box were actually doing something new and different for underserved communities. Other issues for this survey included methods for identifying underserved communities, their needs, and the best approaches for reaching and helping them; which other agencies have been involved; and lessons learned.

The sample for the System Change Survey was purposive. Nothing on the SAPR clearly identifies subgrants that have system change as an explicit goal, so the evaluators had to rely on state STOP administrators to nominate subgrants that they believed were the most oriented toward that end. Some state STOP administrators named many, reflecting the criteria used in their states for awarding subgrants. Most state STOP administrators named only a few, and some state STOP administrators could not name any. We ultimately received fewer than 200 nominations (out of over 4,000 subgrants), from which we sampled 50. Topics covered on these telephone interviews included the nature of the collaboration or system change attempted through the subgrant, agency and community partners in making changes, ratings of the community response system's coherence and completion before and after STOP, ratings of the perceived permanence of change, and lessons learned.

For the subgrantees responding to these two surveys, follow-up calls were made to another member of their community. These calls were designed to assess whether other community members perceived the effects of the STOP-funded activity similarly to the reports of the subgrantees. In virtually all cases, these follow-up calls confirmed the subgrantees' description of their project and its impact.

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1. The Institute for Law and Justice, under another NIJ-funded evaluation of the STOP program, is assessing grants related to stalking. Therefore, the Urban Institute did not include this topic in the Subgrants Overview Survey.

Note