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# **2001 Report:**

## **Evaluation of the STOP Formula Grants to Combat Violence Against Women**

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# Highlights of the 2001 Report

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For the fiscal years 1995 through 2000, more than \$440 million was spent funding nearly 9,000 subgrants reported on Subgrant Award and Performance Reports (SAPRs). These subgrants funded 3,444 separate projects. Although the median award was modest, at just over \$30,000, many projects received multiple grants and multiyear funding. Sixty percent received funding for more than one year, and a third for more than two years. This sustained support has helped promote stability and continuity in all kinds of local efforts to build community responses to violence against women.

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Improved reporting of the funding category by states, with awards averaged over all states and all years, indicates that the legislative mandate (until VAWA [Violence Against Women Act] 2000) to distribute 25 percent of STOP (Services\*Training\*Officers\*Prosecutors) funds to law enforcement, 25 percent to prosecution, and 25 percent to victim services was achieved. Although the difficulties states had in meeting these allocation targets in earlier years have decreased, some states have not yet met distribution targets: 91 percent have distributed 25 percent of their funds to victim services, but only 64 percent have distributed the desired 25 percent to prosecution, and only 55 percent have distributed 25 percent to law enforcement.

## **How STOP Funds Were Used**

By several measures, a large portion of all STOP funds have been used for direct victim services. Private nonprofit victim service agencies received 37 percent of all STOP funds for the purpose of giving services and working as advocates for victims of domestic violence, sexual assault, and stalking. Another 18 percent of STOP funds were used by law enforcement and prosecution agencies to support staff in assisting victims to work with police and prosecutors as they pursue criminal cases. Forty-nine percent of prosecution projects and 44 percent of law enforcement projects used STOP funds in this way.

As did prior Urban Institute reports, the 2000 results show that states dedicate substantial resources to training and to development of new policies and protocols, particularly by law



enforcement and prosecution projects. A much smaller proportion of state and local projects is devoted to developing data and communication systems, and few use STOP grants to help Indian populations or address stalking.

- Telephone interviews were conducted in the summer of 2000 with staff of 191 criminal justice agencies, 94 from law enforcement and 97 from prosecution, selected randomly from projects for which SAPRs were submitted. The results confirm the data reported by states on purpose areas: 70 percent of the law enforcement projects reported using STOP funds for activities to assist victims, as did 90 percent of prosecution projects. Nearly 68 percent of law enforcement projects and 52 percent of prosecution projects reported that STOP has been responsible for bringing new, first-of-their-kind supports for victims to their communities. In addition, 32 percent of law enforcement agencies and 49 percent of prosecution agencies have used STOP funding to supplement previously existing work/programs.
- The activities to assist victims reported most often by law enforcement projects included comprehensive safety planning (51 percent), victim witness services (48 percent), and court advocacy (40 percent). Justice system actions most commonly supported by STOP funds included evidence collection (45 percent) and arrest (40 percent).
- The activities to assist victims reported most often by prosecution projects included victim witness services (64 percent) and court advocacy (61 percent). Prosecution (70 percent) was the justice system action most commonly supported by STOP.

These activities complement those provided by community-based victim service agencies. A random sample of 200 STOP-funded victim service projects, on a spring 2000 survey conducted for a different evaluation, found that 77 percent reported court advocacy, 58 percent reported comprehensive safety planning, and 49 percent reported individual advocacy (assisting victims to receive all the necessary services, such as social services and mental health and substance abuse services), in addition to counseling (53 percent) and answering hotline calls (50 percent).

It is important to note that in comparison to direct work with victims, criminal justice agencies reported greater emphasis on activities that did not directly involve victims and were more likely to be new activities for their agencies.

- The majority of law enforcement projects reported using STOP funds for domestic violence/sexual assault training or education (77 percent), interagency collaboration (67 percent), and policy/protocol development (53 percent).





- The majority of prosecution projects reported using STOP funds for interagency collaboration (63 percent), providing domestic violence/sexual assault training (60 percent), and policy/protocol development (52 percent).

The emerging role of criminal justice agencies as a source of information for victims about the availability of needed services is illustrated by information reported by these projects. While 22 percent of law enforcement projects and 33 percent of prosecution projects said they received referrals from private nonprofit victim service agencies, 66 percent of the law enforcement agencies and 89 percent of the prosecution agencies made referrals to these agencies. Many also referred victims to health agencies (9 percent of the law enforcement projects and 21 percent of the prosecution agencies), public social service agencies (20 percent of the law enforcement projects and 35 percent of the prosecution projects), and mental health or substance abuse treatment agencies (20 percent of the law enforcement projects and 35 percent of the prosecution projects). The picture that emerges demonstrates that through STOP many law enforcement and prosecution agencies have increased their participation in networks of agencies working to provide victims with specialized services.

As in past years, the conclusion is that STOP funding has made significant contributions to changed procedures that are the beginning of permanent system change in many of the communities that have received it. STOP-funded agencies interviewed or visited for this evaluation that work in collaboration with other agencies in their community to serve victims of violent crimes against women report that collaboration increases the ability of communities to hold offenders accountable for their behavior and the ability to help victims with safety issues and comfort with the criminal justice system.

- Task forces may be important platforms by which communities initiate and develop community collaboration between agencies. Task forces in and of themselves, however, do not constitute coordinated community responses to violence against women.
- The critical pieces to building effective community-wide collaborations are (1) funded coordinator positions, (2) trust between collaborating agencies, (3) equality among team members so one agency does not dominate the collaboration, and (4) continued funding for both coordinator positions and specialized positions in criminal justice and victim service agencies designated to serve on interagency teams.

## Changing Interagency Relations



## Impact of STOP Funds: Perceptions of Change

Data on the perceptions of staff affiliated with STOP projects about the impact of the STOP Program were collected through telephone interviews and interpreted in light of interviews and observations made during site visits to STOP-funded programs.

The surveys found widespread agreement that STOP improved the community's ability to meet the needs of victims of violent crimes against women. The percentage of respondents saying that their community was not meeting any victim needs or met some needs but with much room for improvement declined sharply. The percentage indicating inadequate response fell the following amount in the following areas from before the introduction of the STOP Program in 1995 to 2000:

- From 54 to 1 percent for domestic violence.
- From 51 to 10 percent for sexual assault.
- From 74 to 30 percent for stalking.

Many factors contributed to improvements in community response during these years, such as changes in state laws, grants from other VAWA programs, and increases in community awareness. The respondents, however, believed STOP was a major factor: 37 percent attributed all or most of the change to STOP, and another 44 percent said many changes were due to STOP. More than half the respondents viewed the changes as very permanent, and another 46 percent said they were moderately permanent. They did, however, premise this belief in permanence on continued receipt of STOP funding.

Respondents also were confident that with continued STOP funding, they could increase success. More than 95 percent projected that within five years, their communities could meet the needs of domestic violence and sexual assault victims at least moderately well, and 90 percent expected a similar level of improvement for stalking victims. Many respondents emphasized that the key to these expectations is continued support for expanding efforts in their communities.

Survey responses about perceptions always reflect the knowledge, experience, and viewpoint of the respondent. Because the survey questions were given only to those with enough experience to compare changes before and after receiving STOP funds, it is likely that the respondents were individuals committed to improving community response to victims. The respondents are likely to have worked hard to achieve change, and thus may be likely to recognize it. However, based on five years of data from this evaluation, it seems plausible that these front-line workers will be among the most sensitive to continuing problems and gaps in services and, thus, that their biases may balance out.



Notwithstanding the survey findings mentioned, people who visited on-site repeatedly reported problems in surrounding non-STOP communities. Virtually every STOP community spoke of neighboring jurisdictions in which nothing has changed because there had been no interest in or effort to make changes, no seeking of grant funding, and no organizing or system impact. Sometimes these neighbors even share a prosecutor, victim service agency, or both, but the coordinated activities in the STOP jurisdiction have not affected communities operating without STOP funds. The site visits also revealed the vulnerability of project accomplishments to changes in local personnel, such as the change of a police chief, prosecutor, or judge, with gains under one leader erased or eroded by the successive leader, or the election of a new leader opening up new opportunities for positive change.

Urban Institute efforts to measure improved justice system response as a consequence of STOP using quantitative data from criminal justice statistics were not successful. The goal was to compare areas within a state that received STOP funds against areas that did not and to examine relative change over time. The two performance indicators to be used were (1) the proportion of domestic violence incidents that resulted in arrests, and (2) the proportion of arrests that ended in convictions for a domestic violence or assault offense. The hypothesis was that if STOP had the desired effect, the performance indicator(s) would be significantly higher in jurisdictions with STOP funding each year and cumulatively across years.

Four out of 39 states reviewed appeared to have data that could be used to test these hypotheses. The requirement for testing was a database that had (1) annual data going back at least to 1995; (2) data covering at least 90 percent of the state's jurisdictions; (3) individual records with reasonably complete data; (4) data containing jurisdiction identifiers; (5) data allowing for identification of actions involving domestic violence (as opposed to child abuse, elder abuse, or fights between college roommates); and (6) records containing information necessary to construct the two performance ratios.

Although Connecticut, Iowa, South Carolina, and Wisconsin looked initially as if they had the necessary data and submitted data sets for examination, no state was in fact able to provide the data needed. After review, the analysis was limited to arrest rates per 1,000 people in jurisdictions within two states: Iowa and South Carolina. These analyses do show limited support for the hypothesis that arrest rates were higher in STOP-funded jurisdictions and improved over time. Confidence in the findings, however, is limited by the variations in record keeping between and within jurisdictions and changes over time in laws and data systems. These issues and limitations are described in chapter 6 and are the basis for the strong recommendation that research data collection be

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## **Impact of STOP Funds on Law Enforcement and Prosecution Response**

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## **Summary of Limitations**



undertaken if subsequent evaluation of the impact of the STOP Program or criminal justice agency actions is desired.

The lack of statewide data for assessing responses to violence against women was underscored by efforts to collect data from 282 law enforcement and 284 prosecution agencies and from the 191 STOP projects responding to the survey on law enforcement and prosecution. The data requested from law enforcement agencies included numbers of domestic violence and sexual assault complaints, number of repeat calls about the same offender, number of arrests for domestic violence and sexual assault, and number of arrests for domestic violence-related homicides with a male perpetrator and female victim. The data requested from prosecution agencies included numbers of cases charged with domestic violence or sexual assault offenses, number of cases settled by a plea to a lesser domestic violence or sexual assault charge, number of cases settled by a plea to a different charge, number of cases going to trial on these charges, and number of cases resulting in conviction.

The findings indicate that very few justice agencies have data, regardless of whether they get STOP funding or not. Fewer still have data from before and after STOP funding became available (that is, going back at least to 1995). Moreover, the analysis indicated substantial problems with data completeness, consistency, and plausibility, even in STOP-funded projects. Technical assistance and support is needed to improve record keeping, both as a strategy for improving the response to victims and as a basis for documenting responses and improvements in performance.

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## **Sexual Assault Receives Less Attention and Funding than Domestic Violence**

VAWA specifies that STOP funds are to be used to reduce domestic violence, sexual assault, and stalking; however, VAWA does not specify distribution requirements across these types of crimes. Analysis of the SAPR data for 3,444 projects funded through STOP during the first five fiscal years (FY 1995-99)<sup>1</sup> of VAWA confirm the findings of earlier reports that less attention and STOP funding is devoted to sexual assault than to domestic violence.

In 2000, the SAPR data indicate that 52 percent of STOP-funded projects did no work on sexual assault: 48 percent of the projects worked only on domestic violence, and 3 percent worked on domestic violence and stalking. In contrast, only 11 percent did no work on domestic violence: these projects worked only on sexual assault. The remaining 38 percent addressed domestic violence in combination with sexual assault (21 percent) or all three crimes (17 percent).

Nearly 93 percent of law enforcement and prosecution STOP projects in the survey said their agency focused primarily on domestic violence, compared to 7 percent reporting a primary focus on sexual assault. Most said, however, that the direct service staff in their agency worked on both domestic violence and sexual



assault issues rather than on just one crime. Fifty-four percent of law enforcement projects and 60 percent of prosecution projects said that three-quarters or more of their direct service staff were involved in serving victims of both domestic violence and sexual assault. When staff specialized in one crime type, however, they were much more likely to work with domestic violence victims than with sexual assault victims. Eighteen percent of law enforcement respondents indicated that three-quarters or more of their direct-service staff worked exclusively with victims of domestic violence. Far fewer programs (4 percent) reported this level of concentration on exclusive work with victims of sexual assault. The pattern was the same in prosecution projects.

The STOP-funded victim service projects interviewed in spring 2000 said that their staff tended to work on both types of crimes. About one-third said that three-quarters or more of their direct-service staff worked exclusively with victims of domestic violence, while only 8 percent reported this level of concentration on exclusive work with victims of sexual assault. The pattern was the same for volunteer staff at these projects.

Annual reviews of state legislative enactments from 1998 to 2000 found 663 separate laws enacted during this time period on the subject of sexual assault, domestic violence, or stalking. Half of these laws were in the area of sexual assault, 38 percent covered domestic violence subjects, and 12 percent addressed the problem of stalking.

## **States Continue to Strengthen Laws**

- Sexual assault legislation focused on defining what constitutes sexual assault and its punishment and on responding to other federal laws providing incentives for enactment of sex offender registration laws. Significant trends include the repeal of laws that permitted rape within the context of marriage and the repeal of statute of limitations provisions for rape because advances in DNA analysis now permit proof long after the event.
- Domestic violence laws changed both criminal codes and criminal procedures, with many of the laws increasing penalties for domestic violence crimes. Two important developments are the enactment of laws that allow officers to make warrantless arrests in misdemeanor domestic violence cases and the creation of mandatory arrest or pro-arrest policies.
- State legislatures passed 78 bills on the crime of stalking. All states now have antistalking laws, and an increasing number of states passed legislation that makes stalking a felony.

**Note**

1. Results with projects as the unit of analysis do not include states and territories that did not return the revised database to us that links subgrants as projects: Alabama, American Samoa, Arkansas, Delaware, District of Columbia, Guam, Indiana, Kansas, Kentucky, New York (returned the data but did not link subgrants), Northern Mariana Islands, Puerto Rico, and Virgin Islands.



## Table of Recommendations

Subject	Recommendation
<p><i>Continue and expand STOP funding</i></p>	<ul style="list-style-type: none"> <li data-bbox="623 396 1466 464">• <b>Congress should continue funding programs to assist victims of violent crimes against women through the STOP Formula Grants Program.</b> (p. 15)</li> </ul> <p data-bbox="667 499 1466 600">Evaluation findings strongly support continued or expanded funding of the STOP Program and local domestic violence, sexual assault, and stalking projects that would be jeopardized without continued STOP support.</p> <ul style="list-style-type: none"> <li data-bbox="623 638 1466 705">• <b>State STOP agencies should make projects serving Indian victims living in urban areas a priority for funding.</b> (p. 15)</li> </ul> <p data-bbox="667 741 1466 808">A very small number of projects are funded to serve urban Indian victims of violence, resulting in a very underserved population.</p> <ul style="list-style-type: none"> <li data-bbox="623 846 1466 913">• <b>State STOP agencies should consider the activities of projects when deciding how long to award funding.</b> (p. 15)</li> </ul> <p data-bbox="667 949 1466 1150">State STOP agencies should seriously consider what it takes for projects to make a difference and which one-year projects are worth funding. Training projects, protocol and policy development projects, and some other activities can make a difference with only one year of funding. But other projects, such as establishing links with underserved communities, take much longer, and the payoffs often come only after a number of years of effort.</p>
<p><i>Promote collaboration</i></p>	<ul style="list-style-type: none"> <li data-bbox="623 1192 1466 1323">• <b>Congress should expand the new purpose area under VAWA 2000 for statewide coordination to include coordination within local communities. Funding coordinator positions, liaison positions, and administrative backup should be explicitly encouraged.</b> (p. 67)</li> <li data-bbox="623 1360 1466 1461">• <b>Even without a designated purpose area, state STOP agencies should use their administrative authority to prioritize funding for projects that are developing or have developed extensive collaborative structures.</b> (p.67)</li> </ul> <p data-bbox="667 1497 1466 1633">The evidence from this evaluation strongly suggests that coordinating and administrative functions are vital to the success of efforts to change responses to violence against women and that communities cannot afford to support these functions on their own. STOP support for these functions should be encouraged.</p>
<p><i>Expanding funding for sexual assault projects</i></p>	<ul style="list-style-type: none"> <li data-bbox="623 1675 1466 1806">• <b>State STOP agencies should continue to fund separate victim services for sexual assault and domestic violence. Congress or VAWO, or both, should make it clear that sexual assault requires greater attention to address the problem.</b> (p. 73)</li> <li data-bbox="623 1843 1466 1911">• <b>States should continue to fund and expand resources for sexual assault efforts involving law enforcement and prosecution as well as victim</b></li> </ul>



Subject	Recommendation
<p><i>Develop better data and evaluation systems</i></p>	<p><b>advocates such as Sexual Assault Response Teams. In communities that have put together such teams, sexual assault prosecutions have increased substantially (Burt et al. 2000b). (p. 73)</b></p> <ul style="list-style-type: none"> <li>• <b>States should continue to fund and expand resources for Sexual Assault Nurse Examiner programs. These programs provide evidence important for identifying, charging, and convicting sexual assault perpetrators. (p. 73)</b></li> <li>• <b>Congress should use the VAWA legislation to fund significantly better data collection systems that are able to document change in justice system actions related to domestic violence and sexual assault because STOP funds will never be adequate to fill this enormous gap. (p. 89)</b></li> </ul> <p>The experience of this evaluation indicates that documenting the impact of the STOP Program is impossible given the current status of justice system data collection. The conclusion is clear. In order to obtain good evidence of program impact, significantly greater resources will have to be devoted to data systems and data collection strategies. These resources could go to states, to justice agencies, or to anyone in a position to motivate justice agencies to keep track of their actions. In general, this task of creating and maintaining high-quality data systems is much too large for STOP to fund, and indeed its utility extends beyond STOP.</p> <ul style="list-style-type: none"> <li>• <b>State STOP agencies should make local and statewide data and communication systems projects a priority for funding. (p. 15)</b></li> </ul> <p>A very small number of STOP projects are funded to improve data and communication systems. Evaluation/documentation of impact is only one use for these systems. Improved local and statewide data and communication systems may result in improved job performance for both law enforcement and prosecution. Such systems may allow police officers and prosecutors to have the tools they need (such as access to existing information—e.g., dispatch records, protective order registries, arrest/address records) to hold perpetrators accountable for behavior and keep both themselves and victims safer.</p> <ul style="list-style-type: none"> <li>• <b>VAWO should continue to strengthen the reporting system for award and performance information about STOP subgrants. (p. 15)</b></li> </ul> <p>This year, Urban Institute researchers were able to develop an electronic system for entering SAPR data that is reasonably easy to use, useful to states, and capable of providing better access to data, better matching of multiple awards for the same project, matching of award and performance data, and quick response to a variety of questions that policymakers might have. Future reporting systems should build on this system and should be developed in collaboration with state STOP administrators.</p>





# Introduction

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The Violence Against Women Act (VAWA), Title IV of the Violent Crime Control and Law Enforcement Act of 1994 (PL 103-322, referred to hereafter as VAWA 1994), provided for Law Enforcement and Prosecution Grants to states under Chapter 2 of the Safe Streets Act. The formula grants were designated the STOP (Services\* Training\* Officers\* Prosecutors) Violence Against Women Formula Grants Program (STOP Program) by their federal administrator, the Department of Justice’s Violence Against Women Office (VAWO) in the Office of Justice Programs. Their purpose—in VAWA 1994 and again in VAWA 2000, which recently reauthorized the program (PL 106-386)—is “to assist States, state and local courts, Indian Tribal governments, tribal courts, and units of local government to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women, and to develop and strengthen victim services in cases involving violent crimes against women.” The long-term goal of VAWA is to promote and institutionalize system change, so victims encounter a positive and effective response from the criminal and civil justice system should they need to use it and so offenders are held accountable.

This report assesses the progress and accomplishments of the STOP Program from its introduction through March 2001, covering the sixth year of STOP Program authorization. It is the last of a series of reports prepared as part of a national evaluation of the STOP Program being conducted by the Urban Institute under a grant from the National Institute of Justice. The evaluation assesses the distribution of STOP funds to states and local projects, compliance with legislative mandates, and the success of the STOP Program 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 private nonprofit victim service 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. The



report also incorporates findings from two other STOP Program evaluations funded by the National Institute of Justice—assessments of training, special unit, and policy development projects in law enforcement and prosecution agencies being conducted by the Institute for Law and Justice (ILJ), and an assessment of the effects of STOP-funded private nonprofit victim service programs on outcomes for their clients, being conducted by the Urban Institute.

This *2001 Report* is based on data gathered from many sources:

- Subgrant Award and Performance Reports (SAPRs) submitted by the states to the VAWO 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. The SAPR database used in this report is more complete than in years past because of new software and a new approach to reporting developed by the Urban Institute and implemented by state STOP administrators.
- Site visits by Urban Institute researchers to 20 states to examine STOP funding procedures and how the VAWA legislation has affected the landscape of the justice system response to victims within each state. Site visits were made to California, Colorado, Connecticut, Illinois, Indiana, Iowa, Kansas, Kentucky, Massachusetts, Minnesota, Nevada, New York, North Carolina, Pennsylvania, South Carolina, Texas, Utah, Vermont, West Virginia, and Wisconsin. ILJ researchers also conducted site visits to selected sites with dedicated law enforcement and prosecution units.
- Telephone surveys undertaken by the Urban Institute and ILJ. The Urban Institute's telephone surveys examined the work of law enforcement, prosecution, and victim service subgrantees, focusing also on the interactions of these STOP-funded agencies with other agencies in their communities to help victims of violent crimes against women. Under subcontract to the Urban Institute, ILJ researchers contacted almost four hundred law enforcement and prosecution agencies to investigate the availability of incident, arrest, or disposition data for crimes of violence against women, and to collect such data as did exist.
- Databases containing incident-based reports of domestic violence incidents, arrests, or case dispositions were obtained from four states and analyzed for their potential to reveal changes in law enforcement and prosecution actions attributable to STOP funding.
- Self-reports of the activities and accomplishments of VAWO and its technical assistance providers as well as state STOP administrators.



This report opens with a brief summary of the findings from five years of national evaluation of the STOP Program (chapter 1, overview).<sup>1</sup> The main body of the report starts with evidence of how states are using their STOP funds (chapter 2). The data available to describe state spending patterns is increasingly complete and up-to-date, with the result that some conclusions drawn in previous years must be revised. The report examines the nature of the work done by STOP-funded law enforcement, prosecution, and victim service agencies (chapter 3) and the degree of communication, coordination, and collaboration among victim service and justice system agencies who receive STOP funding (chapter 4). Chapter 5 considers the relative emphasis in STOP on sexual assault and domestic violence. Chapter 6 presents evidence of the impact of STOP-funded projects. Appendices contain a description of VAWO's technical assistance projects (A), a state-by-state summary of subgrants reported to VAWO by October 15, 2000 (B), a description of some data problems encountered in this year's work (C), and one- to two-page summaries of each state's accomplishments under its STOP grant, written by each state's STOP administrator (D).

## **Overview of the 2000 Report**

1. Major writing responsibility for the chapters of this report is as follows: Highlights, Harrell and Burt; chapter 1, Burt; chapter 2, Van Ness and Zweig; chapter 3, Andrews, Uekert (Institute for Law and Justice), and Burt; chapter 4, Andrews, Burt, and Zweig; chapter 5, Zweig and Burt; chapter 6, Parikh, Andrews, Burt, and Harrell.

## **Note**



# STOP Subgrant Awards and Projects

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This chapter provides an overview of how STOP funds have been spent. In 2000, states<sup>1</sup> received their sixth round of STOP funding, which also was their fifth round of formula funding. Some law enforcement, prosecution, victim service, and other programs aiding victims of violent crimes against women have had STOP funding for up to four years, although two or three years of funding has been the average. Each time a subgrant award is made, either the recipient or the state STOP agency files a SAPR that contains information about the size of the award and intended nature of the project. This information is sent to the VAWO. This year's report is based on SAPRs received by October 15, 2000.

The *2001 Report* marks this evaluation's final report on the activities funded through VAWA 1994. This year, the Urban Institute worked with states to obtain a more complete set of SAPRs and, thus, more comprehensive information about all STOP-funded activities. During the summer of 2000, states received in the form of an electronic database the SAPR information they had submitted to date. They were asked to amend any misinformation, update the information to include SAPRs they had not previously submitted, link sets of SAPRs that represent awards to a single project that has received multiple subgrant awards, and link award reports with performance reports. States submitted the modified databases and the Urban Institute merged them into one database in order to conduct analyses on STOP awards and performance.

The analyses in this chapter are similar to those in past reports; however, the information is updated. The new database is more complete, and the number of subgrants for this report has changed considerably. As a result, more accurate information about STOP subgrants is available. Using that information, we were able to produce some new and interesting analyses from the SAPR award information relating to *projects* rather than to separate subgrant awards. The results reported this year illustrate the importance of accurate reporting. Only with accurate data can one draw valid conclusions about what a program is accomplishing.



## Proportion of Awards Accounted for in the SAPRS

This analysis is based on reports submitted by the states and a funding questionnaire covering subgrants awarded from the STOP Program's beginning through October 15, 2000. The answers to the funding questionnaire, along with the information in the SAPR database, were used to account for all the money spent since STOP funding began. Included are awards made from states' FY 1995–2000 STOP grants (see appendix B). The SAPR data set includes 9,186 subgrant award reports, and state STOP administrators reported that they have distributed about \$530,757,051. That represents 79 percent of the approximately \$672 million of STOP funds available for distribution by state STOP agencies during FY 1995–2000. The reported subgrants account for the following portion of available federal funds for subgrant awards per fiscal year:

- 92 percent of the \$21.3 million of FY 1995 funds.
- 102 percent of the \$117.3 million of FY 1996 funds. (see following explanation).
- 99 percent of the \$127.7 million of FY 1997 funds.
- 94 percent of the \$135.9 million of FY 1998 funds.
- 93 percent of the \$138.4 million of FY 1999 funds.

The FY 1996 total suggests that states have spent more than 100 percent of their STOP funds from this fiscal year, but that is not the case. Occasionally, subgrantees cannot spend all the money awarded to them, and the funds revert to the state STOP agency. When this occurs, states will make new awards with these funds and submit SAPRs for both awards; thus, the same funds are counted twice. It is completely reasonable for states to re-award "carryover" funds so they can be used to provide services to more victims. It would help accounting efforts if subgrantees reported how much of an award was actually spent. This could be accomplished by revising the SAPR form to include a space in which, once final expenditures are known, the state STOP agency could enter the amount of the award spent.

### *Subgrant Awards*

While some STOP subgrants have been for millions of dollars, most are considerably smaller. We calculated the median subgrant amount for the 9,186 SAPRs containing the necessary information to show the median funding level (the level below which half the subgrants fall; table 2.1, first row). For all the years of STOP funding reported to date, the median subgrant was a little more than \$30,000, with some as low as \$500 and others as high as \$5 million. The rest of table 2.1 shows the distribution of subgrants across the funding categories as defined by state STOP administrators, along with their median subgrant amounts overall, the median subgrant amount per month, and the total amount of funds reported. The



median amount per month is included because subgrants may cover periods from a few months up to 24 months.

### *Distribution of Funds across Law Enforcement, Prosecution, and Victim Services*

To achieve the goal of collaborative and comprehensive responses to violence against women, VAWA 1994 placed several requirements on how STOP funds were to be distributed. VAWA 1994 required states to use at least 25 percent of each year's funds for each of the victim services, law enforcement, and prosecution categories. The remaining 25 percent were discretionary funds that could be used for any of these three areas or for any additional activities that states deemed important.

**TABLE 2.1** *Cumulative Distribution of Reported FY 1995-2000 STOP Subgrants, Total and by the Funding Category Assigned by States*

Assigned Funding Category	Number of Reported Subgrants	Median Amount of Reported Subgrants	Per Month Median Amount of Reported Subgrants	Total Amount of Funding in the Category	Percent of Reported Funds Awarded under Each Funding Category
All subgrants*	8,915	\$30,735	\$2,630	\$441,215,218	Not applicable
Funding category not reported	863			\$31,219,392	Not applicable
Funding category reported	7,781			\$409,990,163	Not applicable
Law enforcement	2,586	\$25,188	\$2,198	\$106,231,186	26
Prosecution	2,249	\$30,107	\$2,626	\$103,380,555	25
Victim services	4,102	\$25,546	\$2,166	\$158,418,071	39
Discretionary (States can use these funds for any types of projects)	1,216	\$21,285	\$1,872	\$41,960,351	10

Source: Urban Institute analysis of FY 1995–2000 SAPR data.

Note: The percentage of reported funds awarded under each funding category was calculated by using the total in a funding category over the total for all awards that reported a funding category. \*271 subgrants were not included in the analyses in the remainder of this table as they did not have complete information. The number of subgrants in the last four rows adds up to more than the total number of subgrants reporting a funding category (7,781) because some subgrants included multiple funding categories. For example, some subgrants allocated funds to both law enforcement and victim service funding categories.

Documenting compliance is somewhat complicated because of the flexibility with which states may interpret the 25/25/25 requirement. As noted in earlier Urban Institute STOP evaluation reports, some states consider an award to be “for” prosecution if the subgrantee is a prosecution agency. Other states use the beneficiary as the criterion and consider an award to be for prosecution if project activities benefit prosecution (such as training or specialized domestic violence courts), no matter what type of agency receives the award. This is especially problematic with respect to victim services because there are both governmental and nongovernmental victim service agencies and they frequently receive STOP funding to perform training, participate in policy





development, and take on other tasks intended to affect law enforcement and prosecution practices, but not involving direct victim services. We therefore used four approaches to assess how the 25/25/25 requirement is being met. The first approach uses the subgrant's funding category as assigned by the state to define law enforcement, prosecution, and victim services (table 2.1, column 5, and table 2.2, row 1). By using the more comprehensive SAPR database this year, we have come to a different conclusion than reported in past years. With the more complete information provided, the STOP Program as a whole is clearly meeting the 25/25/25 legislative requirement. The new reporting system shows 26 percent of funds going to law enforcement (compared to 22 percent under the old system), 25 percent of funds going to prosecution (compared to 22 percent), and 39 percent of funds going to victim services (compared to 35 percent). A great deal of discretionary funding is being applied to victim services.

**TABLE 2.2** *Cumulative Distribution of Reported FY 1995-2000 Funds, Calculated Using Three Different Criteria*

Criterion	Percent of Funds ( <i>N</i> = 9,186 Subgrants)		
	Law Enforcement	Prosecution	Victim Services
By state assigned funding category	26	25	39
By recipient agency	17	24	46
By purpose area	Not applicable	Not applicable	65
Victim services = private nonprofit victim service agencies to provide direct services to victims	Not applicable	Not applicable	37

Source: Urban Institute analysis of FY 1995–2000 SAPR data received by states as of October 15, 2000.

The other approaches used to examine the 25/25/25 requirement are reported in table 2.2 and compared to results using state-assigned funding categories. The second approach (table 2.2, row 2) uses the recipient agency to define the three sectors rather than the state-assigned funding category. The third approach (table 2.2, row 3) uses the subgrant's purpose area to define victim services. The fourth approach (table 2.2, row 4) selects only private nonprofit victim service agencies as recipient agencies, and then selects only those projects that use STOP funds to perform direct victim services or individual case advocacy.<sup>2</sup>

As in past years, each of these methods yields similar results, but to different degrees. Table 2.2 illustrates that even using the fourth approach, which has the most stringent definition of "victim services," the STOP Program does indeed distribute at least 25 percent of STOP funds to victim services.



- When analyzed **by funding category**, funds reported on SAPRs submitted for FY 1995–2000 went 39 percent to victim services, 26 percent to law enforcement, and 25 percent to prosecution.
- When the same data are analyzed **by recipient agency**, 46 percent of the funds went to victim service agencies, 17 percent to law enforcement agencies, and 24 percent to prosecution agencies.
- When analyzed **by purpose area**, 65 percent of the funds went to victim services. That is because victim-witness activities within law enforcement and prosecution agencies fall into the victim service purpose area.
- Using the fourth approach, **with its more stringent definition of victim service projects**, awards to private nonprofit victim service agencies to provide direct victim services accounted for 37 percent of STOP funds (versus 25 percent in past years).

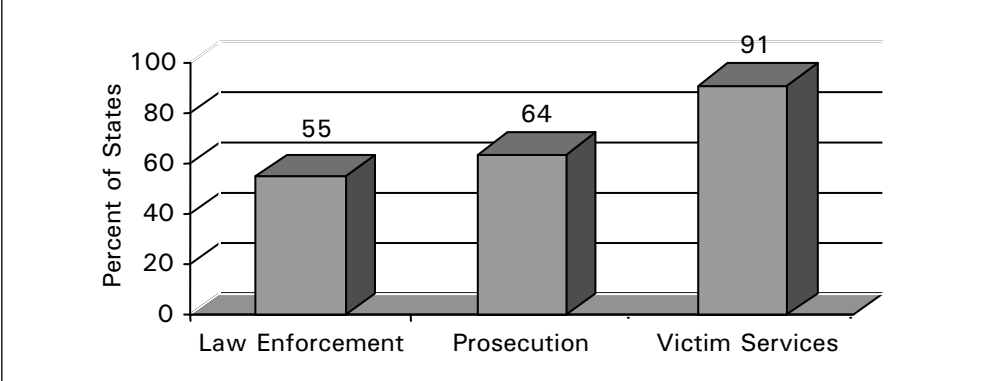
There is a significant difference between the 46 percent of funds designated as victim services when defined solely by the type of agency receiving the subgrant and the 37 percent of funds going to private nonprofit victim service agencies for direct services.<sup>3</sup> The difference is accounted for by subgrants going to public-sector victim service agencies or to private nonprofit victim service agencies for uses such as working with law enforcement and prosecution agencies on training, policy or protocol development, or other activities.

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. The first way we examine this issue is by considering a state as meeting the 25/25/25 percent requirement if it reported the required distribution in at least one of the fiscal years for which we have data, FY 1995–2000. As figure 2.1 shows, by this criterion, 91 percent (51 states and territories) met the requirement in the victim service category, 64 percent (35 states and territories) did so for the prosecution category, and 55 percent (31 states and territories) did so for the law enforcement category.

The past barriers that states have encountered in allocating STOP funds according to the 25/25/25 split appear to be decreasing. Figure 2.2<sup>4</sup> presents the states' compliance with the 25/25/25 requirements for FY 1995–2000. In 1995, only 34 percent (17 states) reported using at least 25 percent of STOP funds for law enforcement purposes and 36 percent (18 states) reported using at least 25 percent of their funds for prosecution. In 1996 these percentages increased, with 52 percent of the states reporting meeting the 25 percent law enforcement requirement, 46 percent meeting the 25

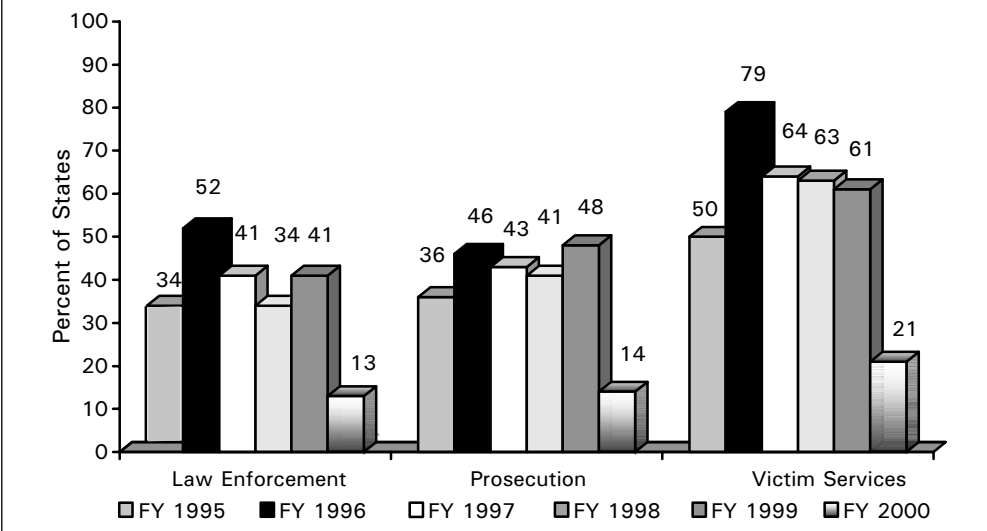


**FIGURE 2.1** *Percent of States Meeting 25/25/25 Distribution Requirements for a Least One Fiscal Year out of FY 1995 Through FY 2000*



Source: Urban Institute analysis of FY 1995–2000 SAPR data received by states as of October 15, 2000. *N* = 9,186 subgrants.

**FIGURE 2.2** *Percent of States Meeting 25/25/25 Distribution Requirements by Fiscal Year 1995–2000*



Source: Urban Institute analysis of FY 1995–2000 SAPR data received by states as of October 15, 2000. *N* = 9,186 subgrants.

percent prosecution requirement, and 79 percent meeting the 25 percent victim service requirement. The percentage of states that reported meeting these requirements for fiscal year 2000 is relatively low (13 percent for law enforcement, 14 percent for prosecution, and 21 percent for victim services) compared to earlier years, because many states had not yet allocated these funds by October 15, 2000.

These findings lead to several conclusions. First, most states spend a substantial portion of discretionary funds for victim services and report them as such. Second, more states are meeting the legislatively mandated funding split than was apparent in the past (before substantial improvements in reporting completeness and accuracy). Third, some states still are not able to meet these requirements, or they do not report award information indicating that they do so.



The remainder of this chapter focuses on projects rather than subgrants. In the past, the Urban Institute has relied on subgrants as the unit of analysis because we did not have definitive ways to identify projects that have received a series of subgrants reflecting the same work. SAPRs are submitted for every subgrant received by a STOP project, even if a new subgrant provides funds for another year to support the same activities of the same project by the same agency. The 9,567 subgrants reported as of October 15, 2000, went to 3,444 distinct projects.<sup>5</sup> In the past the number of projects was estimated by Urban Institute researchers from seriously incomplete SAPR information and was a considerably larger number than the current one. The current estimate is more accurate because states have identified which sets of subgrants represent continuous projects and which represent projects funded one time.

## STOP Projects

Table 2.3 reports the number of times projects have been funded. This analysis uses only the 2,220 projects that first received funding in 1998 or earlier, to allow time for the project to have received funding over several years. Thirty-eight percent of projects have received one subgrant, 35 percent have received two or three subgrants, 22 percent have received four or five subgrants, and 5 percent have received six or more subgrants. This distribution is very different from the one produced last year using incomplete data, when we reported that only 27 percent of projects had received more than one award.

**TABLE 2.3** *Number of Subgrants Projects Received, among Projects Funded in 1998 and Earlier*

Number of Subgrants Projects Received ( <i>N</i> = 2,220 Projects)	Percent of Projects
1	38
2 or 3	35
4 or 5	22
6 to 10	2
Over 10	3

Source: Urban Institute analysis of FY 1995–98 SAPR data reported as of October 15, 2000.

Note: *N* = 2,220 projects. This analysis excluded 1,224 projects because it used only projects whose first year of funding was 1998 or earlier.

Many states, however, have different subgrant funding patterns. Some states fund one-year subgrants, others fund two-year subgrants, still others fund subgrants for 18 months, and some make awards for periods shorter than one year. Therefore, it is not clear how long a project has been funded with STOP based on the number of subgrants it has received. To provide this information, we calculated the total length of time projects were funded, including each subgrant they received. Table 2.4 shows the number of years (12-month periods) projects have been funded. Forty percent of projects were funded for one year, 26 percent for two years, 20 percent for three years, and 14 percent for more than three years.



**TABLE 2.4** *Number of Years Projects Were Funded, among Projects Funded in 1998 and Earlier (N = 2,220 Projects)*

Number of Years Projects Were Funded	Percent of Projects
One	40
Two	26
Three	20
More than Three	14

Source: Urban Institute analysis of FY 1995–98 SAPR data reported as of October 15, 2000.

Note: N = 2,220 projects. This analysis excluded 1,224 projects because it used only projects whose first year of funding was 1998 or earlier.

State-by-state analysis provides a closer look at the states' funding patterns. Nineteen states had 0 to 20 percent of projects funded for only one year. Another 19 states had 21 to 50 percent of projects funded for only one year. Four states funded more than 50 percent of projects for only one year.

Table 2.5 further illustrates the patterns of funding length by funding category. Law enforcement projects are more likely to be funded for one year only (41 percent) than victim service projects (34 percent). Both prosecution projects (37 percent) and victim service projects (41 percent) are more likely to be funded for three or more years than law enforcement projects (26 percent).

**TABLE 2.5** *Single and Multiyear Funding Patterns by Funding Category, among Projects Funded in 1998 and Earlier (N = 2,220 Projects)*

Number of Years	Percent of Law Enforcement	Percent of Prosecution	Percent of Victim Services	Percent of Discretionary
1	41	38	34	56
2	33	25	26	16
3 or more	26	37	41	29

Source: Urban Institute analysis of FY 1995–98 SAPR data reported as of October 15, 2000.

Note: N = 2,220 projects. This analysis excludes 1,224 projects because it used only projects whose first year of funding was 1998 or earlier.

People interviewed during site visits have questioned whether one year is not too short for many projects to make a difference. If these were training projects and the training ended, or protocol or policy development projects and the protocols were finished and the policies in place, or they were other activities that can make a difference in one year, one could understand the value of one-year projects. But site visits revealed that many projects received one year of funding even though they had long-term goals, such as establishing links with underserved communities, a goal that is well known to take a considerable amount of time and whose payoff sometimes comes after a number of years of effort. State STOP agencies should seriously consider what it takes for projects to make a difference and whether they should plan to devote more than one year of funding to them.



VAWA 1994 included seven purpose areas for which STOP funds could be used:

- Training for law enforcement and prosecution.
- Special units for law enforcement and prosecution.
- Developing policies or protocols.
- Developing data and communications systems.
- Victim services.
- Stalking.
- Indian tribes.

## Distribution of Projects across Legislative Purpose Areas

Projects could report more than one purpose area, and about one-third did. Table 2.6 presents the distribution of projects across purpose areas.<sup>6</sup> Victim services is one of the purpose areas, or the only purpose area, on by far the most projects (56 percent), followed by training (32 percent), special units (18 percent), and policy development (15 percent). The fact that many projects with a primary purpose other than victim services also offer some activities to assist victims accounts for this high proportion. It is important to note that activities to assist victims in law enforcement and prosecution agencies are defined as victim services in this case because it is the only purpose area that appropriately characterizes the victim-focused activities going on in these agencies.

**TABLE 2.6** *Distribution of Reported FY 1995–2000 STOP Projects, by Purpose Area, among Projects Funded in 1998 and Earlier (N = 2,220)*

Purpose Area	Number of Projects	Percent of Projects Reporting the Purpose Area
Develop/enhance victim services	1,936	56
Law enforcement/prosecution training	1,106	32
Special law enforcement/prosecution units	617	18
Policy/protocol development	519	15
Data and communication systems	328	10
Stalking	164	5
Indian tribes	83	2
Other	291	8
Not specified/reported	272	8

Source: Urban Institute analysis of FY 1995–2000 SAPR data reported as of October 15, 2000.

Note: This analysis excludes 1,224 projects because it used only projects whose first year of funding was 1998 or earlier.



Ten percent of reported STOP projects have addressed data/communication systems, and very few awards have been made 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 for grants to Indian tribal governments. The STOP Program purpose area specifies Indian tribes, not Indian populations. Tribes have no jurisdiction over Indians who live in urban areas or near but not on reservations. Yet, only tribes or Indian tribal governments may receive funding under either the discretionary grant program or the Indian tribes purpose area. Even though the victim service purpose area can be used to support projects focused on serving the urban Indian population, many Indian victims may be left out of consideration in the distribution of STOP funds by states because they do not live in places under the tribes' jurisdiction and have not come to the attention of most state STOP agencies.

### *Patterns of Awards among Projects*

Table 2.7 presents the percentage of law enforcement, prosecution, victim service, and discretionary projects that are funded in some capacity to conduct work in specific purpose areas. The table shows that more law enforcement projects (55 percent) than prosecution projects (41 percent) are funded in some capacity for training purposes. Law enforcement and prosecution agencies are both more likely than victim service projects to be funded in some capacity for training.

**TABLE 2.7** *Percent of Projects Distributed by Funding Category and Purpose Area, among Projects Funded in 1998 and Earlier (N = 2,220)*

Purpose Area	Law		Victim	
	Enforcement	Prosecution	Services	Discretionary
Training	55	41	25	38
Special unit	31	35	6	6
Policy/protocol	28	31	13	22
Data and communication systems	17	13	6	14
Victim services	44	49	81	55
Stalking	6	6	4	3
Indian population	1	1	3	4
Other	11	13	7	16

Source: Urban Institute analysis of FY 1995–2000 SAPR data reported as of October 15, 2000.

Note: N = 2,220 projects. This analysis excludes 1,224 projects because it used only projects whose first year of funding was 1998 or earlier.

Projects designated as law enforcement are less likely than prosecution projects to be funded in some capacity for developing policies or protocols, yet law enforcement and prosecution projects are both more likely than victim service projects to be funded for





policy or protocol development. The same is true for developing special units. Moreover, victim service projects are significantly more likely than law enforcement or prosecution projects (81 versus 44 and 49 percent) to be funded in some way for developing or enhancing victim services to the public.

## Recommendations

- **Congress should continue funding programs to assist victims of violent crimes against women through the STOP Formula Grants Program.**

Evaluation findings strongly support continued or expanded funding of the STOP Program and local domestic violence, sexual assault, and stalking projects that would be jeopardized without continued STOP support.

- **State STOP agencies should make projects serving Indian victims living in urban areas a priority for funding.**

A very small number of projects are funded to serve urban Indian victims of violence, resulting in a very underserved population.

- **State STOP agencies should make local and statewide data and communication systems projects a priority for funding.**

A very small number of STOP projects are funded to improve data and communication systems. Evaluation/documentation of impact is only one use for these systems. Improved local and statewide data and communication systems may result in improved job performance for both law enforcement and prosecution. Such systems may allow police officers and prosecutors to have the tools they need (such as access to existing information—e.g., dispatch records, protective order registries, arrest/address records) to hold perpetrators accountable for behavior and keep both themselves and victims safer.

- **VAWO should continue to strengthen the reporting system for award and performance information about STOP subgrants.**

This year, Urban Institute researchers were able to develop an electronic system for entering SAPR data that is reasonably easy to use, useful to states, and capable of providing better access to data, better matching of multiple awards for the same project, matching of award and performance data, and quick response to a variety of questions that policymakers might have. Future reporting systems should build on this system and should be developed in collaboration with state STOP administrators.





- **State STOP agencies should consider the activities of projects when deciding how long to award funding.**

State STOP agencies should seriously consider what it takes for projects to make a difference and which one-year projects are worth funding. Training projects, protocol and policy development projects, and some other activities can make a difference with only one year of funding. But other projects, such as establishing links with underserved communities, take much longer, and the payoffs often come after a number of years of effort.

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## Notes

1. Throughout this chapter, “state” refers to the 50 states, the District of Columbia, and the five territories.
2. Direct services for victims are defined in the SAPR as services designed to meet personal needs through counseling, safety planning, shelter, and so on. Individual case advocacy is defined as advocacy for specific victims focused on helping them through the criminal and civil justice systems or other systems such as financial aid, housing, and employment.
3. All differences between percentages mentioned in the text without qualification are significant at  $p < 0.05$ . Any difference described as “marginal” meets the criterion of  $p < 0.10$ .
4. More states are missing data when one looks at each fiscal year separately (figure 2.2) than when one includes a state if it submitted data for any year (figure 2.1). Because we used 56, the total number of states and territories, as the denominator for each fiscal year as well as for the states' performance over the five fiscal years for which we have data, the proportion of states meeting the 25/25/25 distribution in any given fiscal year (figure 2.2) is lower than it is in figure 2.1.
5. Results in this section, using projects as the unit of analysis, do not include projects in states and territories that did not return the revised database to us. These are Alabama, American Samoa, Arkansas, Delaware, District of Columbia, Guam, Indiana, Kansas, Kentucky, New York (returned the data, but did not link subgrants), Northern Mariana Islands, Puerto Rico, and Virgin Islands. Without the database, we cannot link subgrants to projects.
6. Because many projects designated more than one STOP purpose area and it is not possible to divide project funding among several purpose areas with any precision, table 2.6 presents only project numbers.

# STOP-Funded Criminal Justice Projects and Their Host Agencies

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## 3 CHAPTER

This chapter and the next present results from a telephone survey conducted during summer 2000 of STOP-funded projects within law enforcement and prosecution agencies. In keeping with previous overview activities of this evaluation, Urban Institute researchers used this survey to learn about the ways the STOP Program has promoted improved services and supports for victims of violent crimes against women. Telephone interviews concentrated on law enforcement and prosecution agencies because the Urban Institute had already had, through another research grant, the opportunity to interview 200 STOP-funded victim service programs just a few months earlier.<sup>1</sup> Where appropriate, we compare the results for law enforcement and prosecution projects to parallel findings for these victim service agencies. We also supplement survey findings from time to time with examples from site visits.

### Introduction

One focus of all the telephone interviews, with both criminal justice and victim service agencies, was to learn about the activities supported by the STOP Program and the ways that STOP-funded projects were integrated into the agencies hosting the STOP projects. A second focus was to learn about how STOP-funded projects were connected to other agencies in their community that served victims of domestic violence, sexual assault, and stalking. This chapter reports what the Urban Institute learned about how STOP-funded projects fit within their own (host) agency, while chapter 4 reports what we learned about how STOP-funded projects interact with other relevant agencies.

We interviewed 191 criminal justice agencies, 94 from law enforcement and 97 from prosecution. The only criteria that the projects had to meet to be included in the sample was that their host agency fit into one or the other of these categories. Projects included in the survey were selected randomly from all relevant projects included in the database of SAPRs, which contains information on most current and former subgrantees. We did oversample projects that had a sexual assault focus, to be sure we had enough of them to analyze.<sup>2</sup>



## Overview of Host Agencies

All host agencies that were interviewed were either law enforcement or prosecution agencies. STOP projects exist within the context of these host agencies and represent a subset of the work and funded activities conducted by the larger agencies. Usually the host agency is the applicant for STOP funding. The host agencies ranged in size from very small (1 or 2 employees) to quite large (up to 16,487 employees for law enforcement and 1,200 for prosecution). Fifty percent of law enforcement agencies had 88 or fewer employees, and only 10 percent of agencies had more than 1,000 employees. Fifty percent of prosecution agencies had 15 or fewer total employees, and only 10 percent of agencies had 120 or more employees. Although all agencies interviewed were either law enforcement or prosecution agencies, they differed from each other in a number of ways, even within each agency type. This section describes the variations that exist in agency type, history, service focus, staffing, and location.

### *Host Agency Services*

Host agencies for the law enforcement projects in this survey were most likely to engage in first response and arrest (89 percent each) and evidence collection (85 percent), as might be expected of police and sheriff departments (table 3.1, first column). At least 1 in 10 of the host agencies classified as law enforcement, however, clearly were not involved in direct law enforcement activities, as they did not report making arrests, being the first to respond to emergency situations, or collecting evidence. About half of the law enforcement host agencies offered victim witness services, comprehensive safety planning, and court advocacy, and slightly more than one-third provided medical advocacy and prosecution. (Urban Institute researchers have talked during site visits with police departments in two states where the responding police officer is expected to prosecute misdemeanor offenses before a magistrate.)

Host agencies for the prosecution projects were, as would be expected, most likely to engage in prosecution (94 percent), victim witness services (86 percent), and court advocacy (82 percent), with much lower proportions reporting the remaining activities (table 3.2, first column). One can again see some overlapping functions, with 27 percent of prosecution agencies reporting that they do some evidence collection and 10 percent reporting that they make arrests.

### *Crime Focus*

Most law enforcement and prosecution host agencies seemed to specialize in either domestic violence or sexual assault services. Nearly 93 percent of criminal justice agencies reported focusing primarily on domestic violence and 7 percent primarily on sexual assault. When broken out by law enforcement and prosecution agencies, the percentages stay nearly the same. These reports suggest that respondents may have been considering as their host



**TABLE 3.1** *Activities of STOP-Funded Law Enforcement Programs and Their Host Agencies (Weighted Percentages)*

Type of Activity	Activity Conducted by Host Agency	Activity Conducted by STOP-Funded Law Enforcement Program	Of Host Agencies Doing Activity, Proportion Supporting It with STOP Funds
<b>Criminal Justice Interventions</b>			
Evidence collection	85	45	53
Arrest	89	40	45
Prosecution	36	26	72
First response	89	29	33
Multidisciplinary first response team	42	32	76
<b>Activities to Assist Victims</b>			
Court advocacy	47	40	85
Comprehensive safety planning	57	51	89
Medical advocacy	36	28	78
Victim witness services	53	48	91
<b>Other Activities</b>			
Interagency collaboration	77	67	87
Providing domestic violence/sexual assault training or education	84	77	92
Policy/protocol development	71	53	75
Community mobilization	38	29	76

Source: Urban Institute analysis of criminal justice program telephone interview responses;  $N = 74$ .

**TABLE 3.2** *Activities of STOP-Funded Prosecution Programs and Their Host Agencies (Weighted Percentages)*

Type of Activity	Activity Conducted by Host Agency	Activity Conducted by STOP-Funded Prosecution Program	Of Host Agencies Doing Activity, Proportion Supporting It with STOP Funds
<b>Criminal Justice Interventions</b>			
Evidence collection	27	20	74
Arrest	10	10	100
Prosecution	94	70	74
First response	16	9	56
Multidisciplinary first response team	12	7	58
<b>Activities to Assist Victims</b>			
Court advocacy	82	61	74
Comprehensive safety planning	35	28	80
Medical advocacy	15	7	47
Victim witness services	86	64	74
<b>Other Activities</b>			
Interagency collaboration	73	63	86
Providing domestic violence/sexual assault training or education	77	60	78
Policy/protocol development	66	52	79
Community mobilization	26	19	73

Source: Urban Institute analysis of criminal justice program telephone interview responses;  $N = 83$ .



agency some unit smaller than the entire police department or prosecution office, because these larger entities would be expected to handle crimes of both types. Alternatively, their answers may reflect their beliefs about the volume of calls or cases they handle, rather than any intent to specialize. Most victim service host agencies also specialized in either domestic violence or sexual assault services, but more victim service than criminal justice agencies reported working on both issues.

Because of the wide array of activities that criminal justice agencies perform and the great variety of crimes they handle, the devotion of agency resources to violence against women issues was not exceptionally high. Forty-one percent of law enforcement agencies reported that less than 10 percent of their agency's activities focused on domestic violence, while 71 percent noted this low level of concentration with respect to sexual assault and 91 percent did so for stalking. Likewise, 52 percent reported that less than 10 percent of their budget was used for domestic violence services, while 80 percent noted this low a level of financial commitment for sexual assault services and 90 percent did so for services related to stalking.

Of the prosecution agencies interviewed, 51 percent estimated that 10 to 25 percent of their budget was used for domestic violence services, while 33 percent noted this level of financial commitment for sexual assault services and 16 percent did so for services related to stalking. The devotion of agency activities to violence against women issues was very similar to the amount of the budget allotted to such concerns (as described above). Ten to 25 percent of the agency's activities were devoted to domestic violence issues by 40 percent of those interviewed. Thirty percent of those agencies reported that same level of concentration for sexual assault services and 21 percent for stalking.

### *Host Agency Staffing*

Law enforcement agencies employed staff in a variety of service and managerial positions. Ninety-six percent employed "frontline" workers to interact directly with victims. Frontline workers have titles such as patrol officer, investigator, detective, and victim advocate. Ninety-seven percent employed "middle management" staff to fill roles as captains, sergeants, program coordinators, and lieutenants. Of those host agencies with middle management staff, 60 percent reported that these staff also provided at least some direct activities to assist victims. All of the law enforcement agencies had agency heads or leaders (most often the chief or sheriff), 21 percent of whom provided some direct activities to assist victims.

Similarly, 97 percent of the prosecution agencies employed frontline workers to interact with victims, most often as victim witness personnel and advocates. Seventy-six percent employed middle management positions such as assistant or associate



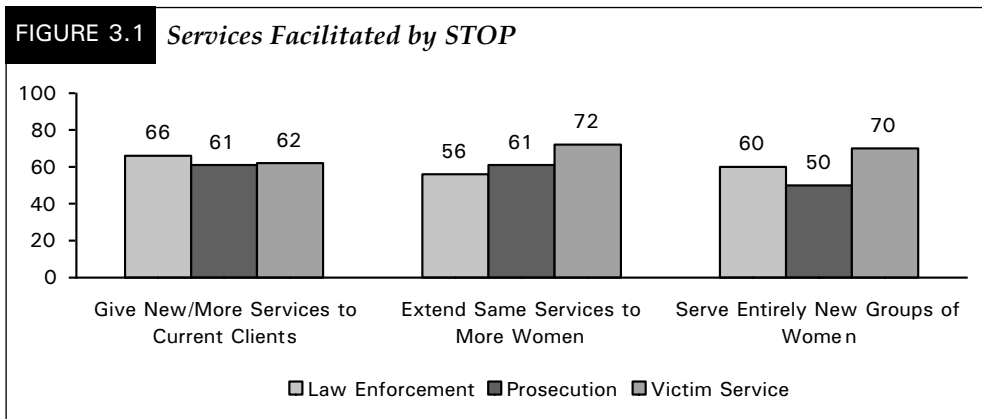
district/city/county attorneys, supervisors, and victim witness directors. Of these staff, 69 percent provided direct activities to assist victims. Additionally, all of the prosecution agencies had agency heads or leaders, generally the district, city, or state attorney, 42 percent of whom engaged in direct activities to assist victims.

For the criminal justice survey, we did not require that criminal justice agencies offer direct activities to assist victims in order to be part of the sample. Therefore, the first thing we examined was the proportion of law enforcement and prosecution agencies that used their STOP funds to provide direct activities to assist victims. Of the law enforcement programs interviewed, 70 percent used their STOP funds for this purpose, as did 90 percent of prosecution programs.

STOP-funded criminal justice programs served different purposes for their host agencies (figure 3.1). In some cases STOP funds supported new services for the host agency, and in other cases they allowed the agency to expand existing services in order to reach more victims or provide a more comprehensive approach.

Of the 70 percent of law enforcement agencies that use their STOP money to provide direct activities to assist victims, 66 percent reported that STOP funds have allowed their agencies to provide new services to their current victim populations. In other words, the same victims were being served through STOP funding but could receive either more services or new types of services as a result of STOP. Likewise, 56 percent of law enforcement programs reported that STOP funds have allowed their host agencies to bring existing services to more victims, significantly less than reported by victim services.<sup>3</sup> In addition, 60 percent of the law enforcement programs have used STOP to tap into an entirely new victim population, such as victims living in a neighboring county or victims with language/cultural service barriers.

## Stop-Funded Program—Expanded Services



Source: Urban Institute analysis of criminal justice and victim service program telephone interview responses; law enforcement,  $N = 94$ , prosecution,  $N = 97$ , victim services,  $N = 200$ .



Of the 90 percent of prosecution agencies that use STOP funds to provide direct activities to assist victims, 61 percent reported that STOP funds have allowed the agency to bring the same services to more victims. This proportion is essentially similar to those reported by law enforcement and victim services about their STOP projects. Similarly, 61 percent of prosecution agencies reported that STOP gives the agency the ability to provide the same victims with either more services or more types of service. Findings for law enforcement are similar, but victim service programs were marginally more likely than prosecution to report this effect of STOP. In addition, half of the prosecution agencies interviewed felt that the STOP Program has allowed them to tap into a new victim population; victim service programs were significantly more likely to report this effect.

Thus, STOP-funded criminal justice programs have heightened the capacity of host agencies to handle cases of domestic violence and sexual assault effectively and with appropriate attention to victim needs and preferences. Nearly 68 percent of law enforcement agencies and 52 percent of prosecution agencies felt that STOP has been responsible for bringing new, first-of-their-kind services to their communities. In addition, 32 percent of law enforcement agencies and 49 percent of prosecution agencies have used STOP funding to supplement previously existing work/programs.

## Law Enforcement Program Activities

Law enforcement agencies undertook a variety of activities with STOP funds (second column of table 3.1). Direct service components such as comprehensive safety planning (51 percent), victim witness services (48 percent), evidence collection (45 percent), court advocacy (40 percent), and arrest (40 percent) ranked among the most common activities with a direct focus on helping victims.

### Law Enforcement Example: City of Deming Police Department, Deming, New Mexico

**Program Goal:** The goal of the department's STOP project is to have zero tolerance for domestic violence in the community.

**Program Strategies:** The STOP project involves many strategies to address domestic violence in Deming. The department has increased domestic violence training, employs a domestic violence officer, does outreach and community education on domestic violence in local schools, and has purchased necessary equipment, such as cameras, to collect the evidence to build effective domestic violence cases. The domestic violence officer works closely with the district attorney to ensure that evidence is collected correctly so it will stand up in court. The officers also facilitate referrals for victims to the local domestic violence shelter.

**Program Impact:** Before the STOP project, law enforcement did not offer women the same level of resources it does now. Victims were hesitant about having charges filed. The project has also made offenders more aware that the local law enforcement agency has zero tolerance for domestic violence and will work to obtain the evidence necessary to achieve convictions in such cases.



Because these are common activities of law enforcement agencies anyway, use of STOP funds to support them might be expected. Other activities, however, received even greater emphasis in the STOP-funded component of law enforcement activities. These included domestic violence/sexual assault training or education (77 percent), interagency collaboration (67 percent), and policy/protocol development (53 percent). The prominence of these activities in STOP-funded projects probably reflects both the emphasis of state STOP agencies and the interest of subgrantees in changing “business as usual.”

Of prime importance, considering some of the emphases in the VAWA legislation on interagency collaboration and multiagency responses to violence against women, is that STOP is being used in a major way within law enforcement agencies to foster this type of response. All of the other activities to change the systemic response were either funded by the STOP Program or did not happen in most agencies. Ninety-two percent of those providing domestic violence/sexual assault training did so with STOP funds, and 87 percent of those working on interagency collaboration supported the effort with STOP funds (last column of table 3.1). Additionally, STOP funds were responsible for 76 percent of the policy and protocol development that occurred between and within agencies. Two direct service activities that require significant amounts of cross-agency interaction, court advocacy and victim witness services, were highly dependent on STOP funds, 85 percent and 91 percent, respectively.

Conversely, subgrantees in many communities reported that law enforcement agencies were highly unlikely to use a STOP subgrant to support first response measures or arrest. Because these activities are the core of law enforcement responsibility and are part of their routine activities, it is probable that agencies supported them with other sources of funding and did not have to use STOP funds for these purposes. It may also be the case that state STOP administrators encouraged law enforcement agencies to undertake innovative system change activities with STOP funds.

### *Illustrations from Site Visits*

During site visits, Urban Institute researchers interviewed people who initiated innovative STOP-funded activities in law enforcement agencies. Funding a victim witness advocate or investigator position that functioned as part of a next-day follow-up program was particularly effective. Over the course of this evaluation in many states and communities, subgrantees reported this approach allowed them to contact all victims, to provide activities to assist victims as well as referring them to other community agencies, and to increase the chances that criminal cases would continue. If the STOP-funded position is one of advocate, the advocate either contacts all victims of domestic or sexual violence the day after the incident, using information from incident reports, or rides along





with a sworn officer the day after the incident to offer support to the victim as the officer gathers further evidence. If the STOP-funded person is an investigator, she or he usually has the job of following up with victims the day after an incident to gather evidence and examine safety precautions, convey service options with respect to nonprofit victim services and protection orders, and establish a supportive contact for victims to call to learn the status of a case. Back in the office, the investigator also pulls together the various elements of a case to pass on to the prosecutor. It also was not unusual for the STOP Program to fund an investigator in a law enforcement department and an advocate from a nonprofit victim service agency who worked together doing follow-up investigations and victim support.

People holding these positions reported, during site visits, that both jobs increase victim participation with criminal justice agencies and seem to offer victims support that they appreciate (as indicated by the frequency of comments to the advocate or investigator). Higher-ups in departments with someone filling one of these positions also reported increased victim participation, although no one had hard data to document changes in victim involvement. When we were able to interview prosecutors in jurisdictions with a police investigator position, they also reported that they were receiving considerably stronger cases as a result of the investigator's work.

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## **Prosecution Program Activities**

Prosecution agencies used their STOP funds to pursue a range of different activities. Direct service components such as prosecution (70 percent), victim witness services (64 percent), and court advocacy (61 percent) were fairly common (second column of table 3.2). Other activities such as interagency collaboration (63 percent), providing domestic violence/sexual assault training (60 percent), and policy/protocol development (52 percent) were among the most frequent activities.

Activities to assist victims that are likely to be considered above and beyond a prosecutor's daily duties, such as court advocacy, comprehensive safety planning, evidence collection, arrest, and victim witness services, were highly likely to be funded by STOP (74, 80, 74, 100, and 74 percent, respectively—last column of table 3.2). Furthermore, if prosecution agencies participated in other activities that promote work between agencies, they mostly used their STOP funding to do so. Subgrants supported interagency collaboration, domestic violence/sexual assault training, and policy/protocol development in 86, 78, and 79 percent, respectively, of the agencies undertaking the activity. Examples of prosecutor involvement in special units and multidisciplinary teams through STOP are given at the end of this chapter, where we include a summary of work done for the National Institute of Justice by the Institute for Law and Justice to evaluate the impact of STOP on criminal justice agencies.



**Prosecution Example:  
Oklahoma District Attorney District #27,  
Tahlequah, Oklahoma**

**Program Goal:** The goal of the program is effective and safe resolution of legal issues related to domestic violence.

**Program Strategies:** This district attorney's office works closely with the local shelter and sheriff's department to improve service delivery to domestic violence victims. The Victim Service Unit is part of a countywide team effort. The team has meetings on a bimonthly basis. The team has devised and started a collaborative project with a local beautician and counselors at the local Department of Health. Beauticians have been trained to do domestic violence screening and safety planning with their clients. In addition, the salons and Department of Health serve as fronts for victims to have contact with services without going to the shelter. Contacts with shelters in small towns can be risky for victims who are highly visible. This project enables victims to set up hair appointments and appointments with the Department of Health while at the same time meeting with victim service advocates and prosecutors. It is a safe way for victims to get out of their homes and seek help for their domestic violence concerns.

One aspect of this project targets upper- and middle-income women who would not normally contact shelters or law enforcement. They usually attempt to leave by checking into motels with their credit cards and contacting a private attorney. They may have jobs and are usually professional women who live with the myth that their education should have enabled them to avoid being in a domestic violence situation. As a result, these victims do not receive the important safety planning, intervention counseling, and education that women in shelters do. These women remain invisible to service providers and are difficult to assist as a result. In addition, this project assists women who are in particularly violent relationships by giving them a safe way to seek services without alerting their partners.

Private nonprofit victim service agencies also undertook a variety of direct service activities with STOP funds. These included court advocacy (77 percent), comprehensive safety planning (58 percent), counseling (53 percent), answering hotline calls (50 percent), individual advocacy (49 percent—assisting women to receive all the types of services they need, such as social services and mental health and substance abuse services), medical advocacy (48 percent), first response (34 percent), and shelter (30 percent).

Some activities of victim service agencies stand out as particularly likely or unlikely to be supported by STOP funds. Court advocacy and participation in a multidisciplinary first response team were most likely to be STOP funded or not to exist in an agency. Very few agencies supported these activities without using STOP as a funding source. STOP funds were used to support major portions of projects focusing on collaboration, training, and policy/protocol development. STOP funding allowed these activities to proceed at a more extensive level than had been possible before STOP. Host agencies were relatively unlikely to use a STOP sub-

## **Victim Service Program Activities**



**Prosecution Example:  
Special Victims Unit, County of Delaware  
Office of the District Attorney,  
Media, Pennsylvania**

**Program Goal:** The Special Victims Unit (SVU) has an institutional commitment to work with two local victim service agencies: one that assists victims of sexual assault and one that assists victims of domestic violence. The SVU and the victim service agencies work together to involve victim advocates in a case as early as possible. These advocates provide support and counseling to victims at all court proceedings and outside of court. In addition, the domestic violence advocate assists women to obtain protection from abuse orders, and in prosecuting offenders who violate such orders.

**Prosecutors:** Prosecutors are able to proceed in cases of domestic violence and sexual assault without the victim's testimony if there is enough evidence to do so. This is more frequent in cases of domestic violence. Over the past few years, the SVU has worked to train police officers to collect evidence that will improve the chances of successful prosecution if the victim is unable or unwilling to testify.

**Program Impact:** Before STOP funding, the District Attorney's office worked with victim service agencies on an informal basis. Since the funding, which helped create the SVU, the SVU has formed a solid partnership with both victim service agencies, and the ability to meet the needs of victims has improved dramatically. The director believes that this partnership also increases victim safety and offender accountability. The SVU credits STOP with helping to create a systemwide focus on domestic violence and sexual assault.

grant to support shelters, offer legal representation, or answer a hotline. Either they already had sufficient support for these activities or state STOP agencies gave higher priority to using STOP funds to promote collaborative work.

## Comparing Activities across Agency Types

A comparison of private nonprofit victim service and criminal justice agencies shows that while the former are more likely to provide court or medical advocacy than the latter, criminal justice programs are more likely to use their STOP funds for policy/protocol development. Both law enforcement and private nonprofit victim service programs are more likely than prosecution to provide comprehensive safety planning or first response as a STOP-funded activity, in keeping with their role in the system and their earlier contact with victims. In addition, law enforcement is more likely than victim service or prosecution agencies to participate on a multidisciplinary team or provide training with STOP funds.

Thus, many criminal justice programs reported using their STOP funds to supplement activities involving more extensive working relationships with other agencies in their community. They reported that these working relationships contributed to a greater capacity to serve victims throughout the various systems in the community.

## STOP Funding for Criminal Justice Programs

No host agency relied solely on the STOP Program for its funding. Host agencies usually earmarked STOP funds for specific program components. Nine percent of law enforcement agencies and 13 per-



cent of prosecution agencies, however, reported that rather than earmarking their funds, they blended their STOP funds into their general operating budget to be used for general program support.

Interview responses indicated that funds from each fiscal year allocation (FY 1995–99) went to law enforcement and prosecution agencies (tables 3.3 and 3.4).<sup>4</sup> Relatively few law enforcement or prosecution agencies, however, received direct STOP subgrants from FY 1995 or FY 1996 allocations (28 percent and 31 percent, respectively). Most said they first received support from FY 1997 funds (36 percent of law enforcement and 40 percent of prosecution agencies). Subgrants tended to be in the \$20,000 to \$49,999 range in each year, but some proportion of agencies got substantially larger subgrants and a few got smaller ones, most of which occurred in earlier years.

**Prosecution Example:  
Domestic Violence and Stalking Unit, Columbus City Attorney,  
Columbus, Ohio**

**Program Goal:** The goal of the STOP-funded project is to provide specialized prosecution on domestic violence cases and to provide courtroom advocacy and other advocacy services to victims.

**Program Strategies:** The Prosecutor's Office Domestic Violence/Stalking Unit provides assistance to domestic violence and stalking victims incorporating community liaison personnel with traditional courtroom advocates. Services include but are not limited to assistance in obtaining protective orders, community referrals, crisis intervention, courtroom advocacy and support, victim education, safety planning, community education, crime victim compensation information, and assistance with victim impact statements. Courtroom advocates assist prosecutors with evidence collection and provide victims with updated case information.

Prosecutors in the unit proceed with prosecution absent victim testimony in those cases where there is sufficient evidence. Although victims' wishes are taken into account, it is the goal of the unit to hold abusers accountable for their behavior.

**Program Impact:** The program director reports that the unit has significantly improved the quality of services to domestic violence/stalking victims within the jurisdiction. As a direct result of services, victim participation in prosecution efforts has increased. The use of community liaisons provides victims with access to a comprehensive range of services, including shelter, civil remedies, children's services, and counseling support.

The majority of the programs received STOP grants for two or more years (54 percent of law enforcement and 65 percent of prosecution). Seventy-one percent of all agencies had their funding renewed for FY 1999. Additionally, STOP funding levels for both prosecution and law enforcement increased over time.



**TABLE 3.3** *Years and Amounts of STOP Funding for Law Enforcement Programs (Weighted Percentages)*

Subgrant Size	Percent of Law Enforcement Programs				
	FY 1995 (n=5)	FY 1996 (n=22)	FY 1997 (n=42)	FY 1998 (n=55)	FY 1999 (n=45)
Under \$10,000	0	15	0	7	3
\$10,000 to \$19,999	0	14	16	7	3
\$20,000 to \$49,999	40	41	46	51	50
\$50,000 to \$99,999	60	20	16	19	24
\$100,000 or more	0	10	22	16	20

Source: Urban Institute analysis of criminal justice program telephone interview responses; Overall N = 74.

**TABLE 3.4** *Years and Amounts of STOP Funding for Prosecution Programs (Weighted Percentages)*

Subgrant Size	Percent of Prosecution Programs				
	FY 1995 (n=6)	FY 1996 (n=24)	FY 1997 (n=48)	FY 1998 (n=57)	FY 1999 (n=57)
Under \$10,000	17	4	3	0	2
\$10,000 to \$19,999	33	5	13	11	7
\$20,000 to \$49,999	50	61	32	40	51
\$50,000 to \$99,999	0	21	28	33	27
\$100,000 or more	0	9	24	16	13

Source: Urban Institute analysis of criminal justice program telephone interview responses; Overall N = 83.

## Criminal Justice Program Functioning

The majority of STOP-funded criminal justice projects were currently under way when we conducted the interviews for this study (summer 2000). Implementation status varied, however. Sixty-four percent of the programs were fully up and running at the time of their phone interviews, and 13 percent were beginning a second program component in addition to their first one. Eleven percent reported being finished while 2 percent were just beginning. Nine percent felt that although they had made good progress, they still had a way to go.

### *Referrals from and to Other Agencies*

Victims contact law enforcement agencies directly, but it is also the case that other agencies may suggest to victims that they contact law enforcement. Almost half (48 percent) of law enforcement subgrantees reported that another law enforcement agency referred victims of violence against women to them (table 3.5). Private non-profit victim service agencies and "other" sources were the next most common points of referral. No other source was reported by more than 9 percent of subgrantees, except prosecution agencies (11 percent).

Because law enforcement agencies are often the place a victim goes first, they are in a position to refer the victim to other agencies for assistance with a variety of matters. These STOP-funded law



enforcement projects reported referring to private nonprofit victim service agencies (66 percent), prosecution (22 percent), a mental health or substance abuse agency (20 percent), or a governmental social services agency (20 percent—table 3.5).

**TABLE 3.5** *Referral Sources and Resources for Law Enforcement Programs (Weighted Percentages)*

Agency Type	Law Enforcement Receives Referrals from Agency	Law Enforcement Makes Referrals to Agency
Another law enforcement agency	48	4
Health agency	9	9
Governmental social service agency (e.g., welfare, child welfare, housing)	5	20
Prosecution agency	11	22
Private nonprofit victim service agency	22	66
Mental health/substance abuse agency	6	20
Court	6	7
Religious organizations/clergy	0	2
Legal services	2	17
Government victim service agency	0	4
Community service agency (nongovernmental)	5	12
Professional association	0	2
Judges	0	0
Probation, parole	1	1
Minority community service	1	1
Other	36	4
State administrative agency	0	1

Source: Urban Institute analysis of criminal justice program telephone interview responses;  $N = 94$ .

Prosecution agencies also receive many referrals from private nonprofit victim service agencies (33 percent reported this source—table 3.6), but their major source of referral is law enforcement (87 percent), reflecting the normal flow of cases from law enforcement to prosecution once a perpetrator has been apprehended. Twelve percent of prosecution projects reported receiving referrals from courts, and 25 percent listed an “other” source of referral. All other sources were mentioned by less than 10 percent of prosecution subgrantees.

Prosecution agencies also refer victims of violence against women to a variety of other agencies (table 3.6). Eighty-nine percent reported that they refer to a private nonprofit victim service agency, 35 percent refer to governmental social services or mental health substance abuse agencies, and 25 percent refer to community service agencies.

It is useful to have documentation of these referral patterns and to note the high proportions of justice system agencies that refer to private nonprofit victim service agencies. Two-thirds of law



enforcement and almost all prosecution agencies with STOP sub-grants appear by these data to be helping victims of violent crimes against women to make contact with victim service agencies. This, in combination with information just presented about the extent of interactions between law enforcement, prosecution, and victim service agencies, provides evidence that STOP is making a difference for system structures.

**TABLE 3.6** *Referral Sources and Resources for Prosecution Programs (Weighted Percentages)*

Agency Type	Prosecution Receives Referrals from Agency	Prosecution Makes Referrals to Agency
Law enforcement agency	87	15
Health agency	8	21
Governmental social service agency (e.g., welfare, child welfare, housing)	9	35
Another prosecution agency	7	8
Private nonprofit victim service agency	33	89
Mental health/substance abuse agency	8	35
Court	12	10
Religious organizations/clergy	2	1
Legal services	3	13
Government victim service agency	0	3
Community service agency (nongovernmental)	5	25
Professional association	1	7
Judges	1	2
Probation, parole	2	4
Minority community service	1	2
State administrative agency	0	4
Other	25	7

Source: Urban Institute analysis of criminal justice program telephone interview responses;  $N = 97$ .



## Findings from ILJ's Evaluation of STOP-Funded Law Enforcement and Prosecution Projects

In 1996, the Institute for Law and Justice (ILJ), under a grant from the National Institute of Justice, began an evaluation of the law enforcement and prosecution components of the STOP Violence Against Women Formula Grant Program authorized by the Violence Against Women Act of 1994.<sup>5</sup> The evaluation included surveys of subgrantees, process evaluation of 12 local and state STOP-funded projects, impact evaluation of six projects, surveys of state Peace Officer and Standards Training (POST) agencies, and legislative reviews. Special areas of focus included training, specialized units, and multiagency team projects.

### PROJECT ACTIVITIES

To identify project activities at the very beginning of the STOP Program, ILJ surveyed 1995 law enforcement and prosecution subgrantees. The survey focused on the 224 subgrantees in the national SAPR database that had used STOP funds to (1) attend, provide, or develop training; (2) hire personnel; or (3) develop policies. In 1995, when states had only limited funds, the majority of law enforcement and prosecution subgrantees identified training as the primary activity carried out with STOP funds (59 percent). About one-fourth of the subgrantees (27 percent) reported that their primary activity was hiring staff, with the remaining subgrantees ranking policy development as their primary STOP-funded activity (13 percent). An analysis of the 1999 SAPR database showed that law enforcement and prosecution agencies used STOP funds for a wide variety of activities, including activities to assist victims with the criminal justice process (52 percent), providing or developing training (45 percent), creating/enhancing specialized units (43 percent), and developing policy (21 percent).

Further analyses showed the following trends:

- The STOP Program has become increasingly victim focused. In 1995, about half of the subgrantees that prioritized staff hiring used grant funds to support the salaries of victim/witness specialists or court advocates. In 1999, activities focused directly on supporting victims in the criminal justice process were the most common activities supported with STOP funds.
- The STOP Program has been a mainstay of law enforcement and prosecution training and the development of specialized units. Training remained a common activity from 1995 to 1999. In 1999, nearly half of the subgrantees relied on STOP funds to create or enhance specialized units.

### IMPACT OF STOP ON LOCAL CRIMINAL JUSTICE EFFORTS

Each locality faced different issues and challenges in implementing new programs. To better understand how STOP projects were implemented





locally, ILJ conducted a process evaluation of eight projects. The impact of local projects on victim safety and offender accountability was studied through the intensive evaluation of two special units and two multi-agency team projects. Once local permission was granted, ILJ conducted site visits and collected project data. Interviews with staff played a large role in assessing project implementation, as did relevant participant-observer activities (e.g., “ride alongs” with police and probation officers, courtroom observation).

### **Policy Development**

The primary activity at one process site was policy development. A rural Arizona task force worked to create domestic violence protocols that covered the entire criminal justice response, from dispatch to batterer intervention programs. A second project had a strong policy development component, although its primary focus was the creation of a specialized unit. This county convened a task force to propose policy and procedural changes to improve the Juvenile Court’s response to juvenile domestic violence offenders. At both sites, county-level task forces worked to develop a criminal justice protocol that would produce a uniform response to violence against women. STOP funds supported the addition of a coordinator or facilitator to each task force. In general, the addition of a designated task force administrator resulted in an increase in task force activity, expanded participation, and greater clarity for the projects. The task forces were successful in creating comprehensive policies that covered multiple agencies and jurisdictions. However, policy implementation was discretionary to each agency, thereby limiting the task force’s ability to develop a uniform response.

### **Special Units**

STOP funds were used as a catalyst for the creation of new units, and seven special units were reviewed as part of the process evaluation. The special units improved both the investigation and prosecution of violence against women crimes. Domestic violence detectives provided important follow-up services for victims and increased law enforcement’s ability to build cases and make arrests in cases where the offender had fled the scene. Designated prosecutors or prosecution units tended to be victim oriented, emphasizing both vertical prosecution and coordinated advocacy services. Those units that addressed stalking and sexual assault required additional resources in the areas of case monitoring and evidence collection.

#### *Impact of Special Units*

Two special units were selected for impact evaluation, based on local willingness to participate in evaluation and the project’s potential for affecting victims and offenders. Furthermore, the impact sites reflected typical STOP funding, with funds being used for the addition of one or two dedicated professionals in each community.



The Dane County, Wisconsin, Sheriff's Office used STOP funds to support the salaries of two domestic violence detectives. This project was evaluated through surveys of domestic violence victims served by the Dane County Sheriff's Office. Surveys were also sent to domestic violence victims served by a police department that was about the same size and in the same state but did not have a domestic violence unit. The survey instrument consisted of both open-ended and closed-ended questions and captured information on the incident, contact with responding patrol officers, experiences with domestic violence detectives, and overall thoughts on police response. Although findings could not be generalized because of low response rates, the richness of the write-in comments allowed ILJ to discuss variations in the quality of the law enforcement response.

- The creation of a specialized team of domestic violence detectives in Dane County improved the quality of the response provided to victims, who tended to be very satisfied with their experience with the detectives. Victims served by the special unit were more willing to seek assistance from law enforcement in future domestic violence situations than were victims served by a comparably sized police department without a special unit.

In Stark County, Ohio, the Office of the Prosecutor used STOP funds to support the salary of a designated felony domestic violence prosecutor. A change in Ohio law "enhancing" second domestic violence offenses to felony level had produced a large influx of habitual domestic violence offenders charged with felonies. STOP funding provided the resources necessary to ensure that felony-level domestic violence crimes were given the fullest attention. The Stark County project was evaluated through the use of aggregate statistics and by tracking domestic violence cases filed with the prosecutor's office. The case tracking system included only cases involving intimate partner violence with a male offender and female victim. All domestic violence felons from 1996 were tracked from arrest to disposition and sentence. This pregrant group of felons was compared with a sample of cases from 1999.

- The appointment of a dedicated felony domestic violence prosecutor had an unequivocal impact on offenders in Stark County, Ohio. Not only were fewer felony cases dropped to misdemeanors; conviction rates increased and prison sentences lengthened. The creation of the special prosecutor position also resulted in greater efficiency, with the number of days from arrest to disposition decreasing over time. Thus findings showed a direct link between the STOP Program and an increase in offender accountability.

### **Multiagency Team Projects**

Several special units operated in the context of multiagency team projects. The multiagency team is a very promising development, especial-



ly when it includes law enforcement, prosecution, advocacy, and probation staff. These teams operate on a number of levels, from weekly meetings to review individual cases, to the delivery of local police training. In the area of domestic violence, multiagency teams, by closing gaps as cases are transferred from one agency to another, have the potential of enhancing victim safety. Sexual assault projects, which tend to be heavily dependent on evidence collection and documentation, benefit from having crime labs and the medical community as partners. In sum, the team approach minimizes the chance that victims will get “lost” in the system and increases the likelihood that offenders will be held accountable for their crimes.

#### *Impact of Multiagency Team Projects*

The process evaluation suggested that multiagency projects had the most potential for affecting the way in which criminal justice systems respond to violence against women. For this reason, two multiagency team projects were chosen for impact evaluation. One of these projects addressed domestic violence, while the other focused on sexual assault.

In Manchester, New Hampshire, STOP funds were used to create a domestic violence “team” involving several different agencies. The “team” included police officers, a domestic violence misdemeanor prosecutor, victim advocates, and probation officers. The overarching goal of the STOP project was to reduce the incidence of domestic violence in the Manchester area through aggressive enforcement, community education, and agency cooperation. A comprehensive evaluation strategy was used to assess the impact of this project. Statistics were collected from each agency where available, and some sampled pregrant and postgrant domestic violence cases were tracked from arrest to disposition. Content analysis of police incident reports from pre- and postgrant periods was carried out to gauge any changes in report writing. Several focus groups, including police officers and community advocates, were organized to gather information on the quality of the criminal justice response. Interviews were conducted with victims to document their experiences with the criminal justice system and to better understand the factors that contribute to victim safety and well-being. Findings were mixed, pointing to improvements in policing domestic violence and probation supervision, but also underscoring the challenges of prosecution.

- In Manchester, there were clear indications of improvements in police response to domestic violence, especially in terms of report writing. Yet the special prosecution unit was unable to reach many of its goals. An active defense bar and a time lag until advocacy contact were partly responsible for difficulties in prosecution.

In Kansas City/Jackson County, Missouri, funds were used to improve the community’s response to sexual assault. Here, STOP funds supported the crime lab (in the police department), the county prosecutor’s office, the SANE (Sexual Assault Nurse Examiner) program, and the



local private nonprofit victim service provider. The primary goal of the Kansas City project was improvement in evidence collection and documentation, which would lead to higher prosecution and conviction rates. Evaluation methods included both quantitative and qualitative tools. Statistics were collected from each agency where available. Prosecutor case files were reviewed, and all sex crimes cases referred to the Jackson County Prosecutor's Office were tracked over both pregrant and postgrant periods. Focus groups formed a large portion of the evaluation strategy. Ten focus groups were conducted, representing police officers, detectives, prosecuting attorneys, victim service staff, SANE nurses, and sexual assault victims. The evaluation also included personal interviews with victims. Findings indicated areas that needed improvement before any real impact on prosecution could be seen.

- In Kansas City, the crime lab reported a steady number of evidence examinations, despite a decline in sex crimes. But the prosecutor's office continued to reject most referred cases, reporting that it did so on the basis of insufficient evidence or lack of victim testimony. While communication among agencies had improved, prosecution felt it was affected by the poor quality of patrol response and the lack of victim services.

### **IMPACT OF STOP ON STATE TRAINING AND POLICY**

Three different methods were used to evaluate the impact of STOP on state-level training and policy. First, process evaluations were conducted of training programs, with intensive evaluation of two prosecutor training programs. Second, surveys of POST administrators were conducted to determine law enforcement training trends. Third, state laws were reviewed to identify changes in all three areas of violence against women.

#### **State Process Evaluation**

The STOP Program was often the primary source of funding for law enforcement and prosecution training on violence against women. Much of this training occurred at the state level. Two types of organizations most commonly developed and delivered statewide training: state POST agencies and state prosecutor associations. Telephone surveys of POST agencies and state prosecutor associations were conducted to identify agencies with strong violence against women programs. Based on the results of the survey and agency willingness to participate in the evaluation, four training projects were selected for process evaluation. Two training programs were targeted toward a law enforcement audience. The training conducted by the two state-level prosecutor associations were multidisciplinary in scope. One of the training projects also had a strong policy development component. Process evaluation methods included site visits, staff interviews, curricula review, collection of attendance data, inspection of attendee satisfaction survey findings, review of handbooks and training materials, and participation in training sessions.



### *Policy Development*

Before training can be effective, uniform policy must exist to guide criminal justice response to violence against women crimes. The lack of such policy required one of the training projects to devote STOP funds to the creation of criminal justice protocol. Policy development at the top levels of state government has an important advantage to local policy development—the state can mandate that jurisdictions under its authority follow protocol. While project implementation is an advantage to the development of policy by state directive, the creation of policy can be problematic. Too often, local authorities are not brought into the policy development stage, and the result may be ambiguous directives that cannot be implemented statewide. The inclusion of local authorities in early policymaking efforts would improve the process.

### *Training*

All four state-level projects included in the process evaluation created and delivered violence against women training programs. The training programs began with curriculum review and revision before taking on the challenge of conducting large conferences, specialized seminars, and workshops. These programs, which included faculty from multiple disciplines, were innovative in their delivery formats, complementing the traditional lecture format with interactive theater, panel discussions, the creation of videotapes and CD-ROMs, and broadcasting telecourses. Each training project made significant attempts to institutionalize its efforts by publishing manuals, reference guides, and newsletters and by offering technical assistance to agencies throughout the state. High attendance at conferences is proof that training needs on violence against women issues remain high and that personnel are being required to attend training.

### **Impact of Prosecutor Training Programs**

Two state-level prosecutor training programs were selected for intensive evaluation. In both states, STOP grants included funds for a domestic violence training coordinator. The programs were similar in content, scope, and audience. Consequently, similar evaluation strategies were used at both sites and findings were strengthened by the ability to draw comparisons. A two-phase research strategy was applied to both projects. First, a needs assessment was conducted to identify audience need for specific violence against women topics. Questionnaires were given to attendees of seven different courses, and they were asked to return the questionnaires at the close of training. Second, a follow-up survey of prosecutors who attended any of the training courses was conducted. This survey asked participants to identify the specific training topics they found useful and how that training had influenced their behavior. In addition, prosecutors were asked to describe a recent case in which the training lessons had been used.



The two STOP-funded projects included in the impact evaluation were the California District Attorneys Association's (CDAA's) Violence Against Women Training Program and Michigan's Violence Against Women Training Project for Prosecutors, sponsored by the Prosecuting Attorneys Association of Michigan (PAAM). The CDAA's initial STOP grant funded start-up activities and two seminars. Subsequent funding added prosecution symposiums, trial advocacy skills workshops, "train the trainer" seminars, stalking seminars, and sexually violent predator workshops. In Michigan, PAAM received three STOP grants to provide cross-professional training to members of the criminal justice system on issues connected to domestic violence and sexual assault. Courses have covered diverse topics such as personal protection orders, trial advocacy, expert witnesses, homicide prevention, and DNA analysis. Selected findings from the impact evaluation of prosecutor training programs include the following:

- Training needs differed by profession. Law enforcement training needs were in the areas of risk assessment, civil protection orders, and stalking law. Common training needs of prosecutors included child witness use, working with recanting victims, and victim/witness safety management. Victim witness specialists and advocates noted the need for training on responses to specific populations and working with prosecutors and law enforcement.
- Prosecutors reported that, in general, training on domestic violence topics was more useful than training on sexual assault, mostly because they were more likely to prosecute domestic violence cases than sexual assault cases. They also agreed that the following topics were particularly useful: domestic violence law, domestic violence dynamics, evaluating and charging cases, and victims' concerns.
- Training made its biggest impact on the ability of prosecutors to move toward evidence-based prosecution. Prosecutors noted that the presentation of evidence and gaining its admissibility in a court of law was improved as a result of training. Prosecutors also noted an increase in the use of expert witnesses in domestic violence cases.

#### **VIOLENCE AGAINST WOMEN STATE LEGISLATIVE ACTIVITY**

A review of state legislative enactments was carried out annually from 1998 to 2000. New laws were identified by Web sites set up by state legislative bodies, library research using advance legislative reports or session laws, and telephone calls to state legislative research offices in the few states where no other information was available. The legislative review showed that a total of 663 separate laws had been enacted from 1998 to 2000 on the subject of sexual assault, domestic violence, or stalking. Half of these laws were in the area of sexual assault, 38 percent cov-



ered domestic violence subjects, and 12 percent addressed the problem of stalking. The emphasis on sexual assault is likely a result of the longer history of sexual assault as a crime, while the relative inattention given to stalking is a consequence of its recent status as a "crime." Findings include the following:

- From 1998 to 2000, state legislatures passed 336 bills on sexual assault. Sexual assault legislation focused on defining what constitutes sexual assault and its punishment and on responding to other federal laws providing incentives for enactment of sex offender registration laws. Significant trends include the repeal of laws that permitted rape within the context of marriage and the repeal of the statute of limitations for rape as a result of advances in DNA analysis.
- From 1998 to 2000, state legislatures enacted 249 laws relating to domestic violence. The domestic violence laws changed both criminal codes and criminal procedures, with many of the laws increasing penalties for domestic violence crimes. An important development is the enactment of laws that allow officers to make warrantless arrests in misdemeanor domestic violence cases and the creation of mandatory arrest or pro-arrest policies.
- From 1998 to 2000, state legislatures passed 78 bills on the crime of stalking. All states now have antistalking laws, and an increasing number of states passed legislation that makes stalking a felony.

## CONCLUSIONS

The impact of the STOP Program is not easily determined because grant funds were used to support an array of services and activities. Furthermore, project implementation varied from one locality to the next, in reflection of local needs and capabilities. Nonetheless, despite the unique qualities of each funded project, some generalizations can be made about the overall impact of STOP at both local and state levels.

The STOP Program has provided a vital source of funding for cities, counties, and states. Quite simply, many of these activities would not be conducted without federal funding. Where special domestic violence law enforcement and prosecution units once were few, today they number in the hundreds. Most significantly, the availability of STOP funds has led many agencies to question, often for the first time, how well they were responding to violence against women crimes. Thus, the planning process necessary to develop a grant proposal has fostered both the expansion of STOP-funded projects with local funds for additional staff, and other new initiatives that are totally locally funded. These various initiatives have led in turn to the beginning of a comprehensive system for dealing with violence against women cases from the initial call for service through probation/incarceration and release to the community.



The creation of special units and dedicated staff has resulted in some promising outcomes, especially in increased arrests, greater consistency in case handling, and victim service coordination with the justice system. In general, there is substantial evidence of improvement in the quality of response to victims of violent crimes against women. Specialized detectives and patrol officers have improved victim experiences with law enforcement, with victims expressing greater willingness to seek help from the justice system in the future. The addition of a designated prosecutor often increases conviction rates and provides consistency in sentencing. Multiagency teams, comprising police officers, prosecutors, advocates, and probation officers, set an example for the entire justice community while closing gaps in the system that jeopardize victim safety and offender accountability.

The STOP Program has been integral to the development of coordinated community responses. The STOP Program designated that grant funds be distributed across law enforcement, prosecution, and victim services. The program also expected criminal justice agencies to work with local community service providers, especially private nonprofit victim service agencies. Consequently, STOP-funded criminal justice agencies have been dramatically changed, with increased linkages to victim services, which has led to significant improvement in communication, coordination of activities, and referrals between organizations. Victims today are receiving services never before provided, their complaints are taken seriously, and offenders are held accountable for their actions.

At the state level, the STOP Program has had a significant impact on the extent and scope of law enforcement and prosecution training. For example, the STOP-encouraged collaboration between criminal justice professionals and private nonprofit victim service organizations has expanded to the training area. Today teams of professionals representing both criminal justice and private organizations typically deliver training; this was rarely the case before (Uekert et al. 2001: see full report). Also, the Violence Against Women Act encouraged states to pass mandatory or preferred arrest policies in the area of domestic violence. The enactment of such laws shifted the focus of law enforcement investigations and prosecution from the complainant to evidence collection. Training has followed suit. Perhaps most important, the STOP Program provided the funding that was required to develop and deliver expanded training programs. Administrators repeatedly noted the significance of grant funds to increasing both the scope of the training and their ability to deliver training throughout the state.

The STOP Program also has influenced legislative activity. The STOP Violence Against Women Formula Grant Program, administered by each state, required each state to establish priorities, allocate funds, and provide accountability. The increase in organizational capacity, in turn, created a level of “buy-in” from state administrators and increased state-level awareness of violence against women issues. The STOP Program, with its designation that 25 percent of the funds go to private





nonprofit victim service agencies, also created a boost for statewide coalitions. These coalitions lobbied state legislators for changes in laws and policies relating to violence against women. Finally, a key element of the STOP Program is the creation of partnerships between criminal justice agencies and private nonprofit victim service providers. These attempts to create a coordinated community response resulted in a cadre of involved local leadership, authorities, and professionals who pushed for legislation that would improve their ability to respond to crimes against women.

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## Concluding Thoughts

Evidence from both Urban Institute telephone surveys and ILJ evaluation activities with selected law enforcement and prosecution programs clearly indicates the impact of the STOP Program in those communities that received subgrants. Further, the data from the law enforcement and prosecution projects, reported here for the first time, parallel quite closely the information reported last fall from victim service programs funded by the STOP Program (Burt et al. 2000a).

It is also important to recognize that, as became clear during site visits, each STOP community knows neighboring jurisdictions in which little has changed because there has been no effort to make changes, to seek grant funding, or to organize for systemwide impact. Sometimes these neighbors even share a prosecutor, a victim service agency, or both, but the activities in the STOP county have not generalized to the neighbor. Also evident during site visits is the general sensitivity of project accomplishments to changes in local personnel, such as the change of a police chief, prosecutor, or judge. Such changes, and the problems and opportunities they pose, lend repeated emphasis to the importance of having every agency “on board” if teams and other collaborative approaches are to work at their best.



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## Notes

1. Burt et al., 2000a. Victim services programs interviewed for this project were selected at random from the SAPR database if they used their STOP funds to offer direct service to victims of violent crimes against women and if they had received at least \$10,000 in STOP funds.
2. Because only 3 percent of both law enforcement and prosecution projects have an exclusive sexual assault focus, we had to sample more of these projects because, had we not, we would have interviewed only six such projects. By oversampling, we interviewed 19 projects with an exclusive sexual assault focus (10 percent of our sampled projects). However, to make the results representative of the universe of law enforcement and prosecution subgrants, all analyses have been performed using mathematical calculations, or weights, that bring the results back in line with the true distribution, with sexual assault projects again representing only 3 percent of the sample.
3. All differences between percentages mentioned in the text without qualification are significant at  $p < 0.05$ . Any difference described as "marginal" meets the criterion of  $p < 0.10$ . Because the size of several subsamples used in the analysis for this chapter is quite small, seemingly large percentage point differences may not be statistically significant.
4. At the time we conducted these interviews, states had not yet received their FY 2000 allocations, so no awards had been made.
5. This section is taken with minor modifications from the Executive Summary of Uekert et al., 2001.



# Interactions in Communities with Agencies Receiving STOP Funds



This chapter focuses on ways STOP has promoted increased interaction among community agencies combating violence against women. Not only is system change, along with the collaboration that must precede it, an important goal of VAWA, but strong collaborative relations among justice and victim service agencies in the community are an essential platform upon which victims of violent crimes against women will receive the most support and the greatest increase in safety.

## Introduction

This report focuses on the findings of two different data collection strategies. The first is nationally representative surveys of law enforcement, prosecution, and private nonprofit victim service agencies receiving STOP funds, asking about their interactions with other agencies in their communities and their perceptions of STOP's contribution to increasing and improving these interactions. The second is visits to STOP-funded collaborative efforts in four states, where Urban Institute researchers asked three questions: (1) What did it take to get collaboration off the ground? (2) What keeps it going? (3) What could bring it down? Most of this chapter is devoted to presenting the survey results, which are then interpreted in light of site-visit findings.

Practically all STOP-funded law enforcement projects (95 percent) and all of the STOP-funded prosecution agencies worked with at least one (other) law enforcement agency. Likewise, 97 percent of STOP-funded law enforcement projects and 72 percent of STOP-funded prosecution projects reported working with at least one (other) prosecution agency. With respect to interactions with private nonprofit victim service agencies, 98 percent of STOP-funded law enforcement projects and 99 percent of STOP-funded prosecution projects reported some kind of interaction with at least one such agency.

## Available Services for Victims of Domestic Violence, Sexual Assault, and Stalking

To fully understand the service networks in communities, we asked respondents about other agencies that serve victims of domestic violence, sexual assault, or stalking. Several other types of agencies offering services to such victims were available in most of the communities served by STOP-funded criminal justice projects:

- Health care facilities such as emergency rooms and clinics (reported by 86 percent of law enforcement projects and 80



percent of prosecution projects).

- Government social services such as cash assistance, child welfare, or housing agencies (reported by 83 percent of law enforcement and 82 percent of prosecution projects).
- Mental health and substance abuse treatment agencies (reported by 86 percent of law enforcement and 75 percent of prosecution projects).
- Legal aid agencies (reported by 74 percent of law enforcement projects and 71 percent of prosecution projects).

Significantly fewer STOP-funded criminal justice projects than victim service projects reported the availability of other services for victims of violent crimes against women.<sup>1</sup> This may indicate that the criminal justice projects have less knowledge about other community resources for women victims of violence than is true for victim services projects. About half of all criminal justice agencies interviewed (52 percent of law enforcement projects and 53 percent of prosecution projects) reported the presence of community service agencies. A third (33 percent) of law enforcement projects and 30 percent of prosecution projects said that courts in their community had some special arrangements for victims of violence against women. Thirty-seven percent of law enforcement and 27 percent of prosecution projects identified services available from a community service center serving one or more minority populations. Some STOP-funded law enforcement and prosecution projects (30 and 33 percent, respectively) said that religious organizations within the community offered services related specifically to victims of violent crimes against women.

## Partner Agencies for Criminal Justice Projects

Despite having a great array of services and agencies offering assistance to victims of domestic violence, sexual assault, and stalking in the communities served by STOP-funded criminal justice projects, all were not equally involved in coordinated work. In addition to inquiring directly about interactions with STOP-funded law enforcement, prosecution, and victim service agencies, the Urban Institute researchers asked criminal justice projects to identify the two agencies of any type in their community with which they had the most, or most meaningful, interactions. For the STOP-funded law enforcement projects interviewed, prosecution agencies and private nonprofit victim services were named most frequently. The proportion of STOP-funded law enforcement projects naming each type of agency as a working partner were as follows:

- 94 percent named a private nonprofit victim service agency.
- 61 percent named a prosecution agency.
- 12 percent named another law enforcement agency.



- 10 percent named government social services such as a child welfare, cash assistance, or housing assistance agency or the courts.
- Less than 4 percent named various other types of agencies, including government victim services, health agencies, or religious organizations.

The crime focus of the STOP-funded law enforcement project did not affect which agencies it named as primary partners. Law enforcement projects focusing exclusively on domestic violence or on sexual assault, or working with victims of both, were equally likely to name nonprofit victim services and prosecution as primary partners.

For the STOP-funded prosecution projects interviewed, law enforcement agencies and nonprofit victim services were named most frequently. The proportion of prosecution projects naming each type of agency as a working partner were as follows:

- 99 percent named a nonprofit victim service agency.
- 74 percent named a law enforcement agency.
- 10 percent named another prosecution agency.
- Less than 4 percent named various other types of agencies, including court, government social services, legal aid, mental health and substance abuse treatment agencies, probation, parole, government victim services, and state administrative agencies.

Again, the crime focus of the prosecution project did not affect which agencies it named as primary partners. Projects focusing exclusively on domestic violence or sexual assault, or working with victims of both, were equally likely to name law enforcement or nonprofit victim service agencies as primary partners, and these were the agencies they named most often.

In summary, law enforcement, prosecution, and private nonprofit victim services were reported most often as primary partners of STOP-funded criminal justice projects. Victim service agencies interviewed for a companion evaluation<sup>2</sup> reported a somewhat different pattern of results. Whereas virtually all STOP-funded law enforcement and prosecution projects reported victim service agencies as primary partners, smaller proportions of STOP-funded victim service projects said the reverse. Sixty-five percent of STOP-funded victim service projects reported law enforcement as a primary partner, and fewer than half (42 percent) named a prosecution agency. One-quarter of victim service projects named both law enforcement and prosecution agencies as those with which they partner the most to help women victims of violence, but 18



percent did not partner with either law enforcement or prosecution. Thus, STOP-funded justice projects are somewhat more likely to interact with victim service programs as primary community partners than victim service programs are to interact with these justice agencies.

The remainder of this chapter describes the nature of the interactions these STOP-funded criminal justice projects have with various agencies in their community. We look first at interactions with law enforcement, then with prosecution, then with nonprofit victim service agencies, and then with other types of agencies. These topics are followed by an examination of the ways that criminal justice agencies communicate, coordinate, and collaborate with the agencies they identified as their primary community partners. The chapter ends with a discussion of the role of task forces in developing services for victims of violent crimes against women.

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## **How STOP-Funded Law Enforcement Projects Interact with Other Agencies in Their Community**

### *Interactions with Other Law Enforcement Agencies*

As already noted, 95 percent of STOP-funded law enforcement projects said they interacted with other law enforcement agencies and 12 percent named them as one of their primary partners. We asked each law enforcement project saying it interacted with another law enforcement agency to describe interactions between the two agencies, including which members of each agency interacted with each other, whether the agencies had formal policies or procedures for working together, whether interactions had changed since the respondent's agency began receiving STOP funds, and whether the law enforcement project attributed any changes to the effects of the STOP-funded law enforcement project. Table 4.1 shows the responses to these questions.

Very large proportions of STOP-funded law enforcement projects reported the involvement of every level of employee in interactions between their project and other law enforcement agencies. We asked whether frontline workers of the two agencies interacted with each other, whether middle management did so, and whether the agency heads or leaders did so. (Some agencies did not have middle management; the percentages in table 4.1 reflect only those that did have this level of staff.) Ninety percent of STOP-funded law enforcement projects reported cross-agency interactions among frontline staff, 92 percent reported such interactions among middle management staff, and 81 percent reported them between the leaders of the STOP-funded law enforcement project and other law enforcement agencies. Thirty-seven percent of STOP-funded law enforcement projects had a formal policy or procedure in place that specified how they would work with other law enforcement agencies.

When asked whether specific types of interaction had increased between their agencies and other law enforcement agencies since receiving STOP funding, most said this had happened. Ninety per-


**TABLE 4.1** *Interactions of STOP-Funded Law Enforcement with Other Community Agencies (Weighted Percentages)*

	Percent of STOP-Funded Law Enforcement (LE) Projects Interacting with			
	Other LE Agencies	Prosecution Agencies	Victim Service Agencies	Other Types of Agencies
<b>Working Relationships</b> ( <i>n</i> for these answers)	<i>n</i> = 94	<i>n</i> = 94	<i>n</i> = 94	<i>n</i> = 94
LE project works with agencies of this type	95	97	98	Not asked
LE project names an agency of this type as a primary partner agency	12	61	94	Not asked
<b><i>n</i> for remaining answers</b>	<i>n</i> = 89	<i>n</i> = 91	<i>n</i> = 92	<i>n</i> = 31
<b>Staff Involvement</b>				
% with interactions between LE and other agency staff (if agency has that level of staff) among				
Frontline staff	90	92	92	88
Middle management	92	93	95	81
Agency leadership	81	76	71	81
<b>Policies</b>				
% with formal policy or procedure guiding the work the two agencies do together				
	37	38	53	Not asked
<b>Increased Interactions</b>				
% reporting increased interactions of the following types since receiving STOP funding:				
Contact of any type	79	79	85	80
LE project helps women deal with agency	86	85	83	68
Two agencies coordinate their work	87	87	88	83
Two agencies do joint planning, joint funding, or have institutionalized level of commitment	90	85	86	76
Summary of Increases:				
None (no changes reported)	13	9	10	13
In 1 or 2 types of interaction	10	17	7	4
In 3 types of interaction	24	19	12	15
In all 4 types of interaction	53	55	71	65
% saying changes were due to LE STOP project				
	78	80	81	76
% saying changes were due to other STOP project				
	18	21	19	4
% saying these changes were more true for LE project's relationship with some agencies of this type than with others				
	57	20	45	Not asked

Source: Urban Institute analysis of Criminal Justice project telephone interviews; *N* = 94.

cent said they had increased joint planning, joint funding, or institutionalized level of commitment to work together. Very high proportions of STOP-funded law enforcement projects reported that contact of any type, advocacy work for individual victims (as opposed to system advocacy), and coordination of the agencies' actions with respect to victims had increased since STOP funding began. More than half (53 percent) reported that all four types of interaction had increased.

In contrast, 10 percent of STOP-funded law enforcement projects reported that there had been no change with respect to law enforcement agencies in any of the types of interactions we examined, and 15 percent said that the leaders of other law enforcement





agencies were not involved with their own leaders in setting policy or procedures.

As might also be expected, interactions had not changed consistently with all law enforcement agencies in the community. Most STOP-funded law enforcement projects operated in communities with more than one law enforcement agency. More than half (57 percent) of those reporting some changed interactions with other law enforcement agencies said that these changes were truer for their project's relationship with some law enforcement agencies than with others. This proportion is higher than prevails for law enforcement relations with prosecution or other victim service agencies, but that difference probably is due to the greater likelihood of having several law enforcement agencies compared to the probability of having several prosecution or other victim service agencies in the same community as the STOP-funded law enforcement project.

Of STOP-funded law enforcement projects indicating some increased interactions between their project and other law enforcement agencies, 78 percent attributed these changes to their own STOP funding, 11 percent felt the changes were not due to their own STOP project, and 11 percent declined to say (which includes the 10 percent who did not report any changes). In addition, 18 percent attributed the changes to STOP funding going to another project in their community. Thus, most respondents felt both that some changes had occurred and that changes should be attributed, at least in part, to STOP funding.

### *Interactions with Prosecution Agencies*

Sixty-one percent of STOP-funded law enforcement projects named prosecution agencies as one of their two primary partners. As with other law enforcement agencies, most STOP-funded law enforcement projects said that all levels of employees were involved in these cross-agency interactions (table 4.1, second column). Ninety-two percent of law enforcement projects reported interactions among the frontline staff of their own and prosecution agencies, 93 percent reported interactions among middle management (if these existed in the two agencies), and 76 percent reported interaction between the leaders of the law enforcement project and prosecution agencies. Thirty-eight percent of law enforcement projects had a formal policy or procedure in place that specified how the two agencies would work together. Eleven percent of these projects, however, operated without connections between the law enforcement project leader and the prosecution agency leader.

When asked whether specific types of interaction had increased between the two agencies since the advent of STOP funding for the law enforcement project, most respondents said they had. Eighty-five percent said the two agencies had increased their amount of joint planning, joint funding, or institutionalized level of commit-



ment to work together. As many or more law enforcement projects reported that individual advocacy work and coordination of the two agencies' actions with respect to victims had increased with STOP funding. An increase in contact between law enforcement and prosecution was reported by 79 percent of respondents. More than half (55 percent) reported increases in all four types of interactions.

Seventeen percent reported increased interactions of only one or two types with prosecution agencies, however, and 9 percent said that no types of interactions with prosecution agencies had increased (4 percent felt they could not say). Some law enforcement projects were in communities with more than one prosecution agency, split by city and county, misdemeanor and felony, and sometimes other separations. Twenty percent of STOP-funded law enforcement projects reporting some changed interactions with prosecution agencies said that these changes were more true for their project's relationship with some agencies than with others.

Of law enforcement projects indicating some increased interactions between their project and prosecution, 80 percent attributed these changes to the STOP funding for the law enforcement project while 8 percent said that the changes were not due to STOP and 12 percent could not say (which includes the 9 percent who did not report any changes). In addition, 21 percent attributed the changes to STOP funding that went to another project in their community.

### *Interactions with Victim Service Agencies*

Virtually all law enforcement projects (98 percent) interacted with private nonprofit victim service agencies in their community. An extremely high proportion (94 percent) named them as one of their two primary agencies (the two agencies with which they had the most, or most meaningful, contact). Nearly all reported that every level of both agencies was involved in their interaction. Half (53 percent) of law enforcement projects reported having some type of formal procedure or written policy in place that specified how they would work together with victim services. That is a pretty remarkable level of commitment and was significantly more common than the level of formality achieved by law enforcement projects with either prosecution agencies or other law enforcement agencies.

Most respondents said that specific types of interaction had increased between their agencies and the victim service agencies since the advent of STOP funding for the law enforcement project. Eighty-six percent said they did more joint planning, had more joint funding, or had a higher institutionalized level of commitment to work together. Slightly less than that reported an increased change in contact of any type and in individual advocacy (85 percent and 83 percent, respectively), and 88 percent reported an increase in coordination. Most (71 percent) reported that all four



types of interaction had increased between the law enforcement project and the victim service agency, while 10 percent said that there had been no change in the level of interaction. Also, 45 percent of those who reported changes with other victim service agencies said that the changes were more true of interactions with some agencies than with others.

Eighty-one percent of law enforcement projects attributed increased interactions with other victim service agencies to the STOP funding that supports the law enforcement project, 6 percent felt that the STOP funding and the STOP project were not responsible for the changes, and 13 percent felt they could not say (which includes the 9 percent who did not report any changes). In addition, 19 percent attributed the changes to STOP funding going to another project in their community.

### *Interactions with Primary Agencies*

Interviewers asked law enforcement project directors to identify two primary agencies they work with to serve victims of violent crimes against women. Twelve percent of law enforcement projects named another law enforcement agency as one of these two primary agencies, 61 percent named a prosecution agency, 94 percent named a victim service agency, and 32 percent named other types of agencies. Only 1 percent of law enforcement agencies failed to name two primary agencies. If a law enforcement project identified as a primary agency one that it had not already described in response to questions about its interactions with other law enforcement, prosecution, and victim service agencies, we also asked questions about staff interactions by level of staff, and changed interactions as a consequence of the law enforcement project's STOP subgrant. Responses to these questions complete table 4.1, where the fourth column reports results for other types of agencies.

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## **How STOP-Funded Prosecution Projects Interact with Other Agencies in Their Community**

### *Interactions with Law Enforcement Agencies*

As already noted, all prosecution projects said they interacted with law enforcement agencies, and 74 percent named them as one of their primary agencies. Very large proportions of prosecution projects reported the involvement of every level of employee in interactions between their project and law enforcement (table 4.2). Forty percent of prosecution projects had a formal policy or procedure in place that specified how they would work together with law enforcement. More than half (57 percent) reported that their types of interaction had increased, with 92 percent having increased joint planning, joint funding, or institutionalized level of commitment to work together. Seven percent felt that they could not answer these questions, 1 percent felt that there had been no change at all, and 11 percent of prosecution projects reported that their leader and the law enforcement agency leader did not interact.


**TABLE 4.2** *Interactions of STOP-Funded Prosecution Projects with Other Community Agencies (Weighted Percentages)*

	Percent of Prosecution Projects Interacting with			
	Other Law Enforcement Agencies	Other Prosecution Agencies	Victim Service Agencies	Other Types of Agencies
<b>Working Relationships</b> ( <i>n</i> for these answers)	<i>n</i> = 97	<i>n</i> = 97	<i>n</i> = 97	<i>n</i> = 97
Prosecution project works with agencies of this type	100	72	99	Not asked
Prosecution project names an agency of this type as a primary partner agency	74	10	99	18
<b><i>n</i> for remaining answers</b>	<i>n</i> = 97	<i>n</i> = 70	<i>n</i> = 94	<i>n</i> = 18
<b>Staff Involvement</b>				
% with interactions between prosecution and other agency staff (if agency has that level of staff among				
Frontline staff	96	89	99	98
Middle management	94	88	85	92
Agency leadership	82	75	73	80
<b>Policies</b>				
% with formal policy or procedure guiding the work the two agencies do together				
	40	6	23	Not asked
<b>Increased Interactions</b>				
% reporting increased interactions of the following types since receiving STOP funding:				
Contact of any type	86	76	84	91
Prosecution project helps women deal with agency	86	75	83	79
Two agencies coordinate their work	91	73	87	74
Two agencies do joint planning, joint funding, or have institutionalized level of commitment	92	70	86	74
Summary of Increases:				
None (no changes reported)	5	18	12	0
In 1 or 2 types of interaction	19	20	12	20
In 3 types of interaction	19	31	22	12
In all 4 types of interaction	57	31	54	61
% saying changes were due to prosecution STOP project				
	90	67	82	86
% saying changes were due to other STOP project				
	27	22	19	30
% saying these changes were more true for prosecution project's relationship with some agencies of this type than with others				
	54	35	33	Not asked

Source: Urban Institute analysis of criminal justice project telephone interview responses; *N* = 97.

Most prosecution projects operated in communities with more than one law enforcement agency. More than half (54 percent) of prosecution projects reporting some change in their interactions with law enforcement said that these changes were more true for their project's relationship with some law enforcement agencies than with others. Of prosecution projects indicating some increased interactions between their project and law enforcement, 90 percent attributed these changes to STOP funding that supports the prosecution project, and 27 percent attributed the changes to STOP funding going to another project in their community.



### *Interactions with Other Prosecution Agencies*

We noted above that 72 percent of prosecution projects reported interacting with other prosecution agencies, and 10 percent named them as one of their two primary agencies. As with their interactions with law enforcement agencies, most prosecution projects reported that all levels of employees were involved in cross-agency interactions (table 4.2), and 70 percent said the two agencies had increased their amount of joint planning, joint funding, or institutionalized level of commitment to work together. Almost a third (31 percent) reported increases in all four types of interactions.

Some prosecution projects were in communities with more than one prosecution agency, usually split by city and county, misdemeanor and felony, and sometimes other separations. Thirty-five percent of prosecution projects reporting some changed interactions with prosecution agencies said that these changes were more true for their project's relationship with some agencies than with others. Of prosecution projects indicating some increased interactions between their project and other prosecution agencies, 67 percent attributed these changes to the STOP funding that supported the prosecution project, and 22 percent attributed the changes to STOP funding that went to another project in their community.

### *Interactions with Victim Service Agencies*

Virtually all prosecution projects interacted with victim service agencies in their community and named them as one of their two primary agencies (99 percent). Nearly all reported that every level of both agencies was involved in their interaction. Most respondents said specific types of interaction had increased between the two agencies since the advent of STOP funding for the prosecution project. Eighty-six percent said they did more joint planning, had more joint funding, or had a higher institutionalized level of commitment to work together. More than half (54 percent) reported that all four types of interaction had increased between the prosecution project and the victim service agency, while 12 percent said that there had been no change in the level of interaction at all. Eighty-two percent of prosecution projects attributed increased interactions with other victim service agencies to the STOP funding that supports the prosecution project and 19 percent attributed the changes to STOP funding going to another project in their community.

### *Interactions with Primary Agencies*

When asked to identify the two primary agencies with which they have the most, or most meaningful, contact, 74 percent of prosecution projects named a law enforcement agency as a primary agency, 10 percent named another prosecution agency, 99 percent named a victim service agency, and 18 percent named other agency types. No prosecution agencies failed to name two primary agencies.



The information just presented from STOP-funded law enforcement and prosecution projects mirrors what was reported by victim service projects. The majority of STOP-funded victim service programs reported interacting with law enforcement and prosecution in their communities. Fewer reported law enforcement (65 percent) and prosecution (42 percent) as primary partners. Most victim service projects reported involvement of every level of employee (frontline staff, middle management, and organizational leaders) in interactions with other agencies. One-half of victim service projects said they had formal policies or procedures to work with law enforcement, one-third had the same with prosecution, and one-quarter had the same with other victim service agencies. More than half reported that these changes were due to their STOP-funded victim service project, and between 11 and 31 percent reported that the changes were due to other STOP projects in their community.

For the two agencies named as primary, we explored the nature of their interactions with STOP-funded criminal justice projects with respect to communication, coordination, and collaboration. We asked criminal justice respondents to describe these interactions with respect to a series of specific behaviors relating to each level of interaction. We hypothesized that there would be some degree of hierarchy in responses, such that more agencies would report communication activities than would report coordination activities, which in turn would be more common than collaboration activities. Tables 4.3 (law enforcement projects) and 4.4 (prosecution projects) report the results separately for law enforcement, prosecution, other victim service, and other types of agency named as a *primary agency* by the STOP-funded criminal justice projects in our sample.

### ***Communication***

Very high proportions of criminal justice projects, mostly above 85 percent, reported participating in each of the four communication activities with their primary agencies. The amount of communication seemed to be a little lower in law enforcement projects that named another law enforcement agency or other type of agency as a primary agency. Of the four communication activities we asked about (share general information about violence against women, have frequent or regular telephone contact about services, have informal meetings to share general information, and cross-refer clients), many law enforcement and prosecution projects said they did all four with each type of primary agency.

As with law enforcement and prosecution, most STOP-funded victim services projects also communicate with their primary partner agencies. Approximately four out of five reported participating in all four types of communication activities with their primary agencies.

## **How Interactions of STOP-Funded Law Enforcement and Prosecution Projects Differ from Interactions of STOP-Funded Victim Service Programs**

### **Communication, Coordination, and Collaboration Activities of Criminal Justice Projects and Their Primary Agencies**



**TABLE 4.3** *Communication, Coordination, and Collaboration Activities between STOP-Funded Law Enforcement Projects and Their Primary Agencies (Weighted Percentages)*

Activities That Law Enforcement Projects Report as Part of Their Interactions with Agencies Named as Primary Agency	Primary Agency Named			
	Other Law Enforcement Agency (n = 13)	Prosecution Agency (n = 56)	Victim Service Agency (n = 74)	Other Type of Agency (n = 31)
<b>Communication Activities</b> (% reporting)				
1. Share general violence against women information	100	98	95	94
2. Have frequent/regular telephone contact about the services each agency provides	100	90	86	64
3. Have informal meeting to share general information (NOT case conferences)	72	88	83	73
4. Refer clients	79	93	95	93
<b>Summary</b> (% reporting all 4 communication activities)	60	74	72	56
<b>Coordination Activities</b> (% reporting)				
1. Help one another on an as-needed basis for specific cases by sharing information	81	96	97	93
2. Facilitate referrals by contacting one another to coordinate service provision for specific victims	79	81	87	85
3. Law enforcement <i>provides</i> training to this agency	79	60	63	66
4. Provide coordinated community awareness/education activities	49	73	70	65
5. Law enforcement <i>receives</i> training from this agency	67	71	71	68
6. Have regularly scheduled meeting to discuss specific cases	49	58	54	50
<b>Summary</b> (% reporting)				
0, 1, or 2 coordination activities	14	11	10	11
3 coordination activities	37	19	16	20
4 coordination activities	9	15	19	18
5 coordination activities	0	26	26	26
6 coordination activities	40	29	28	24
<b>Collaboration Activities</b> (% reporting)				
1. Participate on a task force together	70	76	79	68
2. Strategize together about how to reach violence against women victims	58	73	79	76
3. Influence one another's agency protocols	63	78	70	69
4. Routinely provide integrated services to victim	60	52	41	52
5. Have a regular feedback mechanism between agencies to ensure that collaboration is working	77	67	66	65
6. Participate together on a first response team	30	29	33	26
7. Share funding	21	14	23	15
8. Share a joint mission statement	30	36	40	34
<b>Summary</b> (% reporting)				
0, 1, or 2 collaboration activities	21	16	16	24
3 collaboration activities	12	19	13	18
4 collaboration activities	28	17	24	9
5 collaboration activities	19	24	15	22
6 collaboration activities	0	10	16	11
7 collaboration activities	19	14	15	15
8 collaboration activities	2	0	1	0
<b>Type of Commitment between Law Enforcement Project and Agency</b>				
• Major organizational commitment to work together	58	57	55	52
• Organizational commitment but workers are mostly left to build relationships on their own	23	39	35	48
• All or almost all relationships are personal; little organizational commitment	19	4	7	0

Source: Urban Institute analysis of criminal justice telephone interview responses to interview questions 20b5, 20c5, 21, 22, and 23. Agencies are those that respondents identified as a primary agency, meaning the agencies with which they have the most, or the most meaningful, contact.



**TABLE 4.4** *Communication, Coordination, and Collaboration Activities between STOP-Funded Prosecution Projects and Their Primary Agencies (Weighted Percentages)*

Activities That Prosecution Projects Report as Part of Their Interactions with Agencies Named as Primary Agency	Primary Agency Named			
	Law Enforcement Agency (n = 72)	Other Prosecution Agency (n = 9)	Victim Service Agency (n = 99)	Other Type of Agency (n = 18)
<b>Communication Activities</b> (% reporting)				
1. Share general violence against women information	97	100	95	88
2. Have frequent/regular telephone contact about the services each agency provides	93	100	84	74
3. Have informal meeting to share general information (NOT case conferences)	91	89	84	74
4. Refer clients	87	78	99	88
<b>Summary</b> (% reporting all 4 communication activities)	75	67	72	44
<b>Coordination Activities</b> (% reporting)				
1. Help one another on an as-needed basis for specific cases by sharing information	97	100	93	82
2. Facilitate referrals by contacting one another to coordinate service provision for specific victims	96	78	95	76
3. Prosecution provides training to this agency	97	78	67	50
4. Provide coordinated community awareness/education activities	64	100	73	56
5. Prosecution receives training from this agency	35	44	49	42
6. Have regularly scheduled meeting to discuss specific cases	66	56	56	44
<b>Summary</b> (% reporting)				
0, 1, or 2 coordination activities	4	0	12	44
3 coordination activities	15	22	15	12
4 coordination activities	27	33	22	6
5 coordination activities	30	11	23	20
6 coordination activities	24	33	28	18
<b>Collaboration Activities</b> (% reporting)				
1. Participate on a task force together	78	89	84	64
2. Strategize together about how to reach violence against women victims	81	100	89	74
3. Influence one another's agency protocols	85	33	65	62
4. Routinely provide integrated services to victim	57	0	46	56
5. Have a regular feedback mechanism between agencies to ensure that collaboration is working	80	78	70	68
6. Participate together on a first response team	19	11	21	2
7. Share funding	14	11	12	18
8. Share a joint mission statement	35	44	31	30
<b>Summary</b> (% reporting)				
0, 1, or 2 collaboration activities	12	11	16	32
3 collaboration activities	12	22	18	12
4 collaboration activities	25	44	19	24
5 collaboration activities	27	22	22	6
6 collaboration activities	15	0	17	20
7 collaboration activities	10	0	8	6
8 collaboration activities	0	0	1	0
<b>Type of Commitment between Prosecution Project and Agency</b>				
• Major organizational commitment to work together	54	67	51	68
• Organizational commitment but workers are mostly left to build relationships on their own	43	22	44	32
• All or almost all relationships are personal; little organizational commitment	3	11	4	0

Source: Urban Institute analysis of criminal justice telephone interview responses to interview questions 20b5, 20c5, 21, 22, and 23. Agencies are those that respondents identified as a primary agency, meaning the agencies with which they have the most, or the most meaningful, contact.





### *Coordination*

For coordination activities, we asked whether the criminal justice project and its primary agency do the following:

1. Help one another on an as-needed basis for specific cases by sharing information.
2. Facilitate referrals by contacting one another to coordinate services for specific victims.
3. Provide training (criminal justice to primary partner agency).
4. Provide coordinated community awareness/education activities.
5. Participate in training (primary partner to criminal justice agency).
6. Have regularly scheduled meetings to discuss cases, such as with a multiagency team.

Between 18 and 40 percent of all STOP-funded criminal justice projects reported participating in all six coordination activities with a primary agency. Very high proportions of criminal justice projects reported sharing the first and second coordination activities, regardless of type (proportions ranged from 79 to 97 percent for law enforcement and from 76 to 100 percent for prosecution). The last type of coordination activity, having regularly scheduled case conferences, was also equally likely to occur regardless of the type of primary agency but was less common (proportions ranged from 49 to 71 percent for law enforcement and from 35 to 66 percent for prosecution).

For training, STOP-funded law enforcement projects are as likely to provide training as they are to receive it, whereas prosecution is more likely to provide training than receive it. In addition, training received by the law enforcement project from the primary agency was equally likely to occur regardless of the type of primary agency. Prosecution projects were more likely to receive training from victim service agencies, however, than any other primary agency.

In comparison, most victim service projects also reported coordinating with their primary partner agencies in several ways. Most helped one another on an as-needed basis with specific cases and facilitated referrals. In addition, victim service projects were more likely to provide training to law enforcement than to prosecution or other types of agencies. Victim service agencies were more likely to receive training from other victim service agencies than from law enforcement or prosecution.

### *Collaboration*

For collaboration activities, we asked whether the criminal justice project and its primary agency do the following:



1. Participate on a task force together.
2. Strategize together about how to reach victims of violent crimes against women.
3. Influence one another's agency protocols.
4. Routinely provide integrated services to victims.
5. Have a regular feedback mechanism between agencies to ensure that collaboration is working.
6. Participate together on a first response team.
7. Share funding.
8. Share a joint mission statement.

Although the numbers were very similar between STOP-funded law enforcement and prosecution projects, a few differences are worth mentioning. Every prosecution project said that it strategized to reach victims when its primary partner was another prosecution agency. For the most part, STOP-funded law enforcement projects were more likely than other agencies to report participating on first response teams with their primary agencies. The exceptions were prosecution projects naming law enforcement as a primary agency, which were only marginally different from the proportions reported by law enforcement. This finding may in part reflect the nature of "first response," which is associated with law enforcement activities.

Among law enforcement projects, approximately three-quarters reported working on a task force with primary agencies who were other law enforcement, prosecution, and victim service agencies. Prosecution projects were similar in that about three-quarters worked on task forces with law enforcement agencies and victim services. The highest proportion (89 percent), however, occurred among prosecution projects whose primary partner was another prosecution agency.

When compared to victim services, the conclusions are again very similar. Victim service projects collaborated with their primary partner agencies at several levels. Most participated on task forces with partners and strategized about how to reach victims of violent crimes against women. Fewer victim service projects, although still more than half, worked with primary agencies to influence one another's agency protocols, provided integrated services to victims, or had a regular feedback mechanism regarding their collaborative work that helped them fix problems and shape new developments.

Given that the responses in tables 4.3 and 4.4 all relate to agencies that STOP-funded criminal justice projects named as primary (those with which they had the most, or most meaningful, interaction), it may not be surprising to learn that substantial proportions were involved in major organizational commitments to work together. For both law enforcement and prosecution projects, regardless of primary agency type, more than half the respondents



reported this type of commitment. The nature of these commitments can be seen in the level of reporting for the first five collaborative arrangements listed in tables 4.3 and 4.4. We expect task force participation as an outcome of joint work. But, as we demonstrate in table 4.5, communities too often have a task force and little else. Among criminal justice agencies and their primary partner agencies, considerably more real joint work appears to be happening, including mutual influences on agency protocols and routinely providing integrated services. By integrated services, we mean serious efforts of two agencies to work together regularly for most victims, to provide them with the services they need from each agency, and to do this in a way that supports each other's activities and keeps victims informed about the procedures.

### *Barriers to Collaboration*

We have reported significant levels of communication and coordination among criminal justice projects and their primary partners, as well as some collaborative arrangements. As noted in previous reports, collaboration is harder to achieve than communication and coordination. Past evaluation reports on the STOP Program (Burt et al. 1997, 1998, 1999, 2000b) have described efforts to reach collaborative systems and barriers encountered. Results from Urban Institute interviews with STOP-funded criminal justice projects are similar to earlier results.

Urban Institute researchers asked criminal justice project representatives to describe the most important barriers they had encountered to developing and maintaining collaborative interactions with the agencies in their communities that need to be involved to develop prompt, respectful, and effective responses to violent crimes against women. No barrier was named by more than 15 percent of respondents. The following were the four barriers with the highest proportions:

- Territoriality, turf issues; people resist feedback from someone outside their agency, have disputes about which agency should provide which service (10 percent).
- Difference in approaches, ideology, idea of right thing to do; need to accommodate different agency missions (8 percent).
- Need for confidentiality or unwillingness to work out confidentiality protocols (7 percent).
- Personnel changes, including changing agency heads, such as police chiefs and district/county attorneys, whose commitment is needed for collaboration (5 percent).

It is interesting that private nonprofit victim service projects, when asked about significant barriers, reported more barriers that had to do with personality problems of staff members of particular agencies (attitude problems; lack of sensitivity to race, culture, and



language; and old antagonisms), while criminal justice projects reported barriers that pertained to more operational and administrative issues. Victim service projects also reported barriers related to territoriality (similar to the first bullet above) and specific difficulties related to working with law enforcement.

Most (82 percent of) criminal justice projects participated in some form of violence against women task force in their community. It is not uncommon for people talking about the extent of cooperation among different agencies in town to mention having a task force. The implication is that a task force is a major form of cooperation; sometimes the implication is that no more needs to be done. Task forces can also be a good way, however, to do nothing more to address violence against women. During site visits for previous evaluations of the STOP Program (Burt et al. 1998, 1999, 2000b), representatives from many communities noted that before STOP, they had had a task force and amicable relationships among agencies had prevailed. This foundation gave them the motivation and enabled them to respond quickly to STOP. But even communities with a strong foundation noted that the advent of STOP funding and pressure to work more closely together galvanized the community to much greater levels of collaboration. Alternatively, some communities are so small and close-knit that a formal task force may be superfluous.

We can use the information from our criminal justice interviews to examine the relationship between having a task force, having the “right” representatives on the task force, and various indicators of collaborative activity. We do this using criminal justice project staff reports of interactions with primary partner agencies coupled with the ratings of communication, coordination, collaboration, and coordinated community response (CCR) given to each criminal justice project community by Urban Institute researchers on the basis of all the information collected about the project. The first four columns of table 4.5 show the relevant information. The first column includes the 19 percent of STOP-funded criminal justice projects that did not participate on a task force with either of their two primary agencies (it is still possible that a task force exists in the community, but it is a strong indicator that the criminal justice project is not a part of such a mechanism with the two agencies it says it works with most closely). The second column includes the 7 percent of criminal justice projects that did participate on a task force but had one of their two primary agencies on the task force. The third column contains the remaining 75 percent of the criminal justice projects, whose task force participation was shared with their two primary agencies. The fourth column of table 4.5 shows the 14 percent of communities that Urban Institute researchers rated as CCRs, based on interviews with a criminal justice agency (all of which are included in the third column).

Two conclusions are obvious from the first four columns of table 4.5. First, all but one activity or arrangement was more likely

## Role of Task Forces



**TABLE 4.5** *Implications of Task Force Participation within Criminal Justice System (Weighted Percentages)*

Activity/Arrangement	Of Those That _____, Proportion Doing the Activity/Arrangement				Of Those Doing the Activity/Arrangement, Proportion on Task Force with Agency 1 and 2
	Do Not Participate on a Task Force with Either Agency 1 or 2 (19% of sample)	Participate on a Task Force with Agency 1 or 2 but Not Both (7% of sample)	Participate on a Task Force with Agency 1 and 2 (75% of sample)	Are Rated as a CCR (14% of sample)	
Have the highest level of communication (4)	37	33	69	100	85
Have the highest level of coordination (3)	20	17	48	96	88
Have the highest level of collaboration (3)	3	8	28	79	95
Are rated as a CCR	0	0	19	100	100
Strategize about violence against women issues with agency 1 and 2	40	25	90	96	88
Influence agency protocol in agency 1 and 2	52	42	69	88	80
Provide integrated services with agency 1 and 2	31	33	48	63	82
Have feedback mechanisms with agency 1 and 2	31	25	77	96	88
Have first response teams with agency 1 and 2	6	8	25	36	92
Share funding with agency 1 and 2	12	0	11	26	78
Have joint mission statements with agency 1 and 2	8	17	42	36	92
Task force agencies participate in joint projects	50	50	80	89	95

Source: Urban Institute analysis of Criminal Justice project telephone interviews; *N* = 191.

to occur when all three agencies (the criminal justice project and its two primary partner agencies) participated together on a task force than when only one, or neither, of the two primary partners served on a task force with the criminal justice project. The only activity whose proportion was not higher than that of no task force participation or task force participation with one agency is sharing joint funding with agency one and two.

The second conclusion is that criminal justice projects in communities rated as providing a CCR to victims of violent crimes against women were even more likely to report all but one activity or arrangement than the entire group of agencies participating on a task force with both of their primary agencies. The only activity where this did not hold true was for joint mission statements with both agency one and two. Forty-two percent of those who participate on a task force with both agencies reported having a joint mission statement, as opposed to the 36 percent of those who reported the same who are ranked as a CCR.

It is also important to observe, however, that almost two in five (37 percent) of the criminal justice projects that are not represented on a task force with either of their primary agencies still received the highest rating of communication (“good communication with most or all other agencies in the community”), and one in five received the highest rating for coordination (“good coordination with most or all other agencies in the community”). In addition,



between 31 and 52 percent were engaged in a number of collaborative activities with their two primary agencies, including strategizing about how to address issues of violence against women in their community, influencing each other's protocols (more than half reported doing this activity), providing integrated services to victims, and having a feedback mechanism to assess the appropriate functioning of coordination mechanisms. These are not trivial accomplishments and can be achieved in some communities without benefit of a task force. It is true, however, that very few (3 percent) of these communities received the highest rating for collaboration, and none was rated as being a CCR. But it does not follow that *having* a task force would, of itself, have promoted greater levels of collaboration.

Table 4.5 contains one final column that is also of interest. It shows the proportion of criminal justice projects participating in each activity/arrangement that were on a task force with their two primary agencies. These proportions are uniformly very high, ranging from 78 to 100 percent. It is certainly possible to get along without a task force, and having a task force is not a guarantee that collaboration occurs or will develop in the future. But task force participation, one can conclude, is an extremely common mechanism that is associated with, and probably both promotes and develops along with, joint activities and arrangements for helping victims of violence.

Once again, when comparing the reports of STOP-funded victim service agencies, many of the conclusions are similar. Three-quarters of victim service projects participated in some form of violence against women task force in their community. Every collaborative activity or arrangement was more likely to occur when the victim service project and its two primary partners participated together on a task force. Victim service projects in communities rated as CCRs were more likely to report each collaborative activity or arrangement than those not in CCRs but still participating on a task force with both primary agencies.

In this chapter's final section, we review the lessons learned about collaborative efforts during our site visits this year. Having obtained extensive descriptions of collaborative projects in earlier years, Urban Institute staff decided to focus our visits this year, as they pertained to collaboration, on three specific questions: (1) What did it take to get collaboration off the ground? (2) What keeps it going? (3) What could bring it down? The answers we heard were similar to and strengthen those described in our previous reports.

Personalities are what get collaborative work off the ground. One or more innovative community members often initiate collaborative work. We frequently heard from members of multidisciplinary first response teams or multidisciplinary prosecution dockets that "so-and-so" from one particular agency approached other

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## Evidence from Site Visits



agencies in the community about starting a collaborative effort. “So-and-so” was always someone with a history of work with the people approached, was trusted by them, and, equally important, was liked by them and expected to be acting in good faith to benefit victims of violent crimes against women. Even with all that, it usually took a great deal of effort and cajoling on the part of that one person, and others she or he had won over, to convince all the relevant agencies to come on board. Sometimes it also took strategic thinking, amounting to incentives (e.g., explaining to law enforcement that if they allowed advocates to go on calls with officers, the advocates could relieve officers of the need to come to court to testify).

Two elements have often been identified as the glue that keeps collaborations together. The first is having one staff person *paid* to devote time to the collaboration, whose job it is to oversee and conduct operations of the collaborative work. This person is in charge of keeping all the relevant players involved in the collaboration and informed about relevant issues and bringing the ever-changing array of new people, especially frontline staff, into the collaborative process. She or he also arranges group activities necessary to conduct the work, such as regular team meetings. It is important for this person to be perceived as neutral and not particularly tied to only one agency in the collaboration. Because this person is the one to help sort out issues as they arise between participating agencies or team members, she or he must be an unbiased team member.

The second key element to keeping collaborations together is trust—even if trust is not present to begin with among all players, it must ultimately exist for the work to succeed. We heard consistently over the course of this evaluation, during both site visits to more than 100 programs in 20 states and telephone surveys with approximately 800 subgrantees, that building trust between agencies in the collaboration and specific team members is critical to the success of the work. If agencies are still struggling to overcome territoriality issues and concerns about the quality of one another’s work, the team effort becomes less effective. However, agencies in a collaborative team must work through these issues—moving through and past them builds trust.

Finally, two events have been identified as the primary ways collaborative efforts fail. The first is personnel changes within the service network of a community. Numerous team members across the country reported during site visits and telephone surveys that personnel changes within the service network of a community can make or break collaborations. For instance, if a new, unsympathetic prosecutor fills a district attorney position, then collaborative efforts could fall apart. Victim service agency advocates, medical personnel, and law enforcement could continue collaborating to increase victim safety and collect good evidence, but if a prosecutor does not move ahead with cases, the efforts could be lost. Similar concerns were voiced about new, unsympathetic judges appointed to domes-



tic violence dockets or new heads of police departments. Of course, people also related the positive effects of having a new leader who wants to make collaboration work.

Team members also reported that personnel changes within the team could decrease the effectiveness of collaborative activities. New staff at any of the participating agencies need to be taught how teaming arrangements function, and new staff may be more or less willing to join the effort in its original spirit. Agencies in collaborative arrangements may pay special attention to this while hiring new staff and certainly need to take care to make assignments in ways that do not undermine the team activities and effectiveness. Either way, it takes time, effort, and understanding from the whole group to acclimate new team members. In this endeavor, the efforts of a paid coordinator are essential.

The second event is a loss of funding. Funding is critical to maintaining the efforts of CCRs and collaborative teams. From state to state and community to community, numerous agencies reported that if they lost funding for the coordinator position of their team, the collaboration would cease to exist. No one agency can easily take over the work of the coordinator position, nor is funding to maintain it without STOP forthcoming from most communities. Losing funding for other team members, such as specialized positions for prosecution, law enforcement, or probation, often also would mean the end of such positions and that particular agency's ability to participate in a team effort. Clearly, funding is critical to maintaining the functions of teams.

The following are two examples of collaborative STOP-funded projects that we visited this year. The first example focuses on sexual assault and the second on domestic violence.

**Collaboration Example:  
Sexual Assault Response Team (SART), Iowa State University,  
Ames, Iowa**

**Program Goal:** The program goal is to address sexual assault through coordinated community agency efforts. The SART was organized in 1997 after a series of disappointing results in sexual assault cases. After these events, a number of agencies in the county wanted to improve their response to sexual assault.

**Program Strategies:** This SART consists of three law enforcement agencies (the city, county, and university departments), the county prosecutor, the local victim service agency (ACCESS), several medical facilities with certified SANE nurses, and an overall SART coordinator who is housed in the university public safety department.

The SART team is activated by whichever agency a survivor first contacts, whether it is the law enforcement agency, medical personnel, ACCESS, or the county attorney. The SART team determines the appropriate law enforcement jurisdiction and dispatches an officer, contacts an advocate from ACCESS, and notifies the SANE on call. All three pro-





professionals respond to the location of the survivor. Ideally, the ACCESS advocate will make the first contact to talk with the survivor about her options. The advocate will then introduce the officer, who is standing by, as well as the nurse. The team takes a survivor-centered approach in each response, enabling the survivor to decide how to proceed.

**The Coordination Mechanism:** The SART meets monthly with 15 to 25 people present. The team meetings offer the opportunity to discuss the handling of cases and provide a nonconfrontational way to resolve issues. The SART coordinator facilitates each meeting and organizes the agenda. Team members update each other regarding new developments or changes within their agencies. They also debrief cases and reflect on ways to provide better services. On occasion, the monthly meetings serve as a platform for training on specific issues.

The SART coordinator is housed in the campus law enforcement agency. Operationally, however, she functions independently. This independence ensures that she has credibility with all participating agencies, can mediate disputes without showing favor, and stays focused on the services to victims rather than agency goals. If a team member has a complaint, he or she will bring the issue to the team coordinator. The coordinator then will determine the best approach to resolve the issue—whether through team training, informal mediation, or one-on-one interactions. This approach protects the relationships among team members.

Team members report that having the coordinator position for the SART is critical to its success. Without the STOP-funded coordinator, they believe that the SART would not function as well and that they could lose their focus on collaboration. Each agency in the team is already devoting a considerable amount of staff time *not* supported by the STOP grant; none could pick up the coordinator position if the STOP funding were lost.

**Program Impact:** Team members report that before the STOP-funded SART, few partnerships existed among community agencies to address sexual assault, and only some needs of sexual assault victims were being met. With the SART in place, members report that excellent partnerships exist throughout the system and that they are meeting the needs of victims better. Sexual assault reports to the team have increased each year: There were 18 in 1998, 47 in 1999, and 62 in 2000—a 244 percent increase in calls between 1998 and 2000. During these same years, ACCESS has received about the same number of crisis calls each year (about 196). The team credits the increase in SART calls to “word getting out” in the community that victims who call will be treated with respect.

SART members emphasize that some of their success is due to their commitment to the team approach. The team felt that having the appropriate individuals at the scene, instead of simply referring victims to various agencies, usually results in victims being willing at least to meet with law enforcement and tell their story. Team members felt that even if the victims do not report officially, it is validating for them to be believed by the police.

Team members believe that the number of convictions is increasing since the SART formed. Victims are more willing to go through with prosecution and are more comfortable doing so. The team members also believe that the approach enhances safety for women. The team credits STOP with helping them provide better services to sexual assault survivors.



### **Collaboration Example: Domestic Violence Docket, Bridgeport, Connecticut**

**Docket History:** Even before STOP, representatives from the local victim service agency, Center for Women and Families, approached a local judge about starting a domestic violence docket. The argument for starting a docket was that about 50 percent of the overall court docket was domestic violence cases and Bridgeport needed a way to enhance offender accountability and to protect victims. The court supported the idea and, as part of a mayor's task force on domestic violence, the docket was born. All agencies that dealt with family violence were represented on the mayor's task force. In 1995, the court received STOP funding and has continued to receive it ever since. Team members report that all their efforts could be lost if they were to lose STOP funding.

**Docket Structure:** The docket is structured using a vertical prosecution model. The team, however, refers to the docket as vertical case management. The docket team following each case involves dedicated staff who are prosecutors, judges, victim advocates from the Center for Women and Families, bail representatives, Family Relations representatives (from Court Support Services), and probation officers. It is a highly cooperative team working together to address domestic violence in Bridgeport.

The Bridgeport docket follows cases through the entire criminal justice process from arraignment to probation. Arraignment occurs the morning after an incident whether someone is bonded out or not. Family Relations staff conduct intakes with defendants at arraignment. Family Relations is a court-funded organization that provides mediation for domestic violence cases and domestic violence education courses as part of sentencing. At arraignment, the staff assess the seriousness of the case, examine protective order options and prior arrests, conduct psychological evaluations, and make referrals to the Department of Children and Families and substance abuse treatment, as needed. Family Relations must make quick decisions about whether more information is needed, and, if so, the cases are continued for two to three weeks. If a case is continued, Family Relations tries to interview both defendant and victim, reviews the history of the case, and reviews the police reports. Only after taking these steps is a recommendation made to the court.

At the same time Family Relations is examining cases before arraignment, the bail commissioner is interviewing defendants who are in lockup and calling the state police to see if anyone was arrested on a warrant. The bail staff then make bond recommendations to the judge. The prosecutor, meanwhile, is investigating the defendants' pasts and histories.

At the same time, advocates try to contact victims at arraignment, which may be the only contact they have with victims. They talk with victims about what the victims want to happen with the case and about protective orders and bond issues. The advocates will not make recommendations to the court without speaking to the victims. Advocates are unique members of the docket team, because they are the only ones that can ensure the victims' confidentiality. Advocates refer victims to the Center for Women and Families for more services, but because the victims know the advocates, victims tend to call them directly for follow-up information. Advocates will conduct counseling sessions and case management over the phone. As cases move through the system, advocates contact victims to give them information or ask for information. Advocates tend to build long-term relationships with the victims.

Everyone who is arraigned goes to the Wednesday or Thursday docket. Cases referred to Family Relations are on Wednesday's docket (usually less serious cases that will receive



domestic violence education), and more serious cases are on Thursday's docket. Less serious cases can work their way up to Thursday's docket over time if they escalate. Bridgeport has recently added Friday mornings as a third day for the docket. The team is monitoring 140 cases on Wednesday's docket at any given time. They monitor about 100 cases on Thursdays, and maybe 30 to 40 on Fridays.

One probation officer is dedicated to the docket and assigned the most serious cases. He meets with defendants once a week for three months and then biweekly for another three months.

The Bridgeport court system has now also assigned three public defenders to the domestic violence docket. Although they are not part of the docket team, the defenders understand that the goal of the docket is victim safety at the same time they work on behalf of their clients.

**Case Outcomes:** Cases that are prosecuted range from low-level cases that require little subsequent supervision to cases that require incarceration. Recently, the more serious male offenders or repeat offenders have been placed in an intensive domestic violence program called EVOLVE. The program lasts for 26 to 52 weeks, with offenders attending up to three times a week. The EVOLVE program is unique in that in addition to the traditional domestic violence issues, for example, power and control, it introduces parenting skills education and addresses cultural issues in the domestic violence arena.

For domestic violence convictions, perpetrators now serve at least 85 percent of their sentence in jail. This is a difference from the past, when perpetrators served only 10 percent of their sentence. According to docket team members, perpetrators sometimes prefer to take the jail time than to deal with all the behavior modification work. They would rather have a criminal record than go to counseling.

A major turning point for the functioning of the docket has been achieving relationships between team members that are open. Advocates can support victims better now because they have the information they need and there is open sharing of information among prosecution, Family Relations, advocates, and probation. Team members reported that trust has grown and their relationships are no longer territorial. The team is motivated by victim needs and safety issues.

**Impact:** Bridgeport's rate of conviction is between 25 and 30 percent better than the rest of the state's. The team thinks the docket has "huge benefits" to victims because the advocates have access to the prosecutor, and, therefore, victims are heard. Victims have more faith in the system even though they are not sure about the end result. They have more comfort that their voice is being heard.

The biggest change for the Bridgeport community has been continuity in how domestic violence cases are handled. Before the docket, cases were dispersed across courtrooms and judges and prosecutors. It was very difficult for advocates to follow the cases effectively for victims.

Family Relations representatives and the probation officer report that the vertical case management approach of the docket has offenders worried. People are now aware that domestic violence offenses will have real consequences. The docket has the lowest failure-to-appear rate of any docket in the courthouse.



## Recommendations

- Congress should expand the new purpose area under VAWA 2000 for statewide coordination to include coordination within local communities. Funding coordinator positions, liaison positions, and administrative backup should be explicitly encouraged.
- Even without a designated purpose area, state STOP agencies should use their administrative authority to prioritize funding for projects that are developing or have developed extensive collaborative structures.

The evidence from this evaluation strongly suggests that coordinating and administrative functions are vital to the success of efforts to change responses to violence against women and that communities *cannot* afford to support these functions on their own. STOP support for these functions should be encouraged.

As in past years, we conclude that STOP funding has made significant contributions to changed procedures that are the beginning of permanent system change in many of the communities that have received it. STOP-funded agencies we interviewed or visited that work in collaboration with other agencies in their communities to serve victims of domestic violence, sexual assault, and stalking report that the collaboration increases their ability to hold offenders accountable for their behavior and crimes or their ability to help victims with safety issues, comfort with the criminal justice system, and perceptions that their concerns have been taken into account.

Task forces may be important platforms by which communities initiate and develop community collaboration between agencies. Task forces, in and of themselves, however, do not constitute CCRs to violence against women.

The critical pieces to building effective community-wide collaborations are (1) funded coordinator positions, (2) trust between collaborating agencies, (3) equality among team members so one agency does not dominate the collaboration, and (4) continued funding for both coordinator positions and specialized positions in criminal justice and victim service agencies designated to serve on interagency teams.

1. All differences between percentages mentioned in the text without qualification are significant at  $p < 0.05$ . Any difference described as “marginal” meets the criterion of  $p < 0.10$ . If the text does not discuss a difference, however large it may seem, it is not significant. The size of several subsamples used in the analysis for this chapter is quite small, so seemingly large percentage point differences may not be statistically significant.

2. Burt et al. 2000a. Victim service programs interviewed for this project were selected at random from the SAPR database if they used their STOP funds to offer direct services and had received at least \$10,000 in STOP funds. This project was supported by Grant No. 99-WT-VX-0010 from the National Institute of Justice.

## Notes



# Issues Related to Sexual Assault in the STOP Program

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## 5 CHAPTER

This chapter summarizes the results of our examination of issues related to sexual assault programs and services within the STOP Program. We include information first presented in the *2000 Report* of this evaluation as a reminder of past findings (Burt et al. 2000b), findings of a companion project focused on victim service programs (Burt et al. 2000a), and new information collected over the past year of evaluation work on the STOP Program.

The *2000 Report* included several findings that gradually were clarified during the five years of this evaluation:

- Sexual assault receives less money and has fewer freestanding service agencies than domestic violence.
- Service providers reported continuing problems with mechanisms to pay for forensic medical examination in most states and localities visited.
- As a result of STOP funding, statewide sexual assault coalitions now exist in some states where there were none prior to STOP.
- When STOP funds have been devoted to sexual assault, most states have used them to expand core services for sexual assault victims, not to develop CCRs. STOP has had only limited impact in building CCRs to sexual assault and changing the way most communities respond to sexual assault in states we visited. This is probably because when STOP began, sexual assault services were less established, were fewer in number, and had less infrastructure (e.g., statewide coalitions) than domestic violence. As a consequence, STOP has helped to strengthen basic services in sexual assault more than it has established larger community collaborative networks.
- In contrast to the general findings, in cases where STOP funds have been used to establish collaborative Sexual Assault Response Teams in a very small number of communities, team members report the results are “phenomenal.”



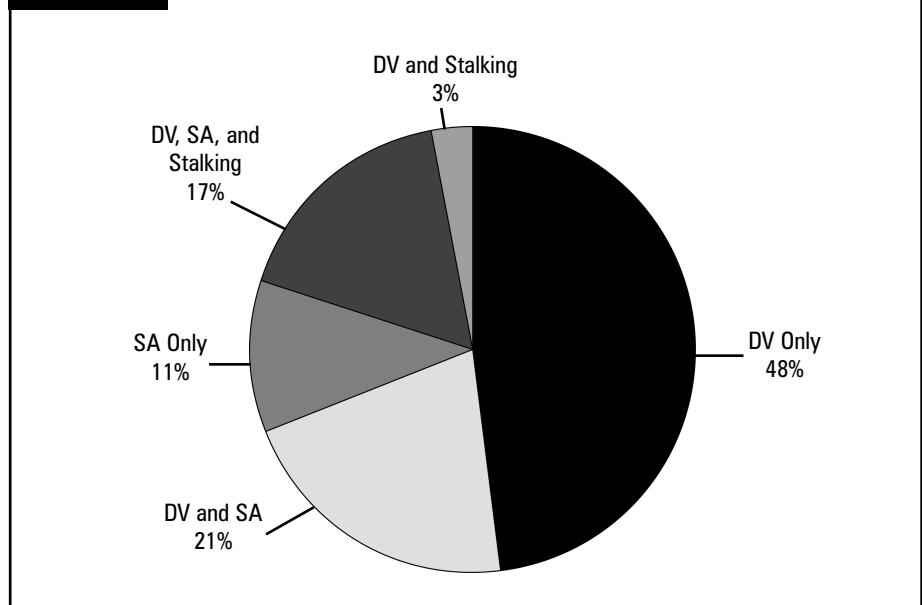
During this year's evaluation work, we sought to build on these major findings through SAPR analysis of STOP-funded projects and telephone surveys with STOP subgrantees.

## Funding Focus of State STOP Agencies

We begin with an overview of the entire STOP program, provided through analysis of all projects funded through STOP during VAWA 1994's first five fiscal years (FY 1995–99). The 3,444 distinct projects identified in the SAPR database include information about the projects' crime focus.<sup>1</sup> VAWA specifies that STOP funds are to be used to reduce domestic violence, sexual assault, and stalking. VAWA does not specify, however, how to distribute funds among efforts to address these types of crimes. The SAPRs make clear the relative limited emphasis on sexual assault in most state STOP programs. We found that the projects did a significant amount of work on domestic violence, did much less on sexual assault, and did almost nothing specifically related to stalking.

Figure 5.1 shows the proportion of STOP-funded projects reporting a focus on domestic violence, sexual assault, or stalking. Only 11 percent of projects focused exclusively on sexual assault, compared to 48 percent that focused exclusively on domestic violence. A substantial portion of projects address several types of crime, with 21 percent of projects addressing both domestic violence and sexual assault and 17 percent addressing both domestic violence and sexual assault and 17 percent addressing all three types of crime.<sup>2</sup>

**FIGURE 5.1** *Type of Crime Focus: SAPR Analysis*



Source: SAPR analysis,  $N = 3,002$  projects.

Notes: Fewer than 0.5 percent of projects designated only stalking, or sexual assault plus stalking, as their crime focus.

DV = Domestic Violence and SA = Sexual Assault.



We also examined whether the emphasis on domestic violence and the relative absence of a sexual assault focus held true within the three designated funding categories of law enforcement, prosecution, and victim services. With respect to sexual assault, law enforcement and prosecution projects were even less likely than victim service projects to focus exclusively on this crime (6 percent in law enforcement and 4 percent in prosecution, compared to 12 percent for victim service projects).<sup>3</sup> Law enforcement projects, however, were marginally more likely than prosecution projects to focus on sexual assault.

The lack of focus on sexual assault is also reflected in state-by-state analyses of projects funded from FY 1995–2000 (table 5.1).

**TABLE 5.1** *Crime Focus of Projects at the State Level*

Percent of Projects per State	Number of States Reporting Each Crime Focus			
	DV Only	SA Only	DV and SA	Stalking Only
0 to 20 percent	7	42	29	43
21 to 40 percent	14	1	9	0
41 to 100 percent	22	0	5	0
Total	43	43	43	43

Source: SAPR analysis,  $N = 3,444$  subgrants.

Notes: Only 43 states provided information at the project level.

DV = Domestic Violence and SA = Sexual Assault.

No state focused its STOP funding predominantly on sexual assault, while 41 to 100 percent of projects in 22 states focused exclusively on domestic violence. In all but one state for which we could determine the crime focus of projects, less than 20 percent of projects focused exclusively on sexual assault.

We conducted in-depth telephone surveys with 94 law enforcement, 97 prosecution, and 200 private nonprofit victim service agencies with STOP projects. From information about numbers of staff members, combined with the type of work the staff did related to violence against women, we calculated proportions of paid staff engaged in direct victim services. We used information about numbers of staff involved in each type of work who focused exclusively on domestic violence, exclusively on sexual assault, and on both issues to calculate other proportions. For all three types of agencies, it was rare to have direct services with an exclusive focus on sexual assault.

Almost 9 out of 10 law enforcement agencies and 62 percent of prosecution agencies have 25 percent or less of their staff involved in direct violence against women services. Law enforcement and prosecution agencies were most likely to have staff working on

## Program Focus of STOP Subgrantees: Staff Involvement





both domestic violence and sexual assault issues rather than just one crime focus, but when staff did focus on one issue, it was more likely to be domestic violence than sexual assault. Fifty-four percent of law enforcement respondents and 60 percent of prosecution respondents indicated that three-quarters or more of their direct service staff were involved in serving victims of both domestic violence and sexual assault. Eighteen percent of law enforcement respondents and 19 percent of prosecution respondents indicated that three-quarters or more of their direct service staff worked exclusively with victims of domestic violence. Far fewer law enforcement (4 percent) and prosecution (3 percent) programs reported this level of concentration on exclusive work with victims of sexual assault.

The same pattern is found in nonprofit victim service agencies (Burt et al. 2000a). Forty-four percent of respondents indicated that three-quarters or more of their direct service staff were involved in serving victims of both domestic violence and sexual assault, while another 32 percent indicated that three-quarters or more of their direct service staff worked exclusively with victims of domestic violence. Far fewer programs (8 percent) reported this level of concentration on exclusive work with victims of sexual assault. The distribution of volunteers who focused exclusively on either domestic violence or sexual assault, or who worked on both, was fundamentally the same as the distribution for paid staff. In addition, a very high proportion of programs reported that 25 percent or less of their staff (91 percent of programs) and volunteers (85 percent of programs) worked exclusively with sexual assault victims. This reflects the general lack of victim service programs receiving STOP funding that have this exclusive focus.

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### **Ability to Meet Victim Needs**

Some people argue that there is far less need for a law enforcement, prosecution, and victim service response to sexual assault. If so, state STOP administrators may be making the right decisions about their funding patterns. Alternatively, sexual assault programs may have less capacity to develop good proposals or host extensive projects, so state STOP agencies see fewer proposals they can fund.

Evidence presented in figures 6.1, 6.2, and 6.4 does not support the first of these explanations (that is, absence of need). Staff of STOP-funded law enforcement, prosecution, and private nonprofit victim service projects constantly report that their communities have a less adequate response to sexual assault victims than to victims of domestic violence. Eighty percent of almost 400 respondents felt that domestic violence victim needs were mostly or completely met, but the same was true for only 55 percent of respondents with respect to sexual assault victims. And 22 percent saw no change in their communities' ability to meet the needs of sexual assault victims from before STOP to the present, compared to only 5 percent who saw no change for domestic violence victims.



- **State STOP agencies should continue to fund separate victim services for sexual assault and domestic violence. Congress or VAWO, or both, should make it clear that sexual assault requires greater attention to address the problem.**
- **States should continue to fund and expand resources for sexual assault efforts involving law enforcement and prosecution as well as victim advocates—such as Sexual Assault Response Teams. In communities that have put together such teams, sexual assault prosecutions have increased substantially (Burt et al. 2000b).**
- **States should continue to fund and expand resources for Sexual Assault Nurse Examiner programs. These programs provide evidence important for identifying, charging, and convicting sexual assault perpetrators.**

## Recommendations

1. Results with projects as the unit of analysis do not include states and territories that did not return the revised database that links subgrants as projects. These are Alabama, American Samoa, Arkansas, Delaware, District of Columbia, Guam, Indiana, Kansas, Kentucky, New York (returned the data, but did not link subgrants), Northern Mariana Islands, Puerto Rico, and Virgin Islands.

2. During site visits, some respondents explained that the lack of attention on sexual assault is based on the small number of women affected by rape, relative to domestic violence, and that because of this, sexual assault does not justify large community expenditures or efforts. In the 2000 Report, however, we provide evidence that does not support the validity of this explanation (Burt et al. 2000b).

3. All differences between percentages mentioned in the text without qualification are significant at  $p < 0.05$ . Any difference described as “marginal” meets the criterion of  $p < 0.10$ .

## Notes



# Impact of STOP Subgrants On the Criminal Justice System

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## 6 CHAPTER

### Introduction

The impact of the STOP Formula Grants Program authorized by VAWA 1994 may be assessed in many ways. Some people concerned about VAWA's impact are interested in quantitative data regarding accomplishments of criminal justice agencies as a result of STOP. These might include documentation of increases in the proportion of calls to police that result in arrest, the proportion of cases that result in prosecution, the proportion of cases prosecuted that end in conviction, or reductions in repeat incidents involving the same people. Others would like to know whether the number of victims served has increased or whether STOP-funded projects are succeeding in reaching and serving victims who would never have used victim support services without the project. Still other concerned parties are interested in whether the victims served are better off—whether they feel listened to, believed, supported, and helped, and whether they are, in fact, safer and more secure. Still another type of impact of interest is whether criminal and civil justice systems and other agencies in a community have changed in ways that support victims of violent crimes against women and help improve, rather than hinder improvements in, their situations.

Unfortunately, many signs of the STOP Program's impact are difficult to measure. The most convincing figures would be ones that compare the situation before STOP funding was available to the situation now, with the STOP-funded project up and running. Although most projects are able to report their own activities, many are unable to report what the situation was like before STOP. In the case of criminal and civil justice agencies, either no one kept track of numbers (of cases, calls, protection orders, and so on) or cases were not described in a way that identified them as domestic violence, sexual assault, or stalking cases. Changes in the degree of coordination among agencies in a community can be measured by perceptions and testimonials of the participants, which are easy to gather, or by documenting changed behavior, which is a good deal harder. Changes in victim well-being as a consequence of receiving services or using an agency whose procedures have changed are perhaps the most difficult impact to document. Most programs have no "before" data, nor do they have reasonable comparison groups that have not received STOP services, so all they can do is ask their current clients how they feel about the services they have received. This information is valuable, but it does not prove that things have changed.



This chapter, therefore, offers a glimpse of several types of impact data. One type of impact data comes from telephone interviews with and site visits to STOP-funded programs and consists of perceptions of agency and community ability to meet the needs of victims of violent crimes against women before and after STOP. These perceptions of impact provide an important qualitative element to impact analyses but are limited by the knowledge, experience, and viewpoint of the respondent. Another type of data is statistics that may be able to document change in outcomes for law enforcement or prosecution, provided by agencies or whole states that could assemble similar data from before the STOP Program began to the present time period. This chapter describes efforts to document changes over time in the responses to domestic violence reflected in such official records. A third source of data might be performance information contained in the SAPRs. As described in appendix C, however, too many awards are missing information to make this a reliable approach, at least for the present time.

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### **Impact as Perceived by STOP-Funded Project Staff**

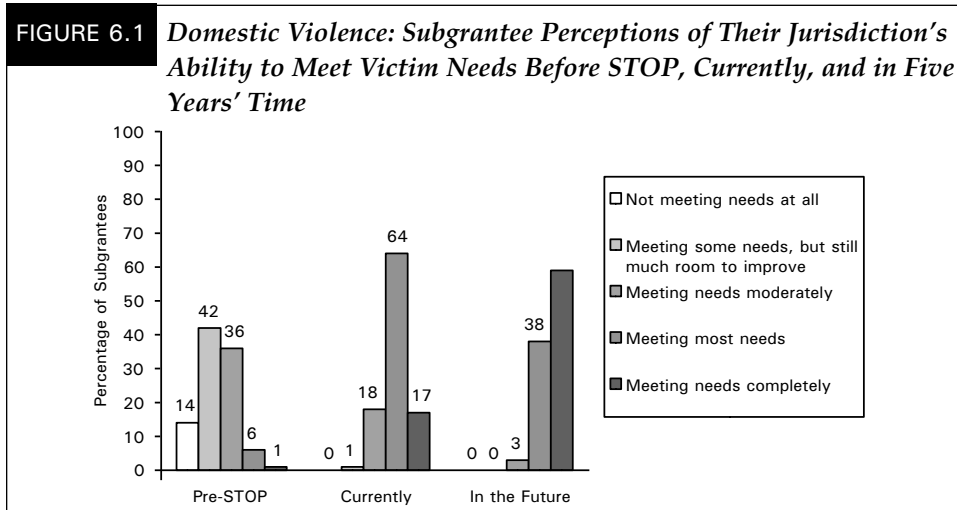
As noted in this chapter's introduction, the idea of impact has many aspects. Some subgrantees can offer statistics that support their reports that STOP has changed their community and improved victims' experiences of the system. Others explain the structural impact STOP has had on their service community. Still others discuss impact in terms of qualitative improvements in services—improvements made possible by the support of STOP funding. Most projects cannot report statistics, especially for the time before STOP; however, the projects certainly are no less valuable to the communities they serve because they lack numbers. Therefore, it is important to understand subgrantees' perceptions of the differences their projects are making for women victims of violence in their community.

This section reports combined findings from two different surveys of STOP-funded programs. The first survey in spring 2000 interviewed staff of a random sample of 200 STOP-funded private nonprofit victim service programs whose subgrants supported direct services to victims.<sup>1</sup> The second survey interviewed staff of a random sample of 94 law enforcement and 97 prosecution agencies with STOP subgrants in summer 2000. These 391 respondents answered a similar set of questions about their perceptions of the impact of STOP in their communities.<sup>2</sup> Results were analyzed separately for victim services, law enforcement, and prosecution respondents, all of whom were directors of a STOP-funded project. Their answers throughout were so similar, though, that they are combined for the analysis in this report. Their responses have been weighted to provide a representative view of all similar STOP-funded projects in the country.

According to these STOP subgrantees, STOP has improved their community's ability to meet the needs of victims. Staff were asked to rate the ability of their community to respond to victim

needs on a five-point scale (not meeting needs at all [1], meeting some needs but still much room to improve, meeting needs moderately, meeting most needs, or meeting needs completely [5]) for three time periods: before STOP, currently, and in the future. Only respondents who believed they had enough information to assess services before STOP were included in the analysis.

Most subgrantees believe their jurisdiction did very little to address the needs of victims of domestic violence, sexual assault, and stalking before STOP, as figures 6.1, 6.2, and 6.3 show. Overall, 56 percent said that their community either met no domestic violence victim needs before STOP or met some needs but with much room for improvement. Fifty-seven percent of respondents believed this was the case for sexual assault, and 85 percent felt this way about stalking. The reader should remember that these are perceptions of service providers. We do not have parallel perceptions from victims who used the service system, whose perceptions may or may not be similar to those of service providers.

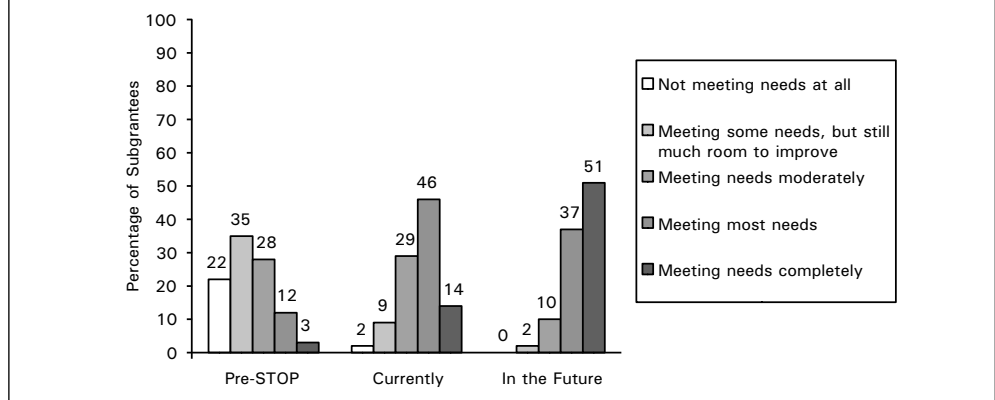


Note: All 391 respondents were asked to rate their jurisdiction's ability to meet the needs of domestic violence victims before STOP, currently, and in five years' time. Of these, 369 believed they had enough information to assess services pre-STOP, 373 believed they had enough information to assess current services, and 365 believed they had enough information to assess services five years from now.

Subgrantees reported their belief that since receiving STOP funding, significant improvements have occurred in their jurisdiction's ability to meet victims' needs, and they expect these improvements to continue in the future if their projects continue to be funded. Perceptions of impact are perhaps most dramatic in the area of domestic violence, for which 81 percent of subgrantees rated their community as currently meeting victim service needs mostly or completely and 99 percent indicated that they meet service needs of these victims moderately or better. Sixty percent of respondents described their jurisdiction's current sexual assault services as meeting victims' needs mostly or completely, with 89 percent indicating that they meet victims' needs moderately or better.

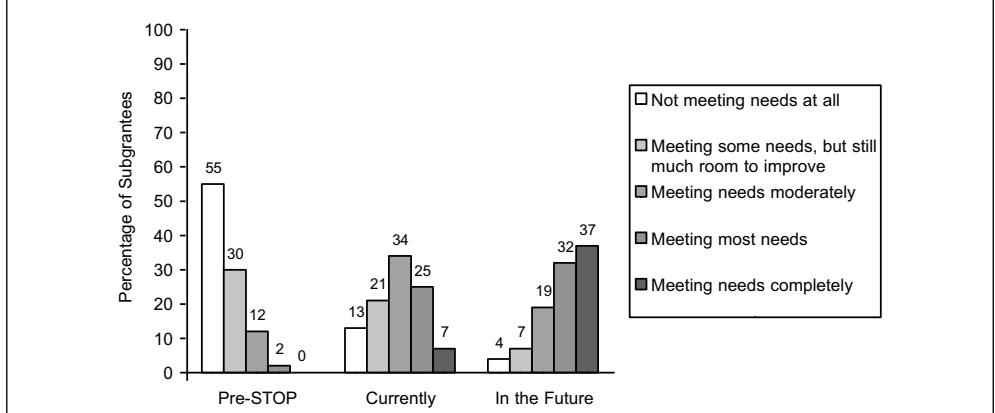


**FIGURE 6.2** *Sexual Assault: Subgrantee Perceptions of Their Jurisdiction's Ability to Meet Victim Needs Before STOP, Currently, and in Five Years' Time*



*Note:* All 391 respondents were asked to rate their jurisdiction's ability to meet the needs of sexual assault victims before STOP, currently, and in five years' time. Of these, 343 believed they had enough information to assess services pre-STOP, 350 believed they had enough information to assess current services, and 347 believed they had enough information to assess services five years from now.

**FIGURE 6.3** *Stalking: Subgrantee Perceptions of Their Jurisdiction's Ability to Meet Victim Needs Before STOP, Currently, and in Five Years' Time*

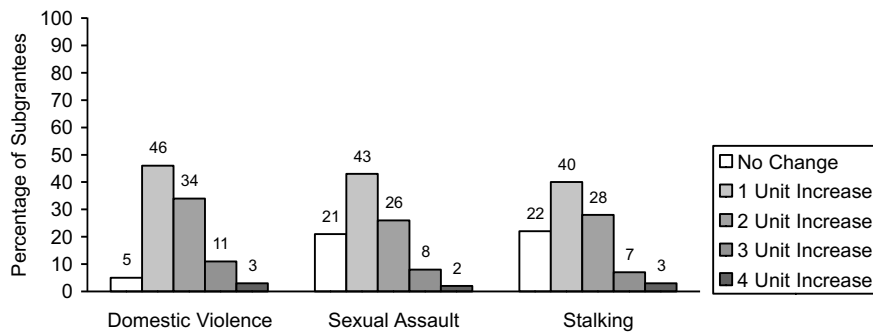


*Note:* All 391 respondents were asked to rate their jurisdiction's ability to meet the needs of stalking victims before STOP, currently, and in five years' time. Of these, 334 believed they had enough information to assess services pre-STOP, 339 believed they had enough information to assess current services, and 337 believed they had enough information to assess services five years from now.

Services for stalking victims are perceived by subgrantees to have improved as well, but to a lesser extent. Only 66 percent of respondents rated their community as currently meeting stalking victims' needs moderately or better. Subgrantees anticipated continued improvements in all three arenas, and expected to be meeting victim needs more comprehensively in five years' time.

The extent to which a community improves its ability to meet victim needs can be estimated by looking at changes in respondents' perceptions of service adequacy from before STOP to currently. This is measured by the amount of change on the five-point scale ranging from not meeting victim needs at all to meeting victim needs completely (figure 6.4). Only 5 percent saw no change in

**FIGURE 6.4** *Subgrantee Perceptions of Change in Their Jurisdiction's Ability to Meet Victim Needs, Pre-STOP to Present*



*Note:* All 391 respondents were asked to rate their jurisdiction's ability to meet the needs of victims of domestic violence, sexual assault, and stalking before STOP, currently, and in five years' time. Of these, 369 believed they had enough information to assess domestic violence services both pre- and post-STOP, 343 believed they had enough information to assess sexual assault services, and 334 believed they had enough information to assess stalking services.

services for domestic violence victims. Nearly half (46 percent) saw a one-unit change, while most of the rest saw a change of two or more units, indicating perceptions of substantial improvement in services for these victims. In contrast, more than 20 percent saw no change in the ability of their jurisdiction to meet the needs of sexual assault and stalking victims, while just more than 40 percent saw a one-unit improvement. Only about a third saw improvements of two or more units. Only two domestic violence subgrantees and five sexual assault subgrantees indicated a one-unit change in the negative direction.

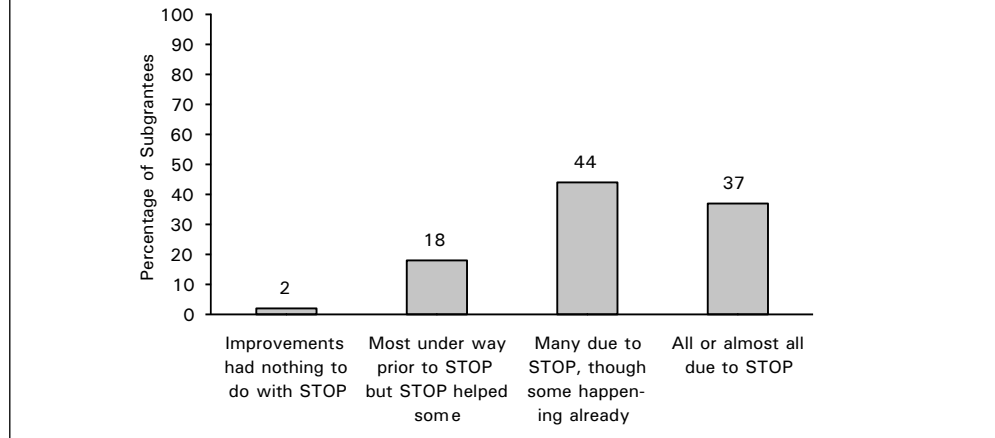
These differences in perceptions of progress in meeting victim needs for the different types of violence reflect a number of realities. First, as we have noted frequently in this evaluation, STOP funding is going far more consistently to address domestic violence issues than it is to address the problems of sexual assault and stalking. Second, according to interviews during site visits and telephone surveys, services for sexual assault victims were less available at the beginning of STOP than those for domestic violence victims; programs were smaller, fewer, and weaker, on average. Finally, services and programs for victims of stalking were virtually nonexistent before STOP and have not expanded much, even with the potential to develop using STOP funding. So there is still further to go in most communities to bring responses to the sexual assault and stalking aspects of violence against women up to the level of those available for domestic violence issues.

STOP subgrantees emphasized that they thought STOP funding played a major role in the improvements they reported. Eighty-one percent attributed many, almost all, or all service improvements to the STOP Program (figure 6.5). Moreover, 52 percent believed that the STOP-stimulated improvements and new services for victims would be "very permanent" fixtures in their communities (figure 6.6). Most subgrantees that answered "very permanent," however,



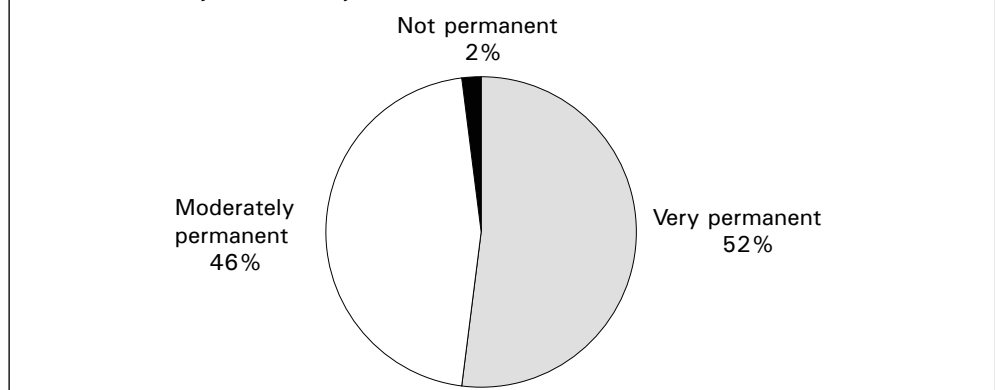


**FIGURE 6.5** *Perceptions of Role of STOP Funding in Improving Services in Subgrantee Communities*



Note: 387 respondents answered this question.

**FIGURE 6.6** *Perceptions of Permanence of Approach to and Service Improvements for STOP Communities*



Note: 387 respondents answered this question.

noted that the permanence of system change would likely be contingent on continued funding to support their service and coordination efforts.

## Impact on Handling Domestic Violence Incidents: State Criminal Justice Records

The intent of VAWA 1994 is that STOP funding will increase arrests, prosecutions, and other criminal justice agency activity for crimes of violence against women. The evaluation strategy for examining this impact was to compare the handling of cases in areas within states that received STOP funds to areas within states that did not and examine how this changed from the time before the availability of STOP funds to the present. Early in the process, it became evident that few states maintained any records that could be used for this analysis. Under subcontract to the Urban Institute, ILJ identified four states—Connecticut, Iowa, South Carolina, and Wisconsin—as the only ones that appeared to have incident and arrest data going back to before STOP (1995 or earlier) and also seemed to meet several other criteria (see below). Thus, these were the only states in which a comparison of changes in officially



detected incidents and arrests was possible. The section that follows outlines the efforts to use the data from these states to assess the impact of STOP. The findings indicate that the available data are insufficient to the task. Significantly greater investment in data systems, and even in data collection within STOP-funded projects, will be necessary before future efforts to document changes attributable to STOP can be informative.

## *Methodology*

ILJ reviewed information about state data systems for domestic violence incidents and contacted the 39 states with *any* type of data system to see whether their systems had the data needed for this analysis. Of these 39, only four had data that met or appeared to meet the criteria for this study: (1) data going back at least to 1995; (2) data covering at least 90 percent of the state's jurisdictions; (3) data available at the incident level; (4) data containing jurisdiction identifiers; and (5) data allowing for identification of actions involving domestic violence (as opposed to child abuse, elder abuse, or fights between college roommates). Although Uniform Crime Reports data meet many of the criteria and cover rape (but not other sexual assault) incidents, they are not incident based. Thus, they could not be used to conduct the desired analyses, and we had to abandon plans to examine the STOP Program's impact on sexual assault incident and arrest levels.

The research focused on states that had incident-level data on domestic violence. A sixth and final criterion was essential for the ultimate selection decision—the records had to contain the information required to construct at least one of two performance ratios that could be used to measure differences between jurisdictions or changes from year to year. One of these performance ratios was the proportion of incidents that resulted in arrest. This required a record for each incident of domestic violence to which police responded as well as information contained in the record indicating whether anyone was arrested and, if so, who and how many. The second performance ratio was the proportion of arrests that ended in conviction for a domestic violence offense (as opposed to being dismissed or pled down to disorderly conduct or disturbing the peace). This required information on the disposition of the case associated with each arrest. The four states ILJ identified as having a data system that satisfied the first five criteria and data allowing construction of at least one performance ratio were Connecticut, Iowa, South Carolina, and Wisconsin. All sent us their data sets and provided a good deal of advice on how to use and interpret them.<sup>3</sup>

To assess impact, the jurisdictions within a state were divided into those that had received a STOP law enforcement subgrant, those that had received other types of STOP subgrants but not one focused on law enforcement, and those that had not received any STOP subgrants. Then we tried to construct one or both performance indicators described above (the proportion of incidents that



resulted in arrest, or the proportion of arrests that resulted in conviction) for each year and each jurisdiction. The hypothesis was that if STOP had the desired effect, the performance indicator(s) would be significantly higher in jurisdictions with STOP funding each year and cumulatively at the end of the time period and the rate of improvement would be higher in jurisdictions receiving STOP grants.

### ***Results: Can These Law Enforcement Statistics Tell Us Anything about the Impact of the STOP Program?***

The analysis concentrated on the arrest data for Iowa and South Carolina.<sup>4</sup> The data received from these states allowed analysis at the level of individual law enforcement jurisdictions, and it also was possible to assign specific STOP subgrants to relevant jurisdictions. Because we were not confident that even these excellent databases included all domestic violence incidents reported to the police (as opposed to those in which probable cause was established), we changed the performance indicator we used. Instead of the ratio of arrests to incidents, we used a different performance indicator—the ratio of arrests to 1,000 persons in the jurisdiction. Population data were obtained from census documents.

Several analyses produced significant results showing that STOP funding was related to increased arrest rates.

- In Iowa, there were statistically significant differences in arrests per 1,000 persons between jurisdictions with STOP-funded law enforcement projects and those with no STOP funding of any kind. Arrest rates were higher in jurisdictions with STOP law enforcement projects than in those without this funding. These differences occurred for all four years (1995–98) for which data were available. In one year, 1996, there was also a statistically significant difference between jurisdictions that had other STOP-funded projects (that is, prosecution, victim services, or discretionary, but not law enforcement) and those that did not have any STOP funding. In this case also, more arrests per 1,000 persons occurred in jurisdictions with STOP-funded projects than in jurisdictions without any STOP funding.
- In South Carolina, there was a statistically significant difference in the ratio of arrests per 1,000 persons in 1997 between areas with STOP-funded projects and those with no STOP funding. For 1998, there was a statistically significant difference in per capita arrests between jurisdictions with non-law enforcement STOP-funded projects and those without any STOP funding. As in Iowa, areas with STOP funding had significantly higher arrests per 1,000 persons than areas without STOP funding for 1998.



Parallel analyses for other years in South Carolina and Iowa found no other statistically significant differences. Patterns in several other years, however, indicated slightly (but not statistically significant) higher levels of arrests per 1,000 persons in jurisdictions with STOP-funded projects than in jurisdictions without any STOP funding.

Interpretation of these results generally will be positive—that is, STOP funding is meant to increase arrest rates, and the findings suggest that this may have happened in at least these two states. Another explanation is *also* possible, however—jurisdictions inclined to make domestic violence arrests may have been more likely to apply for STOP funds. The finding for Iowa that pre-STOP (1995) levels of arrest *also* differed significantly between jurisdictions that would receive a STOP grant and those that never have suggests the second explanation may be possible. The South Carolina pattern of findings is more suggestive of change from pre- to post-STOP *within* STOP-funded communities, as well as differences between those with and without STOP funds. It also remains an important question for research and policy whether victims *want* their batterers arrested and whether increasing arrest rates ultimately leads to reductions in violence.

### *Ratio of Convictions to Arrests*

The second impact of interest that incident-based reporting data could potentially reveal is whether STOP funding promotes a higher rate of successful prosecution than would exist without its influence. The indicator we anticipated using to assess this impact was the ratio of convictions to arrests. It soon became clear, however, that for a variety of reasons we would not be able to isolate any causal links between STOP monies and changes in the ratio of convictions to arrests. One reason was the general lack of relevant data. The only state indicating that it could provide data on case disposition was Wisconsin, limiting our analyses in other states to STOP's effect on arrest rates. It turned out, however, that Wisconsin's data on case disposition were too incomplete to use. Thus, it proved impossible to construct the convictions/arrests performance indicator for any state.

### *Caveats*

Although the impact analyses indicate support for an impact of STOP within two states, this interpretation is subject to challenge for several reasons. One is cross-state differences in how statistics are recorded. Each community may measure and record the crimes of interest in different ways. Site visits revealed substantial variation in record keeping within these four states. A second reason for caution stems from the possibility that law enforcement agencies that received STOP funds changed the way they classify, measure, or record a particular type of crime over the course of the past five



years as a consequence of receiving the funding. In addition, statewide changes (e.g., a change in the law, or a major push to train law enforcement officers in the meaning of relevant statutes such as probable cause) should also affect response and arrest activity. In one state, the effect of such training could be seen in an across-the-board increase in arrests from the year before to the year after the training.

To summarize the problems with incident-based reports as a source of impact data for STOP, the variability and lack of clarity in the data's content and meaning across jurisdictions and states means that extreme caution should be exercised in drawing any conclusions from them.

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## **Data from Selected Law Enforcement and Prosecution Agencies**

To analyze the impact of STOP on criminal justice responses to violence against women, the evaluation conducted interviews with selected law enforcement and prosecution agencies and collected statistics on their cases involving domestic violence. In this analysis, similar problems regarding the reliability and completeness of criminal justice sources of data about incidents and activities related to violence against women were identified.

### *Methodology*

Domestic violence or sexual assault incident, arrest, or case disposition data were requested from STOP-funded law enforcement and prosecution projects for the year before the agency received STOP funding through the most recent year available (usually 1998 or 1999). In communities where a victim service agency has a STOP-funded project, data for 1995 through the most recent year available were requested from law enforcement and prosecution agencies. Urban Institute staff conducted the first data collection effort; ILJ staff conducted the second effort. Both efforts relied on telephone interviews, which were similar for both law enforcement and prosecution agencies. Faxed forms were used to collect statistical information.

Data collection for this evaluation component had two parts. In total, 282 law enforcement and 284 prosecution agencies (566 criminal justice agencies) were contacted to discover their ability to provide statistics that might reveal the impact of STOP funding and to collect such statistics where they existed.

For the first part, Urban Institute staff conducted telephone interviews with a sample of 94 STOP-funded law enforcement projects and 97 STOP-funded prosecution projects, randomly selected from among all similar STOP-funded projects.

- Each law enforcement project was asked to submit statistics on the following, for all years from 1990 forward for the agency as a whole and for all years of the STOP project separately:



1. How many **domestic violence/sexual assault complaints** did you respond to in the following years?
  2. How many domestic violence/sexual assault calls that you responded to in the following years **were repeat calls about the same offender?**
  3. How many domestic violence/sexual assault–related **arrests** did you make in the following years?
  4. How many domestic violence **homicide arrests** with a male perpetrator and a female victim or female perpetrator and a male victim did your agency make in the following years?
- Each prosecution project was asked to submit statistics on the following:
    1. How many domestic violence/sexual assault **cases were charged** in the following years?
    2. How many domestic violence/sexual assault cases **were settled by a plea to a similar, but lesser, domestic violence/sexual assault charge** in the following years?
    3. How many domestic violence/sexual assault cases **were settled by a plea to a nondomestic violence/nonsexual assault charge** in the following years?
    4. How many domestic violence/sexual assault **cases went to trial (jury or nonjury)** in the following years?
    5. How many domestic violence/sexual assault **cases resulted in convictions from a trial (jury or nonjury)** in the following years?

For the second part, ILJ staff, under subcontract to the Urban Institute, conducted telephone interviews with 186 law enforcement agencies and 187 prosecution agencies in communities where a victim services program had a STOP grant. Most of these law enforcement and prosecution agencies did not themselves have a STOP grant, nor had they ever had one. ILJ requested information from these agencies in a different format, but with the expectation that the data would be able to answer the same types of questions as the Urban Institute format.

### ***Results: Law Enforcement and Prosecution Agencies***

The results of both efforts, which were substantial, reveal the grave deficiencies in existing law enforcement and prosecution record-keeping systems for the purpose of answering program impact questions (the systems may be perfectly adequate for other pur-



poses). Tables 6.1 and 6.2 show how few law enforcement and prosecution agencies were able to supply statistics relevant to any of the questions.

1. Of the agencies called by the Urban Institute (all of which were STOP-funded projects), only about half (55 percent of law enforcement agencies and 38 percent of prosecution agencies) supplied any statistics. Even fewer (23 percent of law enforcement and 11 percent of prosecution agencies) supplied data from *any* pre-STOP year and *at least one* post-STOP year. Furthermore, when statistics were reported, many were based on estimated, not actual, numbers.
2. The agencies interviewed by ILJ (most of which had never had a STOP-funded project) showed much the same pattern. About half (56 percent) of law enforcement agencies and 37 percent of prosecution agencies returned the form on which they were asked to record statistics. Even fewer supplied any statistics (49 percent of law enforcement and only 20 percent of prosecution agencies). Still fewer (25 percent of law enforcement and 10 percent of prosecution agencies) supplied data from *any* pre-STOP year and *at least one* post-STOP year. Furthermore, many of the statistics reported were based on estimated, not actual, numbers.

**TABLE 6.1** *Ability to Supply Data of STOP-Funded Law Enforcement and Prosecution Agencies Interviewed by the Urban Institute*

	Total Number of Agencies Interviewed	Total Number of Agencies Returning Data Forms	Total Number of Agencies Reporting Any Data on Data Forms	Total Number of Agencies with Both Pre- and Post-STOP Data	Total Number of Agencies Reporting Actual Numbers	Total Number of Agencies Reporting Estimated Numbers
<b>Law Enforcement</b>						
<i>N</i>	94	75	52	22	31	19
% of all interviewed		80	55	23	33	20
<b>Prosecution</b>						
<i>N</i>	97	83	37	11	15	22
% of all interviewed		86	38	11	15	23

**TABLE 6.2** *Ability to Supply Data of Law Enforcement and Prosecution Agencies Contacted by ILJ in Communities with STOP-Funded Victim Service Programs*

	Total Agencies Contacted	Total Number of Agencies Interviewed	Total Number of Agencies Returning Data Forms	Total Number of Agencies Reporting Any Data on Data Forms	Total Number of Agencies with Data from Both 1995 and At Least One Later Year	Total Number of Agencies Reporting Actual Numbers	Total Number of Agencies Reporting Estimated Numbers
<b>Law Enforcement</b>							
<i>N</i>	298	186	104	91	47	53	19
% of all interviewed		100	56	49	25	28	10
<b>Prosecution</b>							
<i>N</i>	244	187	69	38	18	24	10
% of all interviewed		100	37	20	10	13	5



Our impact analysis consisted of attempts to create arrest/complaint ratios, convictions/charges ratios, year-to-year percent changes in numbers based on raw frequencies, and frequency analyses based on ranges and percentiles. Unfortunately, several problems were encountered:

- Very few justice agencies have any data, regardless of whether they get STOP funding.
- Fewer still have data before (1995) and after (1996–1999) STOP funding became available.
- As tables 6.1 and 6.2 indicate, most agencies report very small numbers, meaning that increases or decreases of one or two cases produce large swings in the percentage differences, in either a negative or positive direction.
- Arrest/complaint ratios are often greater than 1, indicating that more than one arrest is being made per complaint. Some jurisdictions have arrest/complaint ratios higher than 4, on average. These results are not readily interpretable, and certainly will not be so without knowing a great deal more about the behavior of each jurisdiction.
- Convictions/charges ratios often equal 1 and in some cases are greater than 1, indicating that agencies consistently convict for every charge or have more convictions than charges. As with arrest/complaint ratios, these results are not readily interpretable or very credible.

### *Possible Reasons for Lack of Results*

Again, as with the whole state impact analysis, several explanations may apply to these unexpected results. Perhaps complaints are being reported only when an arrest is made. Or perhaps they are being reported only for incidents where no arrest was made; that is, agencies may interpret complaints and arrests as two mutually exclusive categories, reporting complaint-plus-arrest as an arrest and complaint-without-arrest as a complaint. Several arrests may be made for one complaint, either because several distinct charges are each reported as an arrest, or because more than one person is arrested during the response to one complaint. Perhaps complaints reported on incident-based reports do not represent the universe of calls to dispatchers or to 911, or even the total number of calls to which law enforcement responds. Incident reports (as a measure of complaint) may also not be written for every complaint received by dispatchers, and charges may be reported only for cases resulting in conviction. Also possible is that one incident may have begun with several charges but produce a conviction for only one of them.





## *Conclusion*

The Urban Institute and ILJ attempted to obtain criminal justice statistics on crimes of violence against women from a large number of law enforcement and prosecution agencies, as well as from four states (including site visits to these states). The results of these efforts make clear that one cannot draw any firm conclusions from the data that the agencies were able to supply. This is a conclusion now well corroborated by these and other efforts in the past few years to assess STOP's impact. To know whether STOP made a difference in a jurisdiction, it should now be considered proven that one has to know a good deal about that jurisdiction in order to interpret its statistics correctly. Thus, results for STOP confirm decades of efforts to use justice agency statistics in evaluations. The level of effort involved in such in-depth examination means that one is not likely to be able to do it for many jurisdictions at a time (i.e., certainly not for the almost 600 jurisdictions involved in the present survey).

### **Law Enforcement Example: City of Muscatine Police Department, Muscatine, Iowa**

**Program Goal:** The major goals of the City of Muscatine's STOP project are to intervene in the cycle of violence as soon as possible and to hold perpetrators accountable for their actions.

**Program Strategies:** The STOP project achieves its goals through a multidisciplinary first response team. Patrol officers respond to domestic violence calls. A specialized domestic violence officer is then called in to process the perpetrator and investigate the case. At the same time, a victim advocate is called so she can contact the victim either in the police department or at the hospital. The team members try to educate victims about domestic violence during the short time they have contact with victims and refer victims to the advocacy program for further services. The team also involves the local prosecutor, who follows up with every officer who handles domestic violence cases. Officers are also encouraged to contact the prosecutor with questions any time of day or night.

**Program Impact:** Before STOP, the community was perceived as not meeting the needs of victims of domestic violence. Since STOP, the project coordinator reports that the community is perceived as meeting the needs of victims and doing a better job with responding to domestic violence cases in the criminal justice system. Perpetrators are being held accountable at earlier stages of the cycle of violence, and the police are not waiting until severe violence occurs before they act. The community went from 47 to 157 arrests—a 234 percent increase in arrests—in the first year of the project. The team feels it empowers women by listening to them and helping them feel they have the power to stop the violence. The team has built trust between agencies, and now its members present a unified approach to domestic violence cases that communicates that they care for victims and want to hold perpetrators accountable.



- **Congress should use the VAWA legislation to fund significantly better data collection systems that are able to document change in justice system actions related to domestic violence and sexual assault, because STOP funds will never be adequate to fill this enormous gap.**

## Recommendation

The Urban Institute and ILJ spent a great deal of time and effort to obtain and analyze data from law enforcement and prosecution agencies that could document the impact of STOP funding. The experience of this evaluation indicates that the task would prove to be impossible given the current status of justice system data collection. The conclusion is clear. In order to obtain good evidence of program impact, significantly greater resources will have to be devoted to data systems and data collection strategies. These resources could go to states, to justice agencies, or to anyone in a position to motivate justice agencies to keep track of their actions. In general, this task is much too large for STOP to fund, and indeed its utility extends beyond STOP.

It is difficult to assess criminal justice impact using quantitative data without considering the context of the local law enforcement or prosecution jurisdiction. State databases such as those in this analysis may be excellent sources of descriptive information. But it is hazardous to use their information to draw conclusions about causality or impact without understanding the circumstances of each jurisdiction. Understanding local jurisdictions is costly, time-consuming, and difficult to do on a large scale. It is also likely to prove impossible to generalize across time periods and locations.

Prosecution and law enforcement agencies may collect data for their own use, but these data are difficult to use for research purposes. To measure change with any accuracy, research data-collection procedures need to be put in place before a program's implementation or in conjunction with such implementation so that consistency in the way data are defined and collected can be maintained and supplemented with qualitative data on policy changes.

Along with the quantitative data from statistical systems, perceptions of impact are valuable qualitative contributions to understanding the impact of STOP funding in local communities. Although many report improvement since STOP funding became available, they still often report the need for further change and improvement.



## Notes

1. For a full report of this survey's results, see Burt et al. 2000a, which is available at [www.urban.org/authors/burt](http://www.urban.org/authors/burt).
2. The first question read: "Using a 1–5 scale, how well do you think your community *met* the needs of *domestic violence/sexual assault/stalking* victims *prior to STOP*?" Response categories were 1: the needs of victims were not met at all; 2: some needs were met, but there was still a great deal of room for improvement; 3: a moderate amount of victims' needs were met; 4: most needs were met; and 5: victims' needs were completely met. Subsequent questions asked how much the respondent's community *is currently—that is, since STOP—meeting* needs, or *will be meeting victim needs in five years' time*. The tense of response categories was changed accordingly.
3. Three states provided data files with the incident-level data, stripped of names and other identifiers but including the law enforcement jurisdiction, no matter how small. Wisconsin provided the data consisting of yearly incident and arrest information aggregated to the county level and without any victim/offender or other descriptive information.
4. Various issues with the Connecticut and Wisconsin data made them inappropriate for this analysis. Briefly, Connecticut does not give STOP grants to local law enforcement agencies, and we could not link other STOP funding to specific communities. Wisconsin provided data aggregated at the county level, so again we could not get down to specific communities that did or did not receive STOP funding. Appendix C describes these issues in some detail.

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# Appendix A: Federal Administration of the STOP Program

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The Violence Against Women Office (VAWO) in the Office of Justice Programs (OJP) is responsible for administering the STOP Program. In this capacity, OJP provides assistance to states 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 victims of violent crimes against women. This chapter describes OJP activities related to training and technical assistance for state STOP agencies and STOP projects at the state and local levels.

Each state has a designated agency to administer its STOP grant. 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. In this last report under VAWA 1994, state STOP agencies were asked to describe the accomplishments of their program over the past five years. These descriptions may be found in appendix D.

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VAWO's Technical Assistance Program provides state STOP administrators and subgrantees with opportunities to learn from experts and one another about how to overcome obstacles and incorporate promising practices in their efforts to address domestic violence, sexual assault, dating violence, and stalking. Technical assistance activities offer local STOP-funded initiatives the expertise and support they need to develop and implement successful projects, increase victim safety, and bolster offender accountability.

## **VAWO'S Technical Assistance Activities**

In FY 2000, the technical assistance activities discussed below were supported with STOP Violence Against Women Formula Grant funds.

### ***STOP TA Project***

Since 1995, VAWO has funded the Pennsylvania Coalition Against Domestic Violence STOP TA (Technical Assistance) Project to be the primary provider of technical assistance to STOP grantees and subgrantees. In FY 2000, the STOP TA Project worked closely with state STOP administrators through bimonthly memoranda,



conference calls, and site visits to build the capacity of subgrantees to implement initiatives that change the way in which the criminal justice system addresses domestic violence, sexual assault, and stalking. This assistance has been lauded by recipients as instrumental in helping both state and local initiatives meet the goals and requirements of VAWA.

### *Outreach to State STOP Administrators and Subgrantees*

In addition to responding to requests for information and assistance, the STOP TA Project proactively shares information, strategies, and promising practices with STOP administrators and subgrantees. As a means of introducing itself to newly appointed administrators and assisting with their orientation, the STOP TA Project provides each with an administrator's manual containing sections on complying with federal grant requirements, developing solicitation programs, and working with domestic violence and sexual assault coalitions. The manual also has a section that provides answers to state STOP administrators' most frequently asked questions. The STOP TA Project also writes bimonthly administrative memoranda covering a number of issues relevant to administrators and subgrantees.

In 2000, the STOP TA Project continued to organize monthly conference calls to provide technical assistance related to grant administration and program implementation. During these calls, STOP administrators and subgrantees learned of successful strategies from both experts and peers as they discussed topics such as legal assistance for battered immigrants, violence against women with disabilities, the STOP implementation planning process, confidentiality in multidisciplinary collaborations, stalking, forensic exam payments, Subgrant Award and Performance Reports, and new provisions under VAWA 2000. Content from these discussions is often developed in greater depth in the administrative memoranda. The calls continue to be very successful, with about 30 states represented in each call.

### *Site Consultations*

In 2000, the STOP TA Project hosted two site consultations to provide administrators and subgrantees with an opportunity to examine firsthand one community's coordinated response to violence against women. During these consultations, participants observed specific programs, heard presentations by those responsible for implementing these initiatives, and engaged in informal discussions and extended question-and-answer sessions. Participants also had an opportunity to work with their state colleagues on adapting promising strategies to the needs of their own communities.

The first site consultation was held in May in Lewisburg, West Virginia, and involved 45 participants from 28 states and territories. This event was cohosted by the Family Refugee Center, the Women's Resource Center, and the West Virginia Coalition Against Domestic Violence. Participants were able to learn more



about West Virginia's countywide multidisciplinary STOP teams and the challenges rural communities face.

The second site consultation took place in October in Rochester, Minnesota, and was cohosted by the Victim Services Program for Dodge, Fillmore, and Olmsted Counties and the Sexual Assault Interagency Council of Winona County. The consultation was titled "Promoting Victim-Centered Responses to Sexual Assault through Interagency Councils and Protocol Development." It highlighted coordinated criminal justice and advocacy responses to sexual assault in Olmsted and Winona Counties of Minnesota. Participants had the opportunity to learn about innovative projects, tour facilities, and meet with members of interagency councils.

### *Individualized Technical Assistance*

Through its toll-free phone line, fax, and e-mail, the STOP TA Project continued to provide technical assistance on adapting promising practices and offered referrals to other specialized technical assistance providers. In addition, the STOP TA Project provided on-site technical assistance for subgrantees in seven states. The STOP TA Project continues to work with VAWO annually to review state implementation plans and to develop individualized, state-specific strategies for offering technical assistance that target the needs conveyed in each state implementation plan.

### *Sexual Assault Initiatives*

In 2000, the STOP TA Project conducted a number of activities to assist grantees in addressing sexual assault. In August, a diverse group of experts in the sexual assault community convened a meeting in Atlanta, Georgia, to discuss the complexity of sexual assault issues and to identify matters that require attention at the state level. Drawing from participant input, the STOP TA Project proceeded to plan a series of focus groups through its Sexual Assault Advisory Panel. Additionally, STOP TA staff worked with other VAWO-funded sexual assault technical assistance providers. These included the American Prosecutors' Research Institute, which offers prosecutorial and judicial training, and the Sexual Assault Resource Sharing Project, an initiative to bring sexual assault state coalitions together to address common challenges.

### *Initiatives Addressing the Needs of Underserved Populations*

In 2000, the STOP TA Project initiated the development of the Underserved Advisory Panel. The panel will advise the STOP TA Project on its delivery of technical assistance on issues related to responding to the needs and interests of diverse and underserved communities.

### *Promising Practices Initiative*

The Promising Practices Initiative, a series of activities undertaken to highlight innovative strategies that improve the criminal and civil justice system's response to violence against women, continued in FY 2000. The third and fourth series of promising practices





workshops were held in June 2000 for STOP subgrantees. "Promising Practices No. 3: Meeting the Needs of Underserved Communities and Promoting Their Leadership in Responding to Violence Against Women" was held in Milwaukee, Wisconsin, in collaboration with the Wisconsin Coalition Against Sexual Assault and the Wisconsin Coalition Against Domestic Violence. The workshop provided victim advocacy programs with the opportunity to meet with representatives of promising initiatives led and staffed by members of underserved communities. These initiatives showcased how promoting diversity in leadership and staffing can greatly enhance an organization's capacity to meet the needs of victims from a diverse array of populations. "Promising Practices No. 4: Promoting Court and Judicial Responses to Domestic Violence" was cohosted by the Delaware Family Court and the Delaware Administrative Office of the Courts. The workshop focused on how courts and judges can establish policies, programs, and protocols to ensure victim safety and offender accountability in domestic violence cases. "Promising Practices Workshop No. 5: Conducting Domestic Violence Fatality Reviews" was held in Nashua, New Hampshire. It provided an overview of the various approaches used by state and local jurisdictions to review domestic violence fatalities and examined issues pertinent to the development of effective fatality review teams.

In addition, the STOP TA Project initiated the development of Promising Practice Checklists for practitioners to use when responding to victims of domestic violence, sexual assault, and stalking. The checklists for law enforcement were completed in December 2000; the Project expects to complete pamphlets for prosecution, victim services, and the courts in 2001.

### *Special Projects*

In July 2000, the STOP TA Project submitted a comprehensive report to the U.S. Department of Housing and Urban Development and the U.S. Department of Justice recommending measures that can help address the housing needs of battered women and their children. In addition, the STOP TA Project sponsored the attendance of one STOP grantee or subgrantee from each state at the conference, which was titled "Analyzing and Responding to Emerging Policy Issues: A Conference for Independent Advocacy Program Directors and Survivors." The Criminal Division of the Battered Women's Justice Project in Chicago, Illinois, convened the conference in September 2000.

### *Collaborations*

The STOP TA Project frequently collaborates with other VAWO-funded technical assistance providers. For example, project staff worked with the Criminal Division of the Battered Women's Justice Project in developing a curriculum for a civil legal institute titled "Legal Advocacy for Battered Women: Enhancing Vision and Practice" and held in November 2000.



## *Violence Against Women Online Resources*

The University of Minnesota continued to work collaboratively with VAWO to offer immediate access to information through Violence Against Women Online Resources, a Web site that provides advocacy, criminal justice, legal, and social service professionals with current information on interventions to stop violence against women. The Web site (<http://www.vaw.umn.edu>) offers a range of training and resource materials developed by STOP-funded projects, as well as other sources. It houses a document library containing information on a wide variety of issues pertaining to violence against women: dynamics of domestic violence, stalking, and sexual assault of women; enforcement of protection orders and full faith and credit; model legislation; batterer intervention programs; child maltreatment and domestic violence; and promising practices and model programs.

During FY 2000, the University of Minnesota expanded the Web site by commissioning an additional nine research papers for the site on complex issues where additional information is needed, including child visitation; sexual assault in Native communities; sexual assault forensic evidence collection; community notification of sex offender release and associated victim concerns; liability issues associated with using the Internet to provide information on violence against women; increasing the capacity of mental health professionals to respond to sexual assault; and the trafficking of women. Awareness and use of the Violence Against Women Online Resources Web site has grown considerably in the past two years. The most recent evaluation shows that, on average, 300 users visit the site per day and view more than 500 pages. In comparison, during the Web site's initial months, users viewed on average 79 pages of information per day.

## *Snapshot Project*

Through support from VAWO, the Muskie School of Public Service gathered statistics and anecdotal information from states, tribes, and local jurisdictions that highlight how VAWA funding has allowed them to strengthen their responses to domestic violence, sexual assault, and stalking. The project culminated in a report on the efforts and experiences of 18 states regarding the use of VAWA funds to build new initiatives, foster collaboration between criminal justice agencies and victim service providers, and broaden and refine existing projects. While each state developed its own approach to reducing and responding to these crimes, common themes among all arose, such as the need for continued funding, the consistently positive impact of VAWA-funded efforts, and the identification of additional areas of need on which states must focus their attention.



### *National Network to End Domestic Violence*

The National Network to End Domestic Violence Fund (NNEDV) has continued to provide technical assistance to strengthen the management and organizational capabilities of state domestic violence organizations through remote and on-site consultation. NNEDV established a partnership with the National Domestic Violence Resource Center's Women of Color Network to jointly offer technical assistance designed to enhance the leadership and diversity of state domestic violence coalitions. To ensure that training and technical assistance is informed by direct experience with managing coalitions, NNEDV convened a team of experienced state coalition directors to serve as peer-to-peer trainers to other coalitions. During FY 2000, three peer-to-peer site visits were conducted in which directors from established coalitions provided problem-solving assistance to coalitions that expressed need. NNEDV staff conducted an additional five training and technical assistance site visits to coalitions that requested help.

### *American Prosecutors' Research Institute*

In conjunction with the Battered Women's Justice Project, the American Prosecutors' Research Institute (APRI) conducted interactive training courses for prosecutors. These included a workshop addressing domestic violence in rural jurisdictions, a seminar targeting how multicultural and immigration issues affect victims of domestic violence and inform prosecutorial practice, and training on prosecuting perpetrators of cyberstalking. Workshops were limited to 45 participants each to maximize opportunities for interactive teaching. All participants received resources developed by APRI, including materials on litigating effectively, addressing voir dire and jury concerns, and understanding federal domestic violence legislation.

APRI has also worked with the National Judicial Education Project of the NOW Legal Defense and Education Fund to develop sexual assault training workshops designed to enhance prosecutors' understanding of the dynamics of sexual violence, as well as the victim safety issues and offender accountability concerns specific to this crime. Sexual assault training workshops have been scheduled to take place in Colorado, Michigan, Missouri, and Washington.

### *Center for the Prevention of Sexual and Domestic Violence*

Support from VAWO has allowed the Center for the Prevention of Sexual and Domestic Violence (the Center) to continue acting as a national clearinghouse on involving the religious community in responding to sexual violence and intimate partner violence and expanding its attention to the needs of women from Muslim,



Jewish, Asian-American, and Pacific Islander communities, and young women. In FY 2000, the Center published six issues of its newsletter *Working Together*, which was provided to recipients of Rural Domestic Violence and Child Victimization Enforcement Grants, STOP Violence Against Women Formula Grants, and Grants to Encourage Arrest Policies and Enforcement of Protection Orders. The Center also produced educational materials targeting youth that address teen-dating violence and outline what constitutes a healthy relationship. These materials, designed to complement the existing educational video *Love: All That & More*, were developed for distribution to all state domestic violence coalitions.

The Center also trained 150 participants from VAWA-funded jurisdictions on enlisting religious leaders as partners in responding to domestic violence. Teams from each participating grantee received a wide array of the Center's resources to use in their local efforts, including *Violence in the Family: A Workshop Manual for Clergy and Other Professionals*, *Keeping the Faith*, and three educational videos: *Broken Vows: Religious Perspectives on Domestic Violence*, *To Save a Life: Ending Domestic Violence in Jewish Families*, and *Wings Like a Dove: Healing for the Abused Christian Woman*. In partnership with the North American Council for Muslim Women, the Center completed four training sessions on ways that imams and the Muslim faith can support battered women in the Muslim community and improve their safety. The training sessions were complemented by the development of four community directories, specific to each city in which training was conducted, that offer a comprehensive listing of the services available for Muslim victims in each area.

### ***International Association of Chiefs of Police***

Through a cooperative agreement funded jointly by VAWO and the Department of Justice's Office of Community-Oriented Policing Services, the International Association of Chiefs of Police (IACP) worked with police chiefs and victim advocates to complete a model policy in FY 1998 for police departments addressing the problem of police officers who commit domestic violence. In FY 2000, IACP continued to provide training and technical assistance to law enforcement agencies nationwide on adopting and implementing the policy, with particular attention to ensuring that it meets the unique needs of individual police departments. IACP conducted workshops on addressing police officers involved in domestic violence; these workshops were held at the National Coalition Against Domestic Violence conference and as part of the IACP Annual Conference, where 800 copies of the model policy were distributed to law enforcement personnel. To complement its training efforts, IACP established a national clearinghouse on the issue of police officers who commit domestic violence that offers police departments concrete tools to facilitate the adoption of IACP's model policy, such as self-assessment checklists that help



them identify and overcome the challenges to successful policy implementation.

IACP also developed a handbook for law enforcement officers on enforcing the full faith and credit provision of VAWA, which requires states and territories to fully enforce orders of protection issued by other jurisdictions. The handbook includes a summary of the VAWA full faith and credit requirements and a checklist for determining whether an order of protection is entitled to enforcement. During FY 2000, IACP conducted training workshops and site visits to further assist local police departments with developing strategies, policies, and protocols that facilitate protection-order enforcement across jurisdictional boundaries.

IACP is expanding its technical assistance efforts by contributing to the development of protocols for domestic violence fatality review teams and assessing how to train and involve law enforcement agencies in performing domestic violence fatality reviews. In addition, IACP has initiated development of a sexual assault investigation training curriculum for law enforcement officers on university and college campuses. IACP and VAWO also cosponsored a meeting of all VAWO-supported technical assistance providers addressing law enforcement's response to sexual assault, domestic violence, and stalking.

### *National Center for Women in Policing*

Through a cooperative agreement with VAWO, the National Center for Women in Policing (NCWP) completed a comprehensive training manual and curriculum for law enforcement agencies in FY 1999, titled *Successfully Investigating Acquaintance Sexual Assault: A National Training Manual for Law Enforcement*. To maximize the availability of this resource, the manual was transcribed onto CD-ROM and provided to 700 law enforcement executives nationwide, as well as NCWP's cadre of 80 expert trainers (victim advocates, police officers, and prosecutors). Copies of the CD-ROM were also provided to each state sexual assault coalition and the Violence Against Women Online Resources Web site.

In addition, the NCWP met with other technical assistance providers supported by VAWO to share resources that have been developed, identify the challenges faced by grantees, and jointly develop a national technical assistance strategy addressing the sexual assault training needs of law enforcement agencies. Other organizations supported by VAWO as technical assistance providers that participated in the meeting included Praxis International, the Federal Law Enforcement Training Center, the STOP TA Project, the Battered Women's Justice Project, the National Center for Rural Law Enforcement, the IACP, and the National Training Center on Domestic and Sexual Violence.



## *National Center for State Courts*

The National Center for State Courts (NCSC) partnered with the National Criminal Justice Association to convene five regional meetings on understanding and implementing the full faith and credit provision of the VAWA, the most recent of which were held in the Southeast and Northwest. At those meetings, scholarships were provided to increase representation from tribal jurisdictions, and all conference participants received region- and state-specific materials, developed by the STOP TA Project with support from VAWO, on reducing the barriers to interjurisdictional protection-order enforcement.

Follow-up information collected by NCSC from participants indicates that the meetings have contributed to further implementation of the full faith and credit provision. Following the Great Lakes meeting, for example, Iowa revised its uniform orders, and the Supreme Court of Ohio began working with the Ohio Attorney General's Office to develop an in-state protection-order registry. Also, states that participated in this meeting joined the Kentucky Domestic Violence Association in Project Passport, an effort to develop a uniform first page for protection order forms for the states contiguous to Kentucky. NCSC remains in communication with government agencies and community groups to share technological innovations and other approaches that can help facilitate protection-order enforcement across state, local, and tribal boundaries.

## *National Judicial Education Program*

The National Judicial Education Program (NJEP) of the NOW Legal Defense and Education Fund has continued to provide judicial and prosecutorial training on rape and sexual assault as part of a project initiated in FY 1998 through a cooperative agreement with VAWO. During FY 2000, NJEP provided training to judges using *Understanding Sexual Violence: The Judicial Response to Stranger and Nonstranger Rape and Sexual Assault*, a curriculum developed in 1994 with funding from the State Justice Institute and updated in 1998 with support from VAWO. In addition, NJEP completed its adaptation of the judicial curriculum for prosecutorial training, titled *Understanding Sexual Violence: Prosecuting Adult Rape and Sexual Assault Cases*, and used the curriculum in four training sessions for prosecutors. To ensure that materials address local needs, NJEP researched and incorporated attention to local laws addressing rape and sexual assault in each state where it presented these curricula. NJEP also completed a video version of the judicial training curriculum and distributed it to the State Justice Institute depository library and to state judicial educators in each state and territory to maximize its usefulness to the field.



### *Washington Coalition of Sexual Assault Programs*

The Washington Coalition of Sexual Assault Programs (WCSAP) receives support from VAWO to provide technical assistance to state-level sexual assault organizations nationwide to help build their leadership, management, and organizational capabilities and increase the diversity of their leadership and staff. During FY 2000, WCSAP conducted four regional meetings to address the needs of sexual assault coalitions, including fund-raising, culturally competent services, and collaboration with criminal justice agencies and other STOP-funded local projects. WCSAP also held five regional conference calls to address issues raised by participating coalitions, including the establishment and management of Sexual Assault Response Teams (SARTs) and Sexual Assault Nurse Examiner (SANE) programs, community outreach to improve the accessibility of crisis intervention services, and the dissemination of promising practices. To increase opportunities for communication and resource sharing among state sexual assault coalitions, WCSAP developed a listserv and monthly newsletter that highlight emerging issues, including policy updates per VAWA 2000, forensic exam protocols and concerns, and national sexual assault prevention initiatives such as the National Sexual Violence Resource Center.

### *Wisconsin Coalition Against Domestic Violence*

With VAWO support in FY 1999, the Wisconsin Coalition Against Domestic Violence (WCADV) developed the National Clearinghouse on Abuse in Later Life (NCALL), a project to provide training on comprehensive domestic violence victim services to older women. During FY 2000, WCADV received support from VAWO to examine how to integrate the philosophies and concerns of Adult Protective Services agencies with those of battered women's organizations into a comprehensive plan for serving older victims. The WCADV also explored specific strategies to strengthen offender accountability in cases of domestic violence perpetrated against victims in later life.

### *National Symposium to Address Elder Abuse*

VAWO supported *Our Aging Population: Promoting Empowerment, Preventing Victimization, and Implementing Coordinated Interventions*, a national symposium addressing elder abuse jointly sponsored by the U.S. Department of Justice and the U.S. Department of Health and Human Services. In October 2000, a national assembly of policymakers and practitioners from the fields of public safety, social services, health care, and advocacy met in Washington, D.C., to share information and enhance their efforts to prevent financial exploitation and consumer fraud targeting older individuals, elder abuse and neglect at home, and institutional abuse and neglect. The symposium culminated in a comprehensive report that catalogs



innovative approaches in the field, outlines strategies to enhance victim services and prosecutorial efforts, and lists specific actions communities and agencies can take to protect older individuals. Both the symposium and the report dedicated explicit attention to identifying ways to improve services for older victims of domestic violence and sexual assault by promoting collaboration among criminal justice agencies, victim advocacy organizations, Adult Protective Services, government agencies, and other relevant entities.

### *Support to Training and Technical Assistance Providers*

Through a cooperative agreement from VAWO, the Center for Effective Public Policy established the Support to Training and Technical Assistance (STTA) Project, designed to provide logistical assistance to VAWO's technical assistance providers so that they can focus their energies and resources on offering substantive expertise to VAWO's grantees and other constituents striving to combat violent crime against women. In addition to providing meeting planning assistance to organizations VAWO supports as national trainers, the STTA Project convenes national forums for VAWO technical assistance providers to discuss emerging issues in the fields of domestic violence, sexual assault, and stalking. To date, the STTA Project has assembled meetings for technical assistance providers to discuss their efforts and concerns regarding combating sexual violence, addressing safety issues related to firearms, and improving outreach to and the representation of diverse and underserved communities.





# Appendix B: SAPR Information by State

**TABLE B.1** *Number of Awards Reported to the SAPR Database*

State	Missing <sup>1</sup>	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000	Total
Alabama	5	8	43	20	12	11	0	99
Alaska	0	5	6	4	5	1	0	21
Arizona	0	15	26	24	24	24	18	131
Arkansas	29	19	32	0	0	0	0	80
California	43	8	42	36	6	0	337	472
Colorado	1	18	49	53	64	55	0	240
Connecticut	0	8	11	13	8	5	0	45
District of Columbia	0	4	5	2	0	0	0	11
Delaware	4	10	14	13	5	1	0	47
Florida	1	20	35	67	57	52	0	232
Georgia	3	25	49	71	52	40	1	241
Hawaii	1	2	14	15	16	6	0	54
Idaho	0	24	9	0	0	0	0	33
Illinois	124	0	0	0	0	0	1	125
Indiana	7	15	0	0	0	0	0	22
Iowa	0	15	64	55	47	48	53	282
Kansas	0	6	48	34	28	21	0	137
Kentucky	1	14	36	0	0	0	0	51
Louisiana	0	49	66	70	67	25	0	277
Maine	0	15	33	37	33	32	0	150
Maryland	208	0	51	0	0	34	0	293
Massachusetts	0	0	0	0	71	96	0	167
Michigan	0	4	47	89	0	46	0	186
Minnesota	29	9	0	84	0	49	0	171
Mississippi	4	17	34	31	31	32	0	149
Missouri	0	25	73	68	84	68	0	318
Montana	0	20	28	25	25	23	20	141
Nebraska	0	15	23	21	20	16	0	95
Nevada	14	0	40	42	35	22	0	153
New Hampshire	7	25	27	34	2	0	0	95
New Jersey	43	0	0	25	49	35	0	152
New Mexico	1	13	12	52	58	38	0	174
New York	27	18	56	85	102	120	0	408
North Carolina	1	10	40	65	57	51	0	224
North Dakota	0	34	35	58	36	42	1	206
Ohio	0	2	79	54	66	33	0	234
Oklahoma	0	29	53	57	54	48	0	241
Oregon	0	0	0	0	4	44	0	48
Pennsylvania	0	4	28	43	43	2	1	121
Rhode Island	0	5	7	8	8	8	0	36
South Carolina	0	4	55	64	27	35	39	224
South Dakota	24	0	37	33	27	0	6	127
Tennessee	0	9	45	63	49	50	27	243
Texas	3	13	206	30	126	125	1	504
Utah	0	22	45	37	32	47	0	183
Vermont	0	7	10	14	11	10	8	60
Virginia	16	16	89	105	125	98	0	449
Washington	0	22	74	94	99	61	85	435
West Virginia	0	12	25	26	6	32	0	101
Wisconsin	0	13	61	54	56	30	0	214
Wyoming	0	0	0	0	0	30	24	54
<b>Territories<sup>2</sup></b>								
American Samoa	5	0	5	0	8	8	0	26
Guam	19	0	1	0	0	0	0	20
No. Mariana Islands	2	4	4	0	0	0	0	10
Puerto Rico	1	5	11	0	0	0	0	17
Virgin Islands	6	3	4	0	0	0	0	13
<b>Total<sup>3</sup></b>	<b>629</b>	<b>640</b>	<b>1,887</b>	<b>1,875</b>	<b>1,735</b>	<b>1,654</b>	<b>622</b>	<b>9,042</b>

<sup>1</sup> We cannot give the distribution of subgrants by federal fiscal year for several states because their SAPRs, although submitted, did not contain any reliable information about which federal allocation (FFY [federal fiscal year]) was used to fund each award.

<sup>2</sup> For the five territories, the number of awards in table B.1 comes from the updated SAPR database. However, the Urban Institute did not receive a response from the territories concerning the total award amounts received; therefore, the amount of money recorded as received and awarded by the territories is based on information in the previous year's report.

<sup>3</sup> The database contains 144 subgrant award reports that are not included under a state designation because they do not contain information about which state made the award. These are from very early years and were in the database before it was sent to the states.



TABLE

*Funding Reported by State STOP Administrators<sup>1</sup>*

State		FY 1995 (\$)	FY 1996 (\$)	FY 1997 (\$)	FY 1998 (\$)	FY 1999 (\$)	FY 2000 (\$)	Total (\$)
Alabama	<i>Received</i>	426,364	1,871,500	2,065,300	2,108,050	2,157,450	2,159,000	10,787,664
	<i>Awarded</i>	426,364	1,871,500	2,065,300	2,108,050	2,157,450	NA	8,628,664
Alaska	<i>Received</i>	408,314	675,500	701,100	706,800	675,450	663,208	3,830,372
	<i>Awarded</i>	408,314	675,500	701,100	706,800	675,450	NA	3,167,164
Arizona	<i>Received</i>	380,046	1,824,000	2,052,000	2,167,900	2,156,500	2,078,600	10,659,046
	<i>Awarded</i>	380,046	1,824,000	2,052,000	2,167,900	2,157,552	NA	8,581,498
Arkansas	<i>Received</i>	5,756 <sup>2</sup>	597,375	1,404,100	1,434,100	1,456,350	1,392,700	6,290,381
	<i>Awarded</i>	NA	NA	1,404,100	1,434,100	1,456,350	NA	4,294,550
California	<i>Received</i>	330,048	10,910,346	12,417,000	12,660,650	12,972,250	12,236,000	61,526,294
	<i>Awarded</i>	330,048	10,910,346	12,417,000	12,660,650	12,972,250	NA	49,290,294
Colorado	<i>Received</i>	380,104	1,685,300	1,876,250	1,936,100	1,982,650	1,904,750	9,765,154
	<i>Awarded</i>	380,104	1,638,706	1,876,250	1,936,100	1,982,650	NA	7,858,810
Connecticut	<i>Received</i>	405,046	1,558,950	1,699,550	1,726,150	1,750,803	1,662,500	8,802,999
	<i>Awarded</i>	405,046	1,558,950	1,699,550	1,726,150	1,750,803	NA	7,140,499
District of Columbia	<i>Received</i>	426,000	699,000	718,000	719,000	717,000	699,000	3,978,000
	<i>Awarded</i>	426,000	699,000	718,000	719,000	NA <sup>3</sup>	NA	2,562,000
Delaware <sup>4</sup>	<i>Received</i>	405,046	708,700	742,900	752,400	760,000	744,800	4,113,846
	<i>Awarded</i>	426,364	746,000	782,000	792,000	800,000	NA	3,546,364
Florida	<i>Received</i>	380,046	5,093,900	5,772,200	5,979,300	6,183,550	5,875,750	29,284,746
	<i>Awarded</i>	380,046	5,101,413 <sup>5</sup>	5,872,073	5,979,300	6,183,550	NA	23,516,382
Georgia	<i>Received</i>	400,000	2,811,050	3,168,250	3,286,050	3,395,300	3,246,150	16,306,800
	<i>Awarded</i>	400,000	2,811,050	3,168,250	3,286,050	3,395,300	NA	13,060,650
Hawaii	<i>Received</i>	380,048	865,450	918,650	927,200	936,700	906,300	4,934,348
	<i>Awarded</i>	380,048	865,450	918,650	927,200	936,700	NA	4,028,048
Idaho	<i>Received</i>	378,345	850,250	958,000	979,000	941,451	915,800	5,022,846
	<i>Awarded</i>	378,345	850,250	958,000	979,000	941,451	NA	4,107,046
Illinois	<i>Received</i>	380,046	4,365,250	4,899,150	5,003,650	5,115,750	4,843,100	24,606,946
	<i>Awarded</i>	384,721	5,060,464	4,899,150	5,003,650	5,115,750	NA	20,463,735
Indiana	<i>Received</i>	NA	2,505,000	2,785,000	2,850,000	2,908,000	2,751,000	14,174,755
	<i>Awarded</i>	375,755 <sup>6</sup>	2,505,000	2,785,000	2,850,000	2,908,000	NA	11,048,000
Iowa	<i>Received</i>	402,028	1,411,700	1,538,050	1,564,650	1,586,500	1,512,400	8,015,328
	<i>Awarded</i>	402,028	1,411,700	1,538,050	1,564,650	1,586,500	NA	6,502,928
Kansas	<i>Received</i>	399,044	1,320,500	1,434,500	1,458,250	1,480,100	1,422,150	7,514,544
	<i>Awarded</i>	404,244 <sup>7</sup>	1,544,584	1,538,421	1,458,250	1,480,100	NA	6,425,599
Kentucky	<i>Received</i>	405,046	1,812,682	1,919,000	1,959,850	2,000,700	1,903,800	10,001,078
	<i>Awarded</i>	405,046	1,812,682	1,919,000	1,959,850	2,000,700	NA	8,097,278
Louisiana	<i>Received</i>	405,046	1,903,800	2,098,550	2,138,450	2,168,850	2,055,800	10,770,496
	<i>Awarded</i>	405,046	1,903,800	2,098,550	2,138,450	3,061,800 <sup>8</sup>	NA	9,607,646
Maine	<i>Received</i>	381,607	893,819	940,560	950,000	958,550	NA <sup>9</sup>	4,124,536
	<i>Awarded</i>	381,607	893,819	940,560	950,000	958,550	NA	4,124,536


**TABLE B.2** *Funding Reported by State STOP Administrators (continued)*

State		FY 1995 (\$)	FY 1996 (\$)	FY 1997 (\$)	FY 1998 (\$)	FY 1999 (\$)	FY 2000 (\$)	Total (\$)
Maryland	<i>Received</i>	405,064	2,132,750	2,360,750	2,413,950	2,460,500	NA <sup>10</sup>	9,773,014
	<i>Awarded</i>	405,064	2,132,750	2,360,750	2,413,950	2,460,500	NA	9,773,014
Massachusetts	<i>Received</i>	426,364	2,605,000	2,891,000	2,803,451	3,012,000 <sup>11</sup>	NA <sup>12</sup>	11,737,815
	<i>Awarded</i>	426,364	2,605,000	2,891,000	2,803,451	4,045,317	NA	12,771,132
Michigan	<i>Received</i>	426,364	3,809,000	4,259,000	4,361,000	4,498,000	4,233,000	21,586,364
	<i>Awarded</i>	426,364	3,809,000	4,259,000	4,361,000	4,498,000	NA	17,353,364
Minnesota	<i>Received</i>	380,000	1,987,400	2,199,250	2,255,300	2,284,750	NA	9,106,700
	<i>Awarded</i>	380,000	1,987,400	2,199,250	2,255,300	2,284,750	NA	9,106,700
Mississippi	<i>Received</i>	380,064	1,358,500	1,483,900	1,518,350	1,539,000	1,471,550	7,751,364
	<i>Awarded</i>	380,064	1,358,500	1,483,900	1,518,350	1,539,000	NA	6,279,814
Missouri	<i>Received</i>	392,417	2,247,779	2,466,200	2,523,200	2,579,250	2,444,350	12,653,196
	<i>Awarded</i>	431,483	2,621,162	2,670,504	2,646,068	2,579,250	NA	10,948,468
Montana	<i>Received</i>	401,508	768,220	800,850	830,105	789,179	775,200	4,365,063
	<i>Awarded</i>	401,508	768,220	800,850	830,105	789,179	NA	3,589,863
Nebraska	<i>Received</i>	391,236	1,012,700	1,086,800	1,106,750	1,117,200	1,074,450	5,789,136
	<i>Awarded</i>	391,236	1,012,700	1,086,800	1,106,750	1,117,200	NA	4,714,686
Nevada	<i>Received</i>	380,046	957,600	1,046,900	1,087,750	1,119,100	1,098,200	5,689,596
	<i>Awarded</i>	380,046	980,700	1,075,680	1,127,831	1,119,100	NA	4,683,357
New Hampshire	<i>Received</i>	426,364	896,000	952,000	968,000	982,000	952,000	5,176,364
	<i>Awarded</i>	426,364	896,000	952,000	968,000	NA	NA	3,242,364
New Jersey	<i>Received</i>	380,046	3,091,300	3,446,600	3,528,308	3,615,700	NA	14,061,954
	<i>Awarded</i>	380,046	3,091,300	3,446,600	3,528,308	3,615,700	NA	14,061,954
New Mexico	<i>Received</i>	405,029	1,022,000	1,104,850	1,129,550	1,089,650	1,046,900	5,797,979
	<i>Awarded</i>	405,029	1,022,000	1,104,850	1,129,550	NA	NA <sup>13</sup>	3,661,429
New York	<i>Received</i>	380,046	6,490,400	7,257,050	7,426,150	7,537,300	7,053,750	36,144,696
	<i>Awarded</i>	380,046	6,490,400	7,257,050	7,426,150	7,537,300	NA	29,090,946
North Carolina	<i>Received</i>	405,046	2,815,800	3,165,400	3,274,650	3,341,150	3,182,500	16,184,546
	<i>Awarded</i>	405,046	2,815,800	3,165,400	3,274,650	3,350,635	NA	13,011,531
North Dakota	<i>Received</i>	405,046	685,900	715,350	721,050	714,400	696,350	3,938,096
	<i>Awarded</i>	405,046	685,900	715,350	721,050	714,400	NA	3,241,746
Ohio	<i>Received</i>	404,700	4,176,200	4,644,550	4,746,200	4,840,250	NA	18,811,900
	<i>Awarded</i>	404,700	4,176,200	4,644,550	4,746,200	4,840,250	NA	18,811,900
Oklahoma	<i>Received</i>	401,108	1,553,578	1,700,500	1,736,600	1,671,000	1,596,000	8,658,786
	<i>Awarded</i>	401,108	1,553,578	1,700,500	1,736,600	1,671,000	NA	7,062,786
Oregon	<i>Received</i>	405,046	1,496,250	1,649,200	1,699,550	1,726,150	1,651,765	8,627,961
	<i>Awarded</i>	430,354	1,587,728	1,905,766	1,887,684	1,760,339	NA	7,571,871
Pennsylvania	<i>Received</i>	426,364	4,465,000	4,989,400	5,083,450	5,168,000	4,830,750	24,962,964
	<i>Awarded</i>	426,364	5,418,267	6,832,508	6,204,825	5,885,325	NA	24,767,289


**TABLE B.2** *Funding Reported by State STOP Administrators (continued)*

State		FY 1995 (\$)	FY 1996 (\$)	FY 1997 (\$)	FY 1998 (\$)	FY 1999 (\$)	FY 2000 (\$)	Total (\$)
Rhode Island	<i>Received</i>	409,581	8,056,000	845,500	853,100	858,800	NA	11,022,981
	<i>Awarded</i>	409,581	8,056,000	845,500	853,100	858,800	NA	11,022,981
South Carolina	<i>Received</i>	426,364	1,777,000	1,946,000	1,988,000	2,044,000	1,964,000	10,145,3641
	<i>Awarded</i>	413,033	1,777,000	1,946,000	1,988,000	2,044,000	NA	8,168,033
South Dakota	<i>Received</i>	397,710	713,450	747,650	755,250	741,000	722,000	4,077,060
	<i>Awarded</i>	397,710	713,450	747,650	755,250	741,000	NA	3,355,060
Tennessee	<i>Received</i>	400,036	2,187,850	2,440,550	2,508,000	2,568,800	2,444,350	12,549,586
	<i>Awarded</i>	400,036	2,187,850	2,440,550	2,508,000	2,568,800	NA	10,105,236
Texas	<i>Received</i>	414,187	6,798,622	7,553,822	7,882,738	8,038,900	7,622,800	38,311,069
	<i>Awarded</i>	414,187	6,798,622	7,553,822	7,882,738	8,038,900	NA	30,688,269
Utah	<i>Received</i>	400,632	1,133,232	1,254,774	1,239,750	1,268,250	1,227,400	6,524,038
	<i>Awarded</i>	400,632	1,133,232	1,254,774	1,239,750	1,239,750	NA	5,268,138
Vermont	<i>Received</i>	405,046	666,900	693,500	700,150	704,900	689,700	3,860,196
	<i>Awarded</i>	405,046	668,102	693,500	700,150	705,496	NA	3,172,294
Virginia	<i>Received</i>	380,048	2,643,848	2,949,748	3,026,700	3,100,800	2,936,448	15,037,592
	<i>Awarded</i>	380,048	2,643,848	3,007,351	3,208,576	3,190,988	NA	12,430,811
Washington	<i>Received</i>	380,045	2,244,178	2,506,796	2,589,700	2,629,600	NA	10,350,319
	<i>Awarded</i>	380,045	2,244,178	2,506,796	2,589,700	2,629,600	NA	10,350,319
West Virginia	<i>Received</i>	396,091	1,078,250	1,159,000	1,173,250	1,183,700	1,132,400	6,122,691
	<i>Awarded</i>	396,091	1,078,250	1,159,000	1,173,250	1,183,700	NA	4,990,291
Wisconsin	<i>Received</i>	380,046	2,157,450	2,341,150	2,447,200	2,478,550	2,356,950	12,161,346
	<i>Awarded</i>	380,046	2,157,450	2,341,150	2,447,200	2,478,550	NA	9,804,396
Wyoming	<i>Received</i>	408,983	632,700	654,548	659,300	662,348	646,000	3,663,879
	<i>Awarded</i>	408,983	632,700	654,548	659,300	662,348	NA	3,017,879

**TABLE B.2** *Funding Reported by State STOP Administrators (continued)*

<b>Territories</b>		<b>FY 1995(\$)</b>	<b>FY 1996(\$)</b>	<b>FY 1998(\$)</b>	<b>Total(\$)</b>			
American Samoa	<i>Received</i>	246,381	337,982	512,120	1,096,483			
	<i>Awarded</i>							
Guam	<i>Received</i>	380,540	1,052,700		1,433,240			
	<i>Awarded</i>							
No. Mariana Islands	<i>Received</i>	116,949	191,171		308,120			
	<i>Awarded</i>							
Puerto Rico	<i>Received</i>	1,881,645	342,166		24,767,289			
	<i>Awarded</i>							
Virgin Islands	<i>Received</i>	472,330	239,126		3,172,294			
	<i>Awarded</i>							
<b>VAWO's Total STOP state allocations</b>		<b>21,280,000</b>	<b>117,330,000</b>	<b>127,660,000</b>	<b>135,890,000</b>	<b>138,890,000</b>	<b>131,615,700</b>	<b>672,175,700</b>
<b>Total amount received</b>		<b>22,972,207</b>	<b>120,188,074</b>	<b>123,420,698</b>	<b>126,856,172</b>	<b>128,668,131</b>	<b>102,821,621</b>	<b>581,018,869</b>
<b>Total amount rewarded</b>		<b>19,575,087</b>	<b>119,787,502</b>	<b>126,053,953</b>	<b>128,037,986</b>	<b>128,670,084</b>	<b>NA</b>	<b>530,757,051</b>

NA: Not Available—Information was not received.

- The received and awarded amounts reported by State Stop Administrators (SSAs) refer to interviews that were conducted with the SSAs where they were asked to indicate how much STOP funding their state received for distribution as subgrants for FYs 1995-2000.
- Arkansas reported that the Arkansas Department of Finance and Administration was designated to administer STOP funds in July 1997. Prior to 1997, another state agency administered STOP funds. Thus, the current administrator does not have records for the fiscal years 1995 and 1996.
- The District of Columbia noted that its FY 1999 STOP subgrants had not been awarded as of August 2000.
- Delaware's awards were about 5 percent higher than what it received for FY 1995-99.
- Florida's subgrant awards for FY 1996 totaled 14 percent more than the state's federal allocation for FY 1996. Florida's FY 1997 subgrant awards totaled 2 percent more than its federal allocation for FY 1997.
- Indiana's award amount for FY 1995 is based on last year's report.
- Kansas' subgrant awards for FY 1995 totaled 1.3 percent more than its federal allocation for that year, because the state reawarded unspent funds. Its FY 1996 subgrant awards totaled 17 percent more, and its FY 1997 subgrant awards totaled 7 percent more.
- Louisiana's subgrant awards for FY 1999 totaled 41 percent more than the state's federal allocation for that year.
- As of August 2000, Maine did not have a notice of award for FY 2000.
- As of September 2000, Maryland did not have a notice of award for FY 2000.
- Massachusetts' subgrant awards for FY 1999 totaled 34 percent more than its federal allocation for that year.
- Massachusetts had not received notice of its FY 2000 award by August 2000.
- New Mexico had not received notice of its FY 2000 award as of August 2000.



# Appendix C: Data Problems

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Early in the data review, the decision was made to drop Wisconsin and Connecticut from certain analyses related to assessing the impact of STOP funding, for the following reasons.

There were two problems in using the Wisconsin data to construct the proportion of incidents ending in arrest performance ratio. First, the Wisconsin data contained both incident and arrest information, but the ratio of arrests to incidents was very high (around 90 percent), raising concerns that only incidents that resulted in arrest were being reported and recorded. Indeed, information obtained during site visits from a number of police departments revealed that the data were not complete because some officers did not use the form; none of the officers interviewed on the Urban Institute site visits had seen the form. Because staff in prosecution offices usually complete the forms, it is not surprising that they contain few incidents that did not result in arrest. Second, Wisconsin provided data aggregated to the county level, rather than giving the Urban Institute the data file containing individual records. STOP subgrants usually went to smaller-than-county jurisdictions, so it was impossible to match arrest data to the communities receiving STOP subgrants. The effects of city-specific subgrants may not be visible at the whole-county level.

There were also several problems in using the Connecticut data to construct arrest-to-incident ratios. First, the database includes only arrests (the state statute specifies that agencies must report arrests to the state, but not incidents). Therefore, it was not possible to construct the performance indicator of the proportion of incidents resulting in arrest. In addition, it was not possible to identify which areas within Connecticut received STOP funds. Connecticut does not use STOP money to fund local law enforcement agencies (its law enforcement funding category is devoted almost entirely to state-level training and to supporting the state's domestic violence incident-based reporting system). In addition, many of Connecticut's grants go first to state agencies, from which they are parceled out to local agencies (e.g., through coalitions to victim service agencies, through the attorney general to prosecution agencies, through the state-level court administrator to support special dockets). When the state STOP administrator receives subgrant information from subgrantees, it is aggregated across all local projects and the state STOP administrator cannot attribute any particular portion to particular jurisdictions.

## **Problems Incident-Based Reporting Systems**





The only state indicating that it could provide data on case disposition was Wisconsin, for which we hoped to be able to construct ratios of convictions to arrests. It turned out, however, that Wisconsin's data on case disposition were too incomplete to use, even though the state forms had the appropriate spaces and the statistical database had the corresponding fields in which to record case dispositions. Relatively few cases (approximately 10 percent) contained any disposition data, and even those cases did not always contain the final case outcome. The disposition might indicate that the case was continued or that the results of a trial were as yet unknown, but no final result appeared in the record. So even if we had been able to get down to the local community level, the data would not have supported any analysis of impact on conviction rates.

### *Site Visit Insights about Incident-Based Report Databases*

Findings from site visits highlight the variation in record-keeping practices. Interviews with patrol officers and records managers in several police and sheriff's departments in each of the four states indicated considerable variation in processing incident-based reports (IBRs), including what happens to the report in the following circumstances:

- When no arrest is made.
- When a warrant is issued for the arrest of the perpetrator, which may occur at a later date.
- When an incident dispatched as a domestic violence call turns out to be something else.
- When an incident dispatched as something else turns out to be a domestic violence incident.
- When the incident involves people living together (e.g., college roommates, parents and adult children, a parent and a child) and would not be classified as domestic violence, defined as violence between intimate partners.

Some of this variation is jurisdiction to jurisdiction, and some of it depends on state statutes that specify what should be reported on the IBRs. Therefore, the data delivered to state agencies contains an unknowable but undoubtedly large amount of interstate and inter-jurisdiction, and possibly interofficer, inconsistency.

Other problems with the data systems were noted during site visits:

- The IBR contains a field used to indicate whether an arrest has been made. Only the incidents resulting in arrest were



forwarded to the state, however, and local jurisdictions did not routinely keep the “no arrest” IBRs. Therefore, no “percent of incidents resulting in arrest” could be calculated (Connecticut).

- The IBRs were filled out in the prosecutor’s office, and patrol officers interviewed from several police departments had never seen the form. Incidents not resulting in arrest were therefore not reported accurately. In addition, records often lacked final dispositions (Wisconsin).
- Within a given state, law enforcement officers in some departments completed the IBRs as expected, while officers in other departments did not.
- A considerable amount of doubt and confusion exists as to whether the databases contain only incidents for which probable cause was determined or whether they include all incidents that come in to the police dispatcher. The very high ratios of incidents resulting in arrest (often upwards of 80 or 90 percent) suggest that some states or communities may file IBRs only if probable cause exists.
- Slips may also occur in data transfer. Local records may contain fields for an offense that is clearly domestic violence even if the relationship of the parties involved is not recorded. But the state data system does not contain a domestic violence offense field, so domestic violence may get recorded as “assault.” The relationship field is the key piece of information the state uses to classify a report as involving a domestic violence incident. If that field has not been completed, or is inaccurately recorded or transferred, the incident will not appear in the database for domestic violence.
- For most of the jurisdictions visited, the number of arrests contained in the state IBR files for the jurisdiction were extracted for several years. The number of arrests were reviewed with patrol officers and supervisory personnel to see if they thought the numbers were reasonable for their jurisdiction. In most departments, those interviewed felt the numbers were much too low. Sometimes they could document the undercount (e.g., the state database had 100 arrests and the departmental records could document more than 500). Other times, patrol officers calculated from their own experience the number of calls they personally responded to on an average week and the proportion that ended in arrest. Multiplying these figures by the number of other patrol officers and for the whole year, they easily arrived at two to four times as many arrests as were in the state database. A commonly expressed sentiment was that “the state numbers are always wrong.” A few departments, however, indicated that the state database was quite close to their own statistics,



probably indicating that the department was doing a good job of reporting everything to the state.

- The Iowa and Wisconsin databases show that at least one arrest occurs in about three-quarters of all incidents reported in each year. The accuracy of this estimate, however, depends heavily on the completeness of the incident records, which may vary from state to state or jurisdiction to jurisdiction. In Iowa, the few departments interviewed during the site visits reported all incidents whether an arrest was made or not. If their behavior generalizes to the rest of the state, then a fair amount of credence can be given to the arrest rates calculated from Iowa's IBR data. Unfortunately, the review of records for South Carolina inspires less confidence. Although the departments interviewed (10 total, both large and small) were fairly consistent in reporting that most incidents resulted in arrest, this pattern does not appear in the state database. Records of incidents in the South Carolina database indicated that only 30 percent of incidents resulted in at least one arrest for these four years in the whole state. The problem may be that all records of domestic violence incidents that police responded to may not find their way into the state database or that records are sent to the state when an incident occurs but that arrest may follow at a later date and the record not be updated. South Carolina law enforcement agencies differed in their views about the completeness of the records contained in the state database for their jurisdiction: Some indicated that the state records were complete, while others reported that the state databases undercounted incidents from their jurisdiction.

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## **STOP Subgrant Performance Data**

The state STOP agency or recipients of a subgrant award submit a Subgrant Award and Performance Report (SAPR) describing the size of the award and the intended nature of the project. The SAPR also contains a performance section for reporting what activities projects have undertaken and what they have accomplished with their STOP subgrants. This performance information is usually reported one year after award or at the end of the award period, whichever is sooner. The expectation is that every project should be submitting performance information for each subgrant it receives, especially for subgrants with an award period ending after September 1997 (the performance section of the SAPR was not available before that).

In the 2000 Report, we documented 6,527 award reports in the SAPR database, but only 29 percent had performance reports (1,282 subgrants). This year, the revised and updated SAPR database contains 9,186 award reports, of which 66 percent (6,030 subgrants) have an attached Part 2 (for the performance information). A superficial glance thus suggests that states are submitting more performance data than was true before the electronic database was created. A more refined analysis reveals, however, that many reports are



missing a good deal of data one would have expected them to have (e.g., training projects should be reporting the number of training sessions held and the number of people attending). That presents great difficulty in reporting accurately on the activities and accomplishments of subgrantees, because we have no way to tell what biases exist in the data we do have.

Table C.1 shows the proportion of subgrants with performance reports. From these data it appears that this proportion is relatively high—75 percent for law enforcement and prosecution subgrants, 70 percent for victim services subgrants, and 67 percent for discretionary subgrants. These percentages are misleading, however, because the percentages reflect only those that have submitted a performance report, not whether they completed the appropriate sections.

**TABLE C.1** *Percentage of Subgrants Containing a Part 2 (Performance Data), by Funding Category*

Law Enforcement	Prosecution	Victim Services	Discretionary
75	75	70	67

Source: Urban Institute analysis of FY 1995–2000 SAPR data.  
Note: 9,186 award reports total.

Table C.2 looks at the percentage of subgrants reporting performance data by the four funding categories and by fiscal year. States are submitting more performance data in later years, regardless of funding category. There are three probable reasons for this. First, as noted above, subgrants for the first one or two fiscal years of STOP may have already ended before the federal performance form was available. They probably never submitted performance data and cannot now reconstruct it. Second, in doing the considerable amount of work that was required to correct and update their SAPR information for the new electronic file, some state STOP administrators concentrated on updating the more recent information in their database rather than fixing data from earlier fiscal years. Third, performance data for subgrants from FY 2000 allocations are low because the performance data are not due for a year after award, and the majority of states had not made their 2000 awards as of October 15, 2000.

**TABLE C.2** *Percentage of Subgrants Containing a Part 2 (Performance Data), by Funding Category for FY 1995–2000*

Fiscal Year	Law Enforcement	Prosecution	Victim Services	Discretionary
1995	71	66	71	60
1996	74	72	65	72
1997	74	76	72	77
1998	77	81	74	71
1999	83	82	83	81
2000	83	84	63	27

Source: Urban Institute analysis of FY 1995–2000 SAPR data. *N* = 6,030 subgrants.



While tables C.1 and C.2 are interesting, a closer look at the performance data in the updated database shows that subgrants are still having difficulty providing Congress with the numbers and demographic characteristics of victims served, as well as other performance measures. Table C.3 shows the percentage of subgrants reporting performance data, by the seven purpose areas for which STOP funds may be used. Again, at a first glance, the table shows that subgrants with purpose areas are reporting relatively high percentages of performance data. According to the table, Special Law Enforcement/Prosecution Units are more likely to report performance than the other purpose areas. Once a more thorough analysis is completed, however, one can see that very few performance reports contain data.

For the purpose area of developing and enhancing victim services, we also examined whether subgrants provided data describing victims, in addition to a count of victims served. The proportion of subgrants providing direct services to victims that reported any data on their characteristics was not very high. Only 36 percent of the subgrants indicating victim services as a purpose area and having a Part 2 actually reported the number of victims served. Less than 29 percent reported the total number of victims served for their reporting period by victim/offender relationship.

Table C.4 reports the number of states with Part 2s in their data file, by funding category, and the proportion of SAPRs that have a Part 2. For instance, in 25 states, 76 to 100 percent of law enforcement projects had Part 2s. Data files for 17 states, however, contained Part 2s for one-quarter or less of their law enforcement projects. For the most part, states either have relatively complete data across the board (a bit less than half the states) or mostly incomplete data

**TABLE C.3** *Percentage of Subgrants Containing a Part 2 (Performance Data), by Purpose Area*

Purpose Area	Percentage of Subgrants Containing Both Purpose Area Designation and a Part 2	Specific Purpose Area Questions <sup>1</sup>	Percent with Information on Primary Victims
Develop/enhance victim services	65	–	36
Law enforcement/prosecution training	68	29	27
Special law enforcement/prosecution units	72	23	35
Policy/protocol development	68	21	–
Data and communication systems	60	23	–
Stalking	69	26	39
Indian tribes	44	7	16

*Source:* Urban Institute analysis of FY 1995–2000 SAPR data. *N* = 9,186.

*Note:* For each purpose area designated in the SAPR award section, we selected several variables in the corresponding section of Part 2 to determine how many subgrants were filling out the performance section for their purpose area(s). For training, we used the question reporting the total number of personnel trained during the reporting period. For special units, we used the question indicating that STOP funds were used to create a new unit. For policy development projects, we used the question reporting that a new policy, procedure, protocol, administrative order, or service had been developed. For data/communication systems, we used the question indicating development and use of case tracking or record-keeping systems. For subgrants that supported stalking projects, we used a question indicating that the project delivered direct services to the public with respect to stalking. For Indian tribes, we used the question indicating that a subgrant provided direct services to Indians on reservations.



across the board (also a bit less than half the states). More effort needs to be devoted to obtaining complete performance information and information on victims served either through SAPRs or by some other mechanism.

**TABLE C.4** *States with Part 2s, by Funding Category*

Percentage of SAPRs That Have a Part 2	Law Enforcement	Prosecution	Victim Services	Discretionary
0 to 25	17	24	25	23
26 to 50	4	3	4	6
51 to 75	10	7	3	4
76 to 100	25	22	24	23

Source: Urban Institute analysis of FY 1995–2000 SAPR data.  $N = 9,186$  and 56 states.



# Appendix D: State Accomplishments

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This appendix provides descriptions of each state's accomplishments related to STOP during VAWA 1994. As this is the final report for VAWA 1994, VAWO wanted to give each state the opportunity to describe its accomplishments under the program. State STOP administrators of the 50 states and the District of Columbia wrote these state "one-pagers" (although most are more than one page) from their own point of view. Each description reports the state's accomplishments related to the STOP Formula Grant Program since it began in 1995.

## *Alabama*

The original 1995 STOP Violence Against Women Act award was issued to the Alabama Crime Victims Compensation Commission. Within a matter of a few months, however, a decision was made to transfer the grant to the Alabama Department of Economic and Community Affairs (ADECA), an agency that administers grant programs for many types of community services, with experienced program management and administrative staff. From the 1995 award forward, ADECA has been the grantee for STOP funds in Alabama.

Since 1995, ADECA has awarded 75 subgrants with STOP funding. The total dollar amount of subgrant awards exceeds \$8.63 million; the funding has been awarded and used in compliance with the 25 percent split among programs that focus on law enforcement, prosecution, victims services, and discretionary projects.

One of the major funding focuses that has emerged in Alabama's implementation of the STOP funding is the development of multi-disciplinary domestic violence units within a number of the state's county commissions and district attorney's offices. These units combine the investigative efforts of law officers with the prosecution efforts of the district attorney's office and often add a victim services officer to provide assistance to the victim and help her navigate the legal process following an incident of domestic violence or sexual assault.

The services available to female victims of sexual assault have been greatly enhanced through STOP funding. Several rape crisis centers and shelter programs receive funding. Sexual Assault Response Team/Sexual Assault Nurse Examiner programs have been implemented across the state and continue to expand.





The Alabama Coalition Against Domestic Violence and the Alabama Coalition Against Rape are statewide associations that provide standards monitoring, training, and networking opportunities for agencies that provide services to women who have been victims of domestic violence or sexual assault. Both of these statewide coalitions receive funding through Alabama's discretionary portion of the grant. In addition, campus-based programs addressing dating violence and sexual assault prevention and victim services have been implemented at three of the state's major universities. These programs have received nationwide praise for their innovative services to female college students.

The STOP Violence Against Women Act has brought the issue of domestic violence to the forefront. Under the leadership of Governor Don Siegelman, the 2000 Alabama legislative session made significant improvements in Alabama's legal response to domestic violence when it passed the Domestic Violence as a Crime Bill (Act 00-266). The bill made domestic violence a crime in the criminal code, enhanced the penalty for the crime, made technical changes in the definition of domestic violence, and required police officers to determine the primary aggressor when making domestic violence arrests. There is a statewide recognition of the seriousness of domestic violence and sexual assault offenses and a better understanding between representatives of law enforcement, prosecution, and victim service providers of the need to collaborate and coordinate their efforts on behalf of female victims. In addition, through STOP funding, greater efforts are being made to identify underserved populations in Alabama, now recognized as the elderly female victim, the Hispanic female victim, and the Native American female victim. Community programs are developed and enhanced to recognize and respond to the unique needs of these populations.

Continued STOP funding is vitally important to the ongoing development, implementation, and success of the many programs that are now receiving these funds. There is no question that tremendous cuts in resources and services for victims would take place across the state without the STOP grant in Alabama. There is also no question that prosecution efforts would be greatly curtailed across the state. Simply stated, the loss of the STOP funding would be devastating to domestic violence and sexual assault services in Alabama.

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## *Alaska*

The Council on Domestic Violence and Sexual Assault (CDVSA) is the designated administrative agency for the state's Violence Against Women STOP Project. A collaborative statewide effort of law enforcement, prosecution, the courts, victim advocates, and service providers is accomplished through an 18-member planning and implementation committee, cofacilitated by the executive directors of both CDVSA and the state coalition. In 1996, Alaska passed the Domestic Violence Prevention Act, making sweeping changes in Alaska's approach to domestic violence. Highlights of the law are mandatory arrest for the primary aggressor, prohibiting mutual arrests; establishing conditions of release and sentencing offenders; protective order (PO) condition violations; full faith and credit enforcement; automated tracking system for POs; increased training requirements; increased victim notification requirements; and a focus on the impact of domestic violence on children. In December 1997, Alaska's governor held a Domestic Violence Summit—funded in part with STOP discretionary money—that resulted in a 26-point action plan. The law and the summit became the basis for state initiatives regarding domestic violence and systems response.

Victim Services Component (five subgrants to the Alaska Network on Domestic Violence and Sexual Assault [ANDVSA] = \$896,038): ANDVSA began the Legal Advocacy Project (LAP) in 1996. Project accomplishments have included legal advocates in shelters; ongoing case consultation and technical assistance; individual advocacy for victims; and systems advocacy that focuses on PO enforcement, stalking, sexual assault, enforcement of federal domestic violence laws, full faith and credit, confidentiality, subpoenas, court orders, child custody, and divorce. The Immigration and Refugee component provides legal representation and advocacy services to immigrants, refugees, and persons seeking political asylum. A video on the domestic violence PO process in Alaska is available in English, Yup'ik, and Spanish.

Prosecution Component (five subgrants to Alaska Department of Law = \$788,336): Funds have been used for training prosecutors and paralegals. Training has focused on domestic violence, sexual assault, stalking, and child witnesses. Brochures on victims' rights and the criminal justice system were developed and translated. A "brief bank" with model pleadings for domestic violence, sexual assault, and stalking cases was created. A training video library orienting victims and witnesses to the justice process was put in place.

Law Enforcement Component (five subgrants to Alaska Department of Public Safety = \$788,336): Statewide training has focused on the dynamics of domestic violence and sexual assault, evidence collection, mandatory arrest, interviewing children as witnesses, and changes in laws. A domestic violence training video



was produced for Village Public Safety Officers. Brochures were developed explaining domestic violence victims' rights under Alaska statutes. Audiotaped versions have been translated into five languages. Needs assessments of law enforcement agencies were conducted, and equipment was purchased and distributed to agencies statewide.

Discretionary Component (17 subgrants = \$660,618): Funds to the Court System provided conferences for judges, magistrates, and court clerks; video equipment; updating of the domestic violence benchbook; instructions and PO forms in several languages; and simultaneous translation services to PO petitioners. Funds were provided for regional rural sexual assault training for 14 sites. Law enforcement officers, health aides, prosecutors, and victim advocates focused on a team approach to sexual assault investigations and awareness of sexual assault victims' needs. Funds were also designated for five Sexual Assault Response Team start-up grants. Three hundred camera kits to document domestic violence injuries and crime scene evidence were distributed to law enforcement, prosecution, and victim advocacy agencies throughout Alaska.

Alaska has developed a sexual assault strategic plan calling for expanded training on sexual assault and stalking issues, a comprehensive outreach campaign, and increased resources for victims. The gravity and complexity of violence against women necessitates continued focus and increased resources. STOP VAWA funding is crucial to our state's efforts in ending violence against women. VAWA funds have allowed new statewide efforts to be developed and have greatly increased our coordination on these issues. These partnerships need to grow and expand to reach the rural unserved portions of our state. Services to previously underserved populations, such as Native women, women of color, language minorities, older women, immigrant and rural women, and women with disabilities, have far to go. Communities are expanding existing services that are culturally appropriate while building partnerships, and strengthening networks for victim support. In many communities, however, victim services are limited and existing services are stretched beyond capacity. To break the cycle of violence without compromising victim services, increased resources and energy must be dedicated to prevention, education, and awareness. The STOP VAWA federal initiatives have provided strong, valuable leadership in the efforts to end violence against women. The need for that leadership and support remains.

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## *Arizona*

Background: The STOP Violence Against Women formula grant continues to be administered within the Governor's Community Policy Office, Division for Prevention of Family Violence. This office has funded 131 projects from FY 1995 through FY 2000 using a total of 10,659,046 pass-through dollars. Over the years, the average allocation in each category has been 26 percent law enforcement, 28 percent prosecution and courts, 43 percent victim services, and 1 percent discretionary. Our state plan has a dual focus to provide cutting-edge training for criminal justice and victim service professionals, as well as develop services in rural communities.

Special Initiatives: The primary challenge Arizona faced five years ago was to find a mechanism to address the lack of victim services available to our rural populations. VAWA has enabled us to develop three domestic violence shelter programs in counties completely devoid of services and reach out to smaller communities in surrounding areas with a network of advocacy programs. The \$4 million spent on rural victim services reflect that focus. Only one county in our state does not have domestic violence shelter or advocacy services, and community development within this region is moving toward assuring citizens that their needs are met.

Accomplishments: One of the STOP grants' successes was the development of family advocacy centers. These facilities bring together, under one location, all elements of the criminal justice system with medical and victim services. Today, Arizona is proud of the eight regionally located advocacy centers, five in rural regions and three in metropolitan locations. These centers are a result of partnerships requiring communities to work together. It begins by leveraging federal, state, and local resources necessary to build the facility and results when law enforcement, advocates, and prosecutors begin working together to help victims of domestic violence and sexual assault. These centers have changed the level of collaboration achieved in communities and allowed women and children to find one location to assist them through their crisis. The effectiveness of evidence collection by law enforcement and prosecution of offenders have improved as a result of enhanced collaboration, and victims have received support from advocates based on-site.

VAWA has enabled Arizona to develop services within communities, and these services are now being sustained with local dollars. An example is the City of Phoenix, which has absorbed all positions within the Domestic Violence Prosecution Unit, supported by STOP funds. This unit maintains a conviction rate of 80 percent. STOP has developed and supported programs, and as communities recognize the benefits, these programs are absorbed. It is critical to continue this development. Domestic violence and sexual assault advocacy services have just begun to reach out to our most rural



regions. These services will not continue without support of VAWA.

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## *Arkansas*

Background: STOP funding is administered by the Department of Finance and Administration. The governor designated this state agency to administer the grant program in July 1997. Prior to this date, the Prosecutor Coordinator's Office was the designated state agency.

Special Initiatives/Major Funding Focuses: In 1998, the Department of Finance and Administration established a State Implementation Plan for STOP funds based on survey responses from a wide range of professionals within the victim services, criminal justice, medical, and mental health communities. It was updated in 2000 after receiving input from participants at a series of regional meetings conducted by this office aimed at bringing professionals together to establish local needs assessments and action plans.

The State Implementation Plan: In an effort to prevent and reduce violence against women in Arkansas and to assist those at the local level to employ innovative techniques and strategies that will yield long-term and far-reaching improvements in the fields of victim services, prosecution, law enforcement, and the judiciary, the Department of Finance and Administration sets the following goals for the STOP Violence Against Women Act Grant Program:

- Increase the number of crisis intervention centers for adult victims of sexual assault.
- Develop, increase, and enhance specialized units of law enforcement officials and prosecutors to focus on crimes of adult sexual assault, stalking, domestic violence, and dating violence.
- Develop, increase, and enhance health care opportunities for rural victims of adult sexual assault, stalking, domestic violence, and dating violence. Promote Sexual Assault Nurse Examiner (SANE) projects.
- Develop and implement policies within prosecuting attorneys' offices that support aggressive and innovative courtroom techniques designed to protect and support victims of



adult sexual assault, stalking, domestic violence, and dating violence.

- Increase and enhance outreach efforts and service delivery to victims with special needs, such as the disabled, the elderly, and non-English-speaking, racial, cultural, and ethnic minorities.
- Increase and enhance programs that enable and empower victims within rural and geographically isolated regions.
- Increase awareness and understanding of violence against women among community professionals, and improve coordination efforts.
- Increase and enhance programs that identify and respond to the crime of stalking and increase enforcement of stalking laws.
- Increase and enhance efforts to enable domestic violence victims and their dependents to remain separate from their abusers in their homes or attain alternative housing in a timely manner. Develop outreach efforts designed to promote independent living and support.
- Develop, increase, and enhance community task forces/multidisciplinary teams to review and coordinate actions taken in cases of domestic violence.
- Increase expertise in the field of treatment for batterers and develop and enhance court-based programs that use batterers' treatment in the sentencing phase.
- Develop and implement policies within law enforcement organizations that support proactive enforcement of laws relating to adult sexual assault, stalking, domestic violence, and dating violence, including investigative follow-up of reports.
- Develop and implement policies within prosecuting attorneys' offices that support aggressive and innovative courtroom techniques designed to protect and support victims of adult sexual assault, stalking, domestic violence, and dating violence.
- Develop court-based initiatives, including judicial training and specialized personnel whose efforts will focus on accommodating victims of adult sexual assault, stalking, domestic violence, and dating violence within the civil and criminal court systems and providing strict oversight on sanctions placed on convicted offenders of violent crimes against women.

Each funding category has been allocated through a separate competitive bid process. The majority of discretionary funds have been allocated to victim services organizations; however, this funding category also enabled training for SANE and the purchase of forensic equipment that detects DNA from hair samples.

Accomplishments: Changes have been made in how the criminal justice system handles violence against women cases.



- Through STOP funds, more prosecuting attorneys are employing specialized deputy prosecutors who focus their efforts entirely on sexual assault, domestic violence, and stalking cases. In addition, law enforcement agencies are beginning to see the benefits of hiring specialized investigators.

Changes have been made in victim outcomes.

- Because of the increased and specialized attention given to violent crimes against women, victims are more willing and determined to pursue criminal justice.

Changes have been made in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities.

- We are beginning to see partnerships between victim service organizations and criminal justice agencies develop at the local level, resulting in improved coordination of efforts for victims.

Changes have been made in reaching historically underserved populations of women.

- Arkansas has an increasing Hispanic population. In addition, the state is predominantly rural. The STOP Program is placing emphasis on providing services to all victims, including those with special needs, and has challenged service providers to seek ways to accommodate the unique needs of victims.

Changes have been made in how the state addresses sexual assault.

- This office played a key role in bringing sexual assault service providers together for their first meeting, with the help of VAWO and the STOP TA Project. From that meeting, the Arkansas Sexual Assault Coalition began, and professionals are working together on a level that has never been seen before.

Changes have been made in how the state addresses stalking.

- As is common nationwide, there are few programs and services focused on serving stalking victims, so improvements in this area of violence are particularly difficult. The STOP Program has improved the state's condition, however, as it requires the issue to remain in focus and challenges participants to address this victim population.

STOP funds are critical, allowing the state to effectively address the needs of victims and improve the overall response to violence against women. It is telling that our State Implementation Plan con-



tinues to add goals but has yet to claim one as fully achieved. This cannot be seen as a defeat; in fact, it indicates the true success of the STOP Program. Each step toward ultimate achievement enlightens professionals to identify higher and more expansive goals.

The STOP Program is, in fact, especially critical to Arkansas, as there is no state funding to domestic violence and sexual assault programs for basic operational costs. The STOP funding has allowed these providers, to a certain degree, to concentrate on improving service delivery, rather than on fund-raising efforts.

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## ***California***

**Background:** The governor's Office of Criminal Justice Planning (OCJP) has administered the VAWA STOP Program since March 1995, when the governor designated OCJP as the administrative agency.

Since 1996, 224 subgrants have been funded through STOP, with \$16,104,399 for law enforcement, \$15,805,199 for prosecution, \$15,872,599 for victim services, and \$13,165,422 for discretionary projects, for a total of \$60,947,619.

**Special Initiatives/Major Funding Focuses:** As the recipient of the largest STOP grant award, California was able to fund many initiatives since the inception of STOP funding. For example, programs were created, such as specialized units for law enforcement and probation; vertical prosecution units including threat management/stalking units; rape crisis centers including Sexual Assault Response Team (SART) advocates; domestic violence shelters including Domestic Violence Response Team (DVRT) advocates; American Indian domestic violence shelters; a data collection and victim services tracking software program for rape crisis and domestic violence centers; and specialized programs for underserved victims that focused exclusively on farm worker, American Indian, elderly, or Hispanic populations and children of domestic violence victims.

In addition to the creation of programs and efforts described above, a major ongoing effort in California addressed the lack of domestic violence training for law enforcement by allocating funds for





training first responders and prosecutors. After the domestic violence needs were met, training on sexual assault became the center of attention, as well as training for probation officers. The goal in implementing the training was to ensure the effective handling and prosecution of violent crimes against women. The successes related to these initiatives include the development of a 40-hour domestic violence investigator course, curriculums, CD-ROMs, videos, and telecourses. Workshops and seminars were also conducted for specialized groups such as public safety dispatchers, college campus officers, investigators, staff, expert witnesses, and SART and DVRT advocates, and training for trainers for Field Training Officers. Finally, four short-term funding focuses occurred in California, the first of which included the purchase of colposcopes, second-opinion software with computer equipment, and 35mm cameras for medical sites throughout California where sexual assault forensic examinations are conducted, accompanied by training. The second focus involved distributing forensic camera kits to law enforcement agencies statewide, coupled with training on how to identify, photograph, and collect evidence for sexual assault and domestic violence crimes. The goal for both of these efforts was to improve the evidentiary value of images of victim injuries and crime scenes.

The third focus involved the use of STOP funds to enhance a Domestic Violence Restraining Order System to allow a violation message to become a part of the restraining order record. Law enforcement, the district attorney, and the court maintain a complete record of restraining order violations anywhere in the state. This information is helpful in establishing stalking complaints and imposing stiffer sentences. Finally, with a statewide Strategic Plan on Domestic Violence already available, a statewide Strategic Plan on Sexual Assault was developed with STOP funding.

With the exception of the software program, which used STOP discretionary funds to develop data collection and victim services tracking for the domestic violence and sexual assault field, all discretionary funds were used for victim services. The software program was created and implemented to collect sexual assault and domestic violence data that are useful for program evaluation and to help identify accomplishments, needs, and gaps in services for rape crisis centers and domestic violence shelters in California.

For the victim services funded by the STOP discretionary funds, efforts included funding for advocates in Victim Witness Assistance Centers dedicated to providing services to women victims of violent crimes; a program that served the special needs of elderly or Hispanic women victimized by sexual assault, domestic violence, or stalking; and funding for SART and DVRT advocates.

Accomplishments: Changes have been made in how the criminal justice system handles violence against women cases.



- A major change has been a more comprehensive and coordinated case management system implemented by STOP-funded law enforcement, vertical prosecution, and probation specialized units. Cases were more thoroughly investigated, and a higher rate of conviction occurred because of vertical prosecution. In addition, more effective handling of cases occurred because of increased training efforts as well as an elder abuse and domestic violence protocol that was established.

Changes have been made in victim outcomes.

- Because of the changes in the manner in which the criminal justice system handles violence against women cases as well as services provided by numerous victim service programs funded by STOP, trauma that victims experienced was minimized. The vertical prosecution effort also reduced the number of recanting victims. Advocacy services enhanced the victims' interaction within the criminal justice system, and multidisciplinary response teams resulted in a marked reduction in repeated victimization.

Changes have been made in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities.

- Collaborative changes occurred at the state level beginning with the planning process OCJP used to formulate California's STOP Implementation Plan each year. A task force was convened, with members representing criminal justice and victim service agencies. Members from various disciplines were asked to coordinate, cooperate, and collaborate as funding recommendations were collectively made, and seeds were thus planted to bridge the divisiveness that often exists between criminal justice and victim service agencies.
- At the subgrantee level, programs supported with STOP funds included components for changing systems. For example, agencies submitting proposals for funding were required to provide detailed descriptions explaining how STOP funds promote permanent system change. Projects were often required to document and increase collaboration between the criminal justice system and victim service agencies in the community as an objective under the particular program implemented with STOP funding. Collaborative efforts ranged from advocates engaging in ride-alongs with law enforcement officers to multidisciplinary team efforts established by SARTs, DVRTs, and specialized units established in law enforcement offices. Collaboration improved relations and increased awareness among the various



disciplines, which resulted in more effective advocacy, investigative, and prosecutorial actions. Changes also occurred formally through Operational Agreements or Memorandums of Understanding between the agencies.

Changes have been made in reaching historically underserved populations of women.

- Several noteworthy efforts included an intervention program that improved the ability to identify and provide outreach and direct services to isolated women of special populations, such as the elderly, recent immigrants, and members of the Latino community. Additionally, as one of the seven purpose areas of STOP, Indian tribes received STOP funding to create a shelter program for American Indian women, culturally tailored to meet their needs.
- A curriculum for tribal and nontribal law enforcement agencies for serving victims of domestic violence on Indian reservations was also developed for training purposes to promote positive changes in collaboration and interaction between law enforcement and American Indian populations. Additionally, the American Indian Sexual Assault and Domestic Violence Program and Farmworker Women's Sexual Assault and Domestic Violence Program accessed traditionally underserved women and used STOP funds to encourage change by increasing education and awareness regarding sexual assault and domestic violence.

Changes have been made in how the state addresses sexual assault.

- STOP funds have greatly impacted the way California addresses sexual assault by, for example, drawing attention to the crime and its importance in comparison to domestic violence. Because of a conscious effort to focus more attention on sexual assault issues, more experts from the sexual assault field were added to the STOP Task Force to ensure adequate representation for state planning purposes and to help balance efforts between domestic violence and sexual assault. A significant change in the way the state addresses sexual assault emerged from the creation of a statewide strategic plan on sexual assault for various disciplines to use as a blueprint for future recommendations and funding decisions.

Changes have been made in how the state addresses stalking.

- With the assistance of STOP funding, California was able to fund a Threat Management/Stalking Program. Through this grant program, District Attorney Offices created or enhanced specialized units targeting the crime of stalking through early arrest, prosecution, and sentencing of perpe-



trators charged with this crime. The crime of stalking as defined by California Penal Code Section 646.9 does not require the suspect to have physical contact with the victim. Rather, the suspect simply has to engage in a pattern of conduct intended to follow, alarm, and harass the victim, causing reasonable fear for the victim or her immediate family. This program concentrated efforts and resources on violations of this penal code section, using special investigators and vertical prosecution techniques that have proven to be successful.

Projects funded under this program improved investigative techniques to successfully prosecute alleged stalking behavior. A body of knowledge was also created to provide the public with information on how to recognize potential stalking behavior; how to collect preliminary evidence on a stalker's behavior that will provide law enforcement with enough evidence to open cases on the victim's behalf; how to protect oneself from stalkers who seek to gain an abundance of personal information, including information about routine daily activities; and how to train law enforcement personnel and others to maintain the personal safety of the victims they assist.

Reflections on Continued STOP Funding: Continued STOP funding will enable California to build on the accomplishments made to date. STOP funding will allow the state to have future successes in addressing violence against women in communities.

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## ***Colorado***

The Colorado Department of Public Safety, Division of Criminal Justice, Office for Victims Programs, has administered the STOP funding each year. Two hundred forty-six subgrants have been funded by this agency since 1996 (FY 1995). We are currently in the application review process for FY 2000 grants and expect approximately 65 subgrants to be made. A total of \$5,877,754 was awarded from 1996 to 1999, and in April we expect to award an additional \$1,904,750 in FY 2000 funds. Each year, approximately 25 percent of total funds are awarded to law enforcement projects, 25 percent to prosecution projects, and 43 percent to victim services; 7 percent are discretionary.



Vital, ongoing funding has been provided for the following special initiatives: Sexual Assault Nurse Examiner (SANE) projects, Vertical Prosecution Units, Court-Watch projects, and the Ending Violence Against Women (EVAW) multidisciplinary statewide training team (a four-member team of experts from law enforcement, prosecution, domestic violence, and sexual assault). All were funded to create long-term system change in criminal justice and victim service responses to violent criminal cases involving adult female victims.

The discretionary category of funding has provided great flexibility and has been used in Colorado for VAWA eligible projects that don't fit cleanly in the other categories—for example, Court-Watch programs, training/projects addressing perpetrator containment issues, fatality review committees, coordinating community council work, and judicial and probation projects. All of these projects involve system change to improve the way domestic violence, sexual assault, and stalking cases are identified and addressed. They also have been useful to identify gaps in the system and to lead agencies to problem-solving collaborations in order to avoid future gaps. They have helped hold perpetrators more accountable using a collaborative, multidisciplinary, system-based approach.

Colorado has accomplished much over the short life of STOP funding and has great potential to do much more with continued funds. Very briefly, we have seen the following successes: many more victims receiving access to services via satellite offices in rural communities and an increased number of bilingual advocacy programs to reach underserved populations; victims receiving these services more quickly through specialized units; sexual assault and stalking being addressed more effectively and by more agencies; and without question more problem-solving collaborative relationships among and across all disciplines in our state.

It is vital for our state to continue receiving STOP funding in order to complete successful system changes such as those mentioned above. Agencies funded with STOP funds need continued financial support in order to institutionalize programs and to ensure future community successes in addressing violence against women.

Although some intangible impact (e.g., improved collaborative relationships) is sure to endure, without new STOP funding, many worthwhile programs will cease to exist. As a result, victims will not be served as they should and offenders will not meet the full range of the systems, sanctions. If perpetrator accountability is reduced, then victim cooperation in criminal cases will be reduced and indeed victims' ability to survive will be in jeopardy.



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## ***Connecticut***

Background: The State of Connecticut Office of Policy and Management (OPM) has been the state's administrative agency for the STOP Formula Grant since the inception of the program. For FY 1995–2000, OPM awarded 59 subgrants, totaling \$8,481,977: \$2,861,549 in law enforcement subgrants; \$2,321,859 in prosecution subgrants; \$2,901,830 in victim service subgrants; and \$396,738 in discretionary subgrants.

Major Funding Focus: In an effort to restructure and strengthen the criminal justice system response to violence against women, Connecticut's STOP funds are focused on building specialized family violence courts. The STOP funds supported the development of specialized dockets in Bridgeport, New Haven, and Waterbury Geographic Area courts. These three courts, aggregated, account for more than one-quarter of the family violence cases annually in Connecticut. The specialized dockets implement a safe prosecution model that includes judicial continuity, vertical prosecution, comprehensive court processing, shared information to help ensure victim safety, and additional victim advocacy services. In recognition of the effectiveness of the STOP-funded initiatives, the governor and legislature have committed more than \$2 million since 1999 in new state spending to expand domestic violence and sexual assault initiatives.

Discretionary Funding: Connecticut has allocated its 25 percent discretionary funding to supporting victim service projects and evaluation of the STOP grant projects. The grant funds supported direct services to domestic violence and sexual assault victims and expansion of victim service agencies' capacity. An independent researcher is evaluating the STOP-funded grant projects. The evaluation will be completed in June 2001. Preliminary findings indicate that the STOP grant projects are effective in enhancing victim safety and improving offender accountability.

Accomplishments: The STOP grant has supported Connecticut's efforts to transform and strengthen the state's response to violence against women. The STOP grant funds have fundamentally changed the way criminal justice agencies work within their respective organizations, with each other, and with private non-profit victim service providers.



Accomplishments include the following:

- A specialized sex offender intensive supervision unit located in New Haven. The unit employs a multidisciplinary, victim-centered approach to the management and supervision of sex offenders who have been released to the community. Unit personnel are given extensive training.
- Stronger and more comprehensive advocacy services, including pre- and postconviction services, for women and their children in shelters throughout the state.
- A statewide, 24-hour Spanish-speaking hotline for sexual assault victims (the nation's second such hotline).
- The state's first Statutory Rape Prosecution Unit to institute a statewide response to statutory rape. The unit includes a victim advocate to provide resources and support to victims.
- Cross-training of prosecution and law enforcement personnel throughout the state in the areas of sexual assault evidence collection and investigation, stalking, family violence prosecution, and police response to domestic violence.
- Culturally competent outreach and education services for Spanish-speaking communities.

Continued STOP Funding: Despite these achievements, more work needs to be done. The loss of federal funds would severely impact and compromise the state's ability to maintain and enhance existing services. Successful initiatives and model programs would end.

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### ***Delaware***

Background: Since the inception of the STOP Formula Grant Program, the Delaware Criminal Justice Council has been the sole administering agency of STOP funds. On February 25, 1995, however, Governor Thomas R. Carper established the Violence Against Women Implementation Committee, which includes members of the Domestic Violence Coordinating Council and the Criminal Justice Council. This committee implements programs based on



priorities established during strategic planning sessions. As a result of this funding, the state of Delaware's Criminal Justice Council has awarded \$4,113,846 (excluding state administration funds) to 84 subgrantees.

Special Initiatives/Major Funding Focuses and Accomplishments: STOP funding has allowed the VAWA Implementation Committee and the Delaware Criminal Justice Council to intensively focus on implementing programs that address training for judiciary members, victim service advocates, and law enforcement professionals; to address service gaps that exist in direct victim services; to enhance the prosecution of perpetrators in Delaware's rural counties, Kent and Sussex; and to increase the technology regarding domestic violence issues.

STOP funding has provided annual training for judiciary, court staff, probation, and parole, the attorney general's office, the public defender's office, and members of the victims' advocacy groups on the dynamics of domestic and family violence and sexual assault. In total, 2,223 professionals have received domestic violence training.

In the past, the VAWA Implementation Committee has combined the 25 percent allocation for victim services with the 25 percent required for discretionary funds. In doing so, it has been able to fund programs that have met the needs of underserved populations such as the Hispanic/Latino population and elderly crime victims. In total, 389 Hispanic women and 493 elderly women have been assisted with STOP funds. Also, case management and legal representation for domestic violence victims were set as priorities. As a result, 1,211 victims have received case management services and 285 received legal representation.

As part of the 25 percent allocation for prosecution, the attorney general's office used its funding to add prosecutors in Delaware's most rural area. Consequently, more than 5,845 domestic violence cases have been handled. Of those handled, convictions have occurred in approximately 35 percent of the cases.

In addition, Delaware has used STOP funds to implement police-based victim service representatives to work directly with domestic violence and sexual assault cases. This resulted in Victim Service Representatives assisting approximately 1,200 victims of domestic violence or sexual assault.

Furthermore, as part of the full faith and credit for civil protection orders under VAWA, Delaware's Family Court is in the process of modifying the PFA Act order-generation program to comply with the requirements of the NCIC database.

Reflections on Continued STOP Funding: Many of the programs Delaware funds represent nongovernmental agencies. Therefore, continued funding to these programs is imperative to sustain and





expand services needed for female victims of domestic violence or sexual assault.

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### ***District of Columbia***

**Background:** In the District, the Grants Program Division of the Office of Grants Management and Development previously administered STOP funding. In October 1999, the Grants Program Division became an independent agency known as the Justice Grants Administration (JGA). Currently, JGA is responsible for administering the STOP Program for the District. Between 1995 and 1998, 32 subgrant awards were made, totaling \$1,968,505.

**Initiatives:** The Domestic Violence Intake Center (DVIC) has been a major funding priority for the District's STOP Program since 1995. Housed in the District's Superior Courthouse, the DVIC offers victims the opportunity to access criminal and civil legal assistance, as well as advocacy services, in a single centralized location. STOP funds have paid for equipment and supplies for the DVIC, as well as several key personnel positions. The DVIC continues to enjoy support from the STOP Program and has been widely hailed as a promising model for the centralization of victim services. Between 1997 and 1999, 13,963 victims accessed the services available at the DVIC.

In recent years, the District has increased its efforts to address the needs of sexual assault victims and, beginning with the 1997 STOP funds, has provided financial support to the District of Columbia's Rape Crisis Center to create a Sexual Assault Nurse Examiner (SANE) project. STOP funds have also been used to facilitate the creation of a Sexual Assault Response Team (SART), a group composed of representatives from the local police department and prosecutor's offices, in addition to members of the sexual assault advocacy community and the local criminal forensics laboratory. The goals of both SANE and SART are to enhance the collection and preservation of forensic and other evidence following a sexual assault and to provide continuing emotional and moral support for survivors throughout the criminal prosecution process. If both goals are achieved, then there is an increase in the likelihood that more sexual assault cases will be successfully prosecuted.

The discretionary category has been used to fund several projects over the years, the most critical of which are highlighted below.



During the first few years of the STOP Program, the District provided funding from the discretionary category to the Superior Court to hire an attorney/negotiator to assist pro se litigants in Civil Protection Order cases. The role of the attorney/negotiator is to meet with all parties who are not represented by counsel on the day of their scheduled court hearing and attempt to resolve the case prior to trial. The use of an attorney/negotiator ensures that the court's handling of the docket will be efficient, while also offering petitioners the opportunity to settle the case expeditiously and equitably, without compromising victim safety. The efficient flow of the docket also ensures that the court will have more time to devote to more complex cases. Since 1995, the court has expanded the project to include two full-time attorney/negotiators, including a bilingual employee. The judiciary's response to the project has been so enthusiastic that the court has decided to assume the full cost of the continued funding of the project.

As stated previously, the funding of the DVIC has been a STOP Program priority for several years. STOP discretionary funds have been awarded to the District's Office of the Corporation Counsel (OCC) to be used to employ an attorney to provide legal representation at Civil Protection Order hearing cases, a paralegal to provide intake services and litigation support to the attorneys in the OCC Domestic Violence Unit, and a receptionist to greet victims as they enter the center and direct them toward the appropriate services.

### **Accomplishments:**

- The use of STOP funding has enabled the local United States Attorney's Office (USAO) to create a special domestic violence unit dedicated to the vigorous prosecution of intrafamily offenses in the District. The success rate of the unit has been dramatic. For example, between January 1997 and January 1998, the number of domestic violence criminal cases grew from 751 to 1,400. Despite the major increase in the number of cases prosecuted, the conviction rate remained consistent at between 60 and 70 percent. STOP funds have also proved instrumental in facilitating better communication and collaboration between the Metropolitan Police Department (MPD) and the USAO's Domestic Violence Unit. Money from the STOP Program was used to hire a paralegal to serve as a liaison between the two agencies and help coordinate witness testimony and the collection of evidence. With the launch of the Targeted Offender Program, the USAO is optimistic that it will be able to employ an even more aggressive approach to reducing recidivism among abusers by targeting repeat offenders for vigorous prosecution.
- With the creation of the DVIC, the local domestic violence community was able to provide victims with convenient



and free access to the justice system and the local advocacy community. Since the doors of the DVIC opened in 1996, more than 90 victims each week have used the services available at the center. Center staff have spent an average of more than 1.5 hours with all victims, assessing their circumstances and offering assistance with court pleadings and referrals for civil legal counsel and social services. The end result has been that victims in the District now have a better and more efficient means of receiving information and assistance from the judicial system. The collaborative nature and centralized location of the DVIC ensures that victims may also receive help in addressing many of the collateral issues that often prevent women from leaving a violent situation.

- The DVIC is the major collaborative effort between the local criminal justice system agencies and victim service agencies. STOP funds have also been used to create the SART and SANE programs, however, both of which involve partnerships between the private nonprofit D.C. Rape Crisis Center, the USAO, and the MPD. Working together, the justice system and the advocacy community are improving the way in which sexual assault cases are prosecuted.
- STOP money has been used to fund several community outreach efforts over the years. The most recent project involves a collaboration between three local nonprofit victim service providers: the District of Columbia Coalition Against Domestic Violence (DCADV), My Sister's Place (MSP), and the House of Ruth (HOR). Working together, these agencies have reached out to traditionally marginalized communities, including immigrant women, the elderly, gay/lesbian couples, and middle-income victims. By developing culturally competent literature and presentations and engaging in monthly community education efforts, these groups have done much to raise awareness of domestic violence issues among these groups.
- The recent attention devoted to supporting sexual assault programs represents a major shift in focus for the District. The SANE and SART programs are a promising beginning of what will be a long-term commitment to improving the way the system responds to sexual assault victims and cases.
- To date, the District has not dedicated any STOP funds to addressing the problem of stalking.

Reflections on Continued STOP Funding: The District has enjoyed much success in improving the services available to victims of domestic violence, thanks in large part to its receipt of STOP funding. To continue to improve the delivery of services to victims and



incorporate new and promising innovations into the current system, it is essential that the District continue to receive STOP funding.

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## ***Florida***

**Background:** The Executive Office of the Governor administered the STOP Violence Against Women Grant Program from its inception through June 30, 1997, when it was transferred to the Florida Department of Community Affairs. The Florida Department of Community Affairs administered the program from July 1, 1997, through June 30, 2000. The STOP Program was then transferred from the Florida Department of Community Affairs to the Florida Department of Children and Families, effective July 1, 2000.

Over the past five years, the state of Florida has executed 233 contracts for a total amount of \$23,398,721. The following is a breakdown of the category, number, and dollar amount of those contracts:

Category	Number of Contracts	Dollar Amount
Law Enforcement	56	\$5,849,680
Prosecution	67	\$6,109,631
Victim Services	45	\$7,163,420
Discretionary	65	\$4,275,990

The initiatives Florida has focused on over the past five years include model policies on domestic and sexual violence for law enforcement officers and prosecutors. The goal of the model policy for law enforcement is to ensure appropriate officer response to domestic violence and sexual assault incidents. The intent of the model policy for prosecutors is to ensure that attorneys develop the skills necessary to prosecute cases without the victim.

Discretionary funds have been used to fund such projects as a rural safety audit initiative; a statewide, toll-free domestic violence hotline; task force site visits; a training initiative for law school students; and a court evaluation program.



STOP has been the vehicle through which legislative mandates have successfully been integrated from policy to practice in our communities. Our domestic violence centers have experienced a dramatic increase in the number of women and children being served, most notably in rural and underserved communities. The Governor's Task Force on Domestic and Sexual Violence has been instrumental in creating unique and successful long-term local community task forces. These task forces in turn have initiated safety and accountability policies at home.

STOP funding has brought domestic violence to the forefront. Without continued funding, further progress will not be made and the momentum gained thus far will be lost. Already financially burdened communities will be unable to continue serving the needs of the domestic and sexual violence victims.

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## *Georgia*

Background: The Governor's Criminal Justice Coordinating Council (the Council) has always administered STOP funding for Georgia. The Council has funded 101 different agencies since FY 1995.

**Amount of STOP Funding by Category and Fiscal Year**

	Law Enforcement (\$)	Prosecution (\$)	Victim Services (\$)	Undesignated (\$)	Total (\$)
1995	100,350.00	100,000.00	199,650.00	0.00	400,000.00
1996	701,092.53	702,762.50	699,985.02	658,732.23	2,762,572.28
1997	792,062.00	792,062.00	792,062.00	792,062.00	3,168,248.00
1998	814,967.67	805,973.00	762,075.50	760,937.50	3,143,953.00
1999	848,825.00	772,705.00	835,470.00	382,869.00	2,839,869.00

Special Initiatives/Major Funding Focuses: There have been a number of special initiatives since the beginning of VAWA funding. Training for all aspects of the criminal justice community, support for the statewide sexual assault coalition, and focus on culturally diverse communities represent three key areas of concentration. All initiatives have been ongoing. New projects within these categories are added or existing projects are modified, however, to address needs and improve services.



The statewide law enforcement training initiative has been extremely successful in providing approximately 40 free domestic violence training sessions per year to local law enforcement agencies throughout the state. During the 1998 grant cycle, a team of trainers accomplished this by providing training to more than 1,400 officers.

Georgia has mainly used undesignated funding for direct and indirect victim services. Judicial training and the Georgia Network to End Sexual Assault are additional areas in which undesignated funds have been used. In addition, when law enforcement and prosecution projects have exceeded the 25 percent funding level, discretionary funds have been used. These funds have been very helpful in providing flexibility to the Council in supporting projects based on the applications received.

Accomplishments: VAWA funding provides a resource to law enforcement that has changed the manner in which domestic violence and sexual assault cases are handled. For example, the ratio of arrests to calls and the use of evidence-based prosecution have increased.

As a result of multidisciplinary training for VAWA subgrantees as well as mandatory Memorandums of Agreement, communities have increased their level of awareness, communication, and collaboration. Additionally, victims receive better treatment, as they do not have to repeat their story to each entity requiring information.

Through VAWA, the Council continues to fund agencies that address the needs of underserved populations. Agencies such as Raksha, Newcomers Network, International Women's House, and Saint Joseph's Mercy Mobile provide culturally specific services to victims of domestic violence. Sexual assault programs such as the Grady Rape Crisis Center and the DeKalb Rape Crisis Center maintain Latina Outreach programs that provide services to Hispanic victims of sexual assault.

Many changes have been made to address sexual assault in Georgia. In 1996, the Council funded the Georgia Network to End Sexual Assault (GNESA) with VAWA discretionary funds. This statewide coalition provides technical support to sexual assault centers. Through this organization, VAWA monies purchased colposcopes that were provided to sexual assault centers across the state. GNESA also provides law enforcement and Sexual Assault Nurse Examiner training.

Reflections on Continued STOP Funding: STOP funding has initiated a change in focus and attitude by the criminal justice system toward the issue of violence against women. Continued VAWA funding is necessary, as funds have been insufficient to affect the



entire state. Despite training opportunities, there are still many geographic locations that view domestic violence as a family problem.

Because of a lack of other eligible funding sources, there are projects that would not exist without the support of VAWA. Although, for example, the Victims of Crime Act Grant funds victim service projects, it is limited in addressing prosecution and law enforcement as well as prevention and education. Maintaining that flexibility, VAWA allows projects to focus on the core needs of their community. Funding colposcopes, multidisciplinary training, and cameras for law enforcement are examples of costs not usually allowed under other victim service grants. As the success of these projects is realized, model protocols and policies are provided for other state law enforcement and prosecution agencies.

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## *Hawaii*

Background: The State Department of the Attorney General, Crime Prevention and Justice Assistance Division, has been the grant administrator for the STOP funds since the initial award in FY 1995. In the five years of funding (FY 1995–99), 62 awards have been made, totaling \$3,895,877 in contracts. Of this total amount, \$1,109,092 (28 percent) was provided to law enforcement, \$1,011,354 (26 percent) to prosecution, and \$1,672,005 (43 percent) to victim services.

Special Initiatives/Major Funding Focus: A major focus of the STOP grant has been training of criminal justice agencies to increase understanding and sensitivity to domestic violence and sexual assault dynamics in responding, investigating, and adjudicating these incidents. First responders and case managers who must address the issues of both offenders and victims must develop an appropriate demeanor and comprehension of procedures, so as not to further victimize victims. To maintain that understanding and sensitivity level, new personnel must be trained as other personnel leave. A second focus has been the enhancement of basic core services to victims beyond emergency shelter services; a majority of the discretionary allocation went into this area. Victims of domestic violence require more than temporary shelter assistance to sustain their efforts to reduce the violence in their life and that of their families. Civil, economic, medical, and social support bolster victims' ability to make appropriate choices in reducing the



threat and violence to their well-being. Both of these focuses are seen as ongoing and have not been implemented for long enough to determine the extent of success at this point. Discretionary funding awards totaling \$105,826 have also been made to the judiciary for judge/probation staff training and to several multidisciplinary training efforts for medical and substance abuse providers in addressing domestic violence.

Accomplishments: The combined funding from prosecution enabled the development of a Web-accessible database on legal briefs and opinions regarding domestic violence and sexual assault cases that has been used by the four county prosecuting attorneys in developing their cases.

The medical-legal protocol for sexual assault examinations of adults has been standardized statewide, with the training of multidisciplinary teams and the creation of one of the most comprehensive evidence collection kits in the nation.

The SANE coordinator and training program through the police department in Hawaii County is being expanded to the two other rural counties and will provide the ability to conduct comprehensive, victim-sensitive examinations in areas where these were previously unavailable.

Law enforcement units statewide are providing special details to serve and arrest for violations of protection orders during late evening and early morning hours, when there is a greater likelihood for the defendant/offender to be present.

Reflections on Continued STOP Funding: The STOP funding has provided a strategic resource in developing new and enhancing current services to victims and in facilitating criminal justice agencies' capability to hold offenders more accountable. The extensive collaboration of service providers and the law enforcement agencies created by joint project activities has been the major benefit of the STOP grant, and continued funding will be critical in maintaining this collaborative relationship. Administration of the Byrne Formula Grant, the VOCA Grant, and this grant under the attorney general's office has enabled a high degree of coordination in matching the appropriate funding with identified community crime issues and needs.

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## *Idaho*

The Idaho State Police has administered the STOP Violence Against Women Grant since 1996 and has provided more than \$5 million in federal STOP Violence Against Women Funds to more than 68 agencies throughout Idaho.

Idaho has incorporated many special initiatives during the past four years of administration.

- Peace Officers and Standards Training (POST): Standardized domestic violence, sexual assault, and stalking curriculum, developed by POST Academy.
- POST: Ongoing domestic violence, sexual assault, and stalking training provided by certified POST trainers.
- Advanced Idaho State Police training.
- Full faith and credit legislation and statewide training initiatives.

The discretionary portion of the funds has been used primarily in the victim advocacy area. From 1995 through 1998, victim service agencies received the entire 25 percent of the discretionary funding, bringing their total STOP benefit to 50 percent. The 1999 and 2000 funding cycle implemented a 6 percent set-aside from the STOP allocation to develop a victimization survey and implement a comprehensive evaluation program of subgrantees in collaboration with the Statistical Analysis Center.

During the past four years of administration, Idaho has logged many accomplishments as a direct result of the state formula STOP grant. The primary and most important change is demonstrated in the criminal justice system and its response to violence against women. It began with the development and implementation of standardized training and continues with coordinated community responses throughout Idaho.

This change in the criminal justice system can be directly attributed to required collaboration. The 25 percent each given to law enforcement, prosecution, and victim advocacy demonstrated the importance of each partner in ensuring the safety of women. Additionally, Idaho subgrantees must develop interagency Memorandums of Understanding that outline each participant's role in the collaborative effort to hold batterers accountable.

The continuation of funding at the state formula level is paramount in Idaho. Law enforcement, prosecution, and victim advocacy agencies must continue to work together to address violence



against women. A singular approach will never achieve the desired results. STOP funding has eliminated the ongoing political turf issues that have historically interfered with ensuring the safety of women.

Thanks to STOP funding in Idaho, women are safer, law enforcement agencies are better equipped to address issues of violence, and prosecutors are better able to hold batterers accountable.

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## ***Illinois***

Background: The Illinois Criminal Justice Information Authority (ICJIA) has administered the STOP Formula Grants Program for Illinois since its inception. Illinois developed and submitted a multiyear implementation plan and has taken a number of steps toward achieving the goals and objectives set forth in the plan. To date, 180 subgrants have been funded for a total of more than \$19 million.

The Illinois Violence Against Women Program has two broad goals:

- To build a responsive, accountable, and effective criminal justice system that integrates criminal justice agencies and victim services and promotes safety and freedom from violence for women.
- To ensure that victims of sexual assault and domestic violence have access to the services that are appropriate for their needs.

The program has six objectives:

- To expand services to women who are victims of sexual assault and domestic violence by establishing satellite service sites in one or more counties or extending services to victim groups who are underserved or unserved.
- To begin the process of institutionalizing law enforcement officer training by ensuring that chiefs and sheriffs adopt and enforce protocols for handling sexual assault and domestic violence reports and modifying basic officer training and making training readily available to local departments.



- To begin the process of institutionalizing prosecutorial training by ensuring that state's attorneys adopt and follow protocols for handling sexual assault and domestic violence cases and making basic and advanced training courses available to state's attorneys.
- To promote multidisciplinary training programs or specialized training directed at parts of the criminal justice and health care systems with unique needs.
- To identify and implement measures that document and enable an assessment of the response of criminal justice agencies in Illinois to sexual assault and domestic violence, including ways that allow for communication of information between officers and other providers.
- To implement, test, and evaluate, in one or more jurisdictions, model protocols for sexual assault and domestic violence and to offer innovative criminal justice responses to sexual assault and domestic violence.

#### Special Initiatives/Major Funding Focuses:

**Part 1.** Illinois has focused its funding on responding to the above-mentioned goals and objectives.

##### *Response to Objective 1:*

Illinois' first objective is to ensure that victims of sexual assault and domestic violence have access to services that are appropriate for their needs. Illinois expanded services to women who are victims of sexual assault and domestic violence by establishing satellite service sites in one or more counties or extending services to victim groups who are underserved or unserved. Each year, the VAWA funding designated for victim services has been divided evenly between the Illinois Coalition Against Sexual Assault (ICASA) and the Illinois Coalition Against Domestic Violence (ICADV). ICASA has established 16 sexual assault satellite projects providing services to 23 additional counties across the state. The primary focus of these projects has been the development of crisis intervention services. ICADV established 6 rural satellite projects to serve previously underserved rural areas, 12 outreach to Latina victims projects in the northern region of the state, and 3 projects to serve the specialized needs of chemically dependent victims of domestic violence.

##### *Response to Objectives 2 through 4:*

Illinois' second, third, and fourth objectives focus on institutionalizing domestic violence and sexual assault training to law enforcement, prosecution, and other parts of the criminal justice system and health care systems. As a step toward fulfilling these objec-



tives, Illinois has funded a number of training initiatives with STOP funds.

#### Law Enforcement Training:

The Illinois Law Enforcement Training and Standards Board received a grant to develop and implement train-the-trainer sessions on both domestic violence and sexual assault.

The Sexual Assault Train-the-Trainer program focused on the *Model Guidelines and Sex Crimes Investigation Manual for Law Enforcement* and combined law enforcement officers and advocates into training teams. Nearly 100 trainers have been trained and are currently providing the sexual assault training at Mobile Training Units across the state.

The Domestic Violence Train-the-Trainer focused on the law enforcement section of the Model Domestic Violence Protocol for Law Enforcement, Prosecution, and the Judiciary. To date, more than 100 officers and advocates have been certified as domestic violence trainers. These trainers provide training to their own agencies as well as Mobile Training Units across the state.

In addition to funding the Illinois Law Enforcement Training and Standards Board, Illinois funded a training initiative by the Sheriff's Office of Cook County. In order to provide specialized training for deputy sheriffs who are responsible for the services of orders of protection, domestic court orders, warrants, and evictions, the Cook County Sheriff's Office developed a training video. The video focuses on how a deputy sheriff should serve court orders and how to better assist victims of domestic violence. The video addresses victim and officer safety as well as different service scenarios—for example, rural and urban situations. The video has been distributed to all 102 counties in Illinois through the Illinois Sheriff's Association.

#### Prosecution Training:

Illinois has funded a prosecutor-based training program through the Office of the State's Attorney's Appellate Prosecutor. The program delivers specialized training for prosecutors on sexual assault and domestic violence. To date, several hundred state's attorneys, assistant state's attorneys, special prosecutors, and victim-witness specialists have participated in the training program.

#### Training for Other Criminal Justice System Professionals and Health Care Providers:

To further Illinois' objective of promoting specialized training directed at parts of the criminal justice system with unique needs, several initiatives were funded to improve the system's response.



Because access to the court system by domestic violence victims often begins with the circuit court clerks office, the Cook County Circuit Clerks Office received funding to provide regional training sessions throughout Illinois to elected circuit court clerks and their assistants. The training educated circuit court clerks on the dynamics of domestic violence, the court's response to domestic violence, and the Illinois Domestic Violence Act. Additionally, this training provided clerks with customer service tips for dealing with victims of domestic violence.

In an effort to reduce the incidence of domestic violence, the Office of the Illinois Attorney General provided training on the development of a multidisciplinary approach to the prevention of and intervention in domestic violence. Groups representing hospitals and shelters were trained on the dynamics of domestic violence and proper evidence collection techniques. Each group developed a protocol that encouraged cooperation between the hospitals and the local shelter and identified their individual roles. The attorney general's office provided technical assistance to the groups as they worked to implement the plans and train their staff. The attorney general's office is currently conducting site visits and providing on-site technical assistance.

*Response to Objective 5:*

Illinois used a portion of its prosecution funds for case tracking/victim notification systems to meet Illinois' fifth objective of improving communication of information between criminal justice agencies. The programs were developed to provide for more effective notification of court appearances and case status information to victims of domestic violence and sexual assault. The new systems also allow the implementing agencies to collect better data on sexual assault and domestic violence. It is hoped that the improved statistical information will allow for a more accurate assessment of the system's response to domestic violence and sexual assault. One final benefit of the tracking/notification systems is that they allow implementing agencies to share case information with law enforcement and service providers in a more timely and accurate fashion.

*Response to Objective 6:*

To bridge the gaps in service to victims of domestic violence and sexual assault within the criminal justice system, Illinois' STOP Violence Against Women program chose to implement, test, and evaluate the model protocol for domestic violence and the model guidelines for responding to sexual assault. These programs seek to reduce domestic violence and sexual assault through a coordinated response by law enforcement, victim service providers, prosecutors, probation personnel, hospital personnel, and the judiciary. Central to the effort is the adoption and implementation of the protocol/guidelines by all involved agencies. Many of the protocol



sites have developed specialized units in local police departments and state's attorney's offices. Because of their specialization, these units are better able to focus on the development of evidence and prosecution strategies that allow for more successful prosecution of cases.

**Part 2.** In addition to the training programs for hospital personnel and circuit court clerks, Illinois has used its 25 percent in discretionary funds for a variety of programs designed to change the system's response to victims of domestic and sexual violence. Examples of two such programs follow:

Services to Female Inmates Program:

In an attempt to enhance the delivery of victim services to female offenders under the custody/control of the Illinois Department of Corrections, a pilot project was developed to target this underserved pool of victims. This project expands victim services to nonabusive women offenders who have been victims of sexual or physical abuse and are housed at three correctional institutions in Illinois. Major components of this program include identification and recruitment, education, case management, individual counseling, and group counseling.

Domestic Violence Help Line Program:

In developing a uniform victim intervention and referral strategy throughout Chicago, the Mayor's Domestic Violence Advocacy Coordinating Council (DVACC) identified a single point of access for victim assistance information as a critical need. In response to this need, the Domestic Violence Help Line was established. The Help Line is a single toll-free phone number limited to domestic violence calls. It operates 24 hours a day/seven days a week and is staffed by certified domestic violence counselors. The Help Line acts as a citywide resource clearinghouse. It accepts inquiries from police officers, prosecutors, hospitals, and victims. The Help Line is able to navigate the various private and public services so as to target and link the victim with the most appropriate and available programs.

Accomplishments: The availability of VAWA funds has enabled the criminal justice system in Illinois to be more responsive to victims of sexual assault and domestic violence. These funds have allowed criminal justice personnel to increase their knowledge and understanding of these types of cases; led to improved evidence collection and case preparation; led to increased follow-up services; and enabled these agencies to coordinate services more effectively.

It is too early in the process to have any conclusive data on the impact these funds have had on victim outcomes.



Illinois has used its STOP funds for a number of initiatives that have increased collaboration between and among criminal justice system agencies and victim service agencies. Examples are as follows:

The Illinois Law Enforcement Training and Standards Board collaborated with ICASA on the development of guidelines for law enforcement's response to sexual assault. The guidelines include a policy for responding to sexual assault cases that police agencies can adopt, a step-by-step manual for responding to sexual assault crimes, and a detailed curriculum for training. The Board then joined with representatives of other state agencies and advocacy groups on the development of a protocol for the handling of domestic violence cases by law enforcement, prosecutors, and the judiciary. It reconvened that task force to frame a strategy for training recruits and veteran officers in conjunction with advocates on domestic violence.

In addition, the Domestic Violence Model Protocol and Sexual Assault Guideline train-the-trainer programs involve pairing a law enforcement officer with an advocate. This pairing allows officers and advocates the opportunity to work more closely together and build relationships between their agencies.

Following the completion of the Model Domestic Violence Protocol for Law Enforcement, Prosecutors, and the Judiciary, the Illinois State's Attorney's Association teamed with the Illinois Attorney General, the Office of the State's Attorney's Appellate Prosecutor, the Illinois Coalition Against Sexual Assault, and the Illinois Coalition Against Domestic Violence to develop and deliver the training that was conducted for state's attorneys and their assistants on the prosecution of sexual assault and domestic violence cases.

The domestic violence protocol implementation sites and the sexual assault guideline implementation sites are coordinated efforts to address these crimes and are, by their very nature, collaborative. Members of the implementation sites meet on a regular basis to discuss issues, solve problems, and develop and implement training initiatives and protocols.

Illinois has improved its response to victims of sexual assault through the implementation of the model guidelines on sexual assault, multidisciplinary training initiatives, and the expansion of services to underserved populations.

Illinois does not have any programs that specifically target victims of stalking. Victims of domestic-related stalking, however, have benefited from the improved response of the criminal justice system to victims of domestic violence.



**Reflections:** The availability of VAWA funds has been instrumental in improving the ability of the criminal justice system and victim service agencies to provide a more coordinated response to victims of sexual assault and domestic violence. Without these funds, many of the positive changes in the system would not have taken place. To build on these successes and further improve the system's ability to address violence against women in Illinois, it is imperative that STOP funding be continued.

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## ***Indiana***

The Indiana Criminal Justice Institute (CJI) is and always has been the administrator for the state of Indiana's portion of the STOP Violence Against Women grant funding. CJI has awarded 311 grants to eligible programs since 1996, totaling \$13,112,805. There have been several major funding focuses since the beginning of the STOP program in order to increase and improve services to female victims of violence. The most significant project to receive STOP grant funds is a statewide Victim Services Needs and Assessment Audit, which will influence victim service efforts throughout the state. STOP funds have also been used to support statewide training of criminal justice professionals and service providers on a regular basis. The Indiana Coalition Against Sexual Assault is currently expanding its training by working with the National Judicial Education Program, and the Indiana Coalition Against Domestic Violence provides training through the Indiana Training and Resource Institute on Violence Against Women. Special prosecutor teams use STOP funds to work toward successful prosecutions in domestic violence and sexual assault cases in rural counties of Indiana. This is significantly increasing the number of domestic violence and sexual assault cases reported to authorities and improving services to these victims. CJI's main priority with STOP funding, including the 25 percent discretionary funding, is continuing important programs that provide services to domestic violence and sexual assault victims. The number of victims served increases every year, proving the continued need of STOP funding.

The STOP Violence Against Women Grant has resulted in many successes for the state of Indiana. There has been a significant increase in collaboration among criminal justice agencies and victim service agencies throughout Indiana. Each program funded by CJI has been required to provide proof of collaboration with other





related offices in the county it serves. Training is also being provided to law enforcement officers, prosecutors, and judges, providing a better understanding of victim needs. The courts do not have fees for protective orders, and there is an enhanced penalty for stalking when a protective order is in place.

Indiana is working to increase services to historically underserved populations. New coalitions have been formed to better serve African-American and Hispanic victims of domestic violence and sexual assault. Victim services, as a whole, have noticeably improved. CJI currently receives semiannual Project Performance Reports from all programs receiving STOP funding. The reports show an increased number of female victims served across the state, including underserved populations.

Continuation of STOP funding to Indiana is crucial. The services have increased and improved dramatically since the beginning of the state's funding and can only continue to improve. Within victim services, quantity and quality are both important factors throughout the state. STOP funding improves both of these areas. It is important that we continue to improve collaboration among our services. If each county continues to concentrate on its victim programs, schools, prosecutors, law enforcement, and court systems, it will improve statewide needs. STOP funding is supporting this in 35 of our 92 counties. We have a lot of room to grow, and continuation of STOP funding is needed in order to do so.

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## ***Iowa***

**Background:** Iowa's STOP Violence Against Women Program is housed within the Governor's Office of Drug Control Policy. It has always been housed in this office, although until July 1, 2000, it had been called the Governor's Alliance on Substance Abuse. Iowa has funded 271 subgrants since 1996 (FY 1995). Since FY 1995, \$8,017,323 has been awarded in Iowa; the awards break down as follows:

**Special Initiatives/Major Funding Focuses:** Initially, the focus of special initiatives was to create or strengthen existing infrastructure such that it could accommodate any changes in legislation, service demand, or training needs. Over the long term, initiatives have been focused on maintaining training, education, and technical assistance of all service providers, be they law enforcement, victim



### VAWA Funding History

Grant Year	Law Enforcement (\$)	Prosecution (\$)	Victim Services (\$)	Discretionary (\$)	Total (\$)	Number of Grants
1995*	95,979.00	95,980.00	210,069.00	0.00	404,023.00	15
1996	353,615.62	359,992.98	698,091.40	0.00	1,411,700.00	50
1997	384,512.00	384,513.00	769,025.00	0.00	1,538,050.00	53
1998	391,161.63	391,161.40	782,324.97	0.00	1,564,650.00	47
1999	396,625.00	396,625.00	793,250.00	0.00	1,586,500.00	53
2000	378,100.00	378,100.00	756,200.00	0.00	1,512,400.00	53
Total	1,999,993.25	2,006,374.38	4,008,960.37	0.00	8,017,323.00	271

Per Iowa's Statewide STOP Violence Against Women Coordinating Council, all discretionary money has been added to victim services.

\*Added some administrative money to the programs.

service providers, medical providers, prosecutors, or judges. Specific examples of these initiatives are as follows:

- Statewide Protective Order Registry available 24/7 to all law enforcement, prosecutors, and judiciary.
- Three state-level positions, one each housed in the Iowa Law Enforcement Academy (ILEA), the Iowa Department of Public Health (IDPH), and the Iowa Attorney General's Office (IAG).

ILEA houses a VAWA curriculum coordinator, who provides instruction on violence against women–related matters to all new officer candidates as well as serving as a statewide training and technical resource for law enforcement, prosecution, and victim service entities.

IDPH houses a violence prevention coordinator who orchestrates efforts of implementing and maintaining Sexual Assault Response Teams (SARTs) and Sexual Assault Nurse Examiners (SANEs); oversees the functioning of the State's Domestic Violence Death Review Team; and provides statewide training and technical assistance to law enforcement, prosecution, victim service, and health care providers on an ongoing basis.

IAG houses a designated VAWA prosecutor who is also authorized to pursue VAWA and Lautenberg matters in U.S. District Court Federal and has fostered an exemplary protocol initiating rapid Alcohol, Tobacco, and Firearms (ATF) intervention in Lautenberg matters as necessary and appropriate. This position also provides training and technical assistance across the state to prosecutors, law enforcement, victim services, and medical professionals on an ongoing basis.

- A statewide, multidisciplinary training program created and conducted by the Prosecuting Attorney's Training Council and the Attorney General's Office titled *Prosecution of Domestic Violence in Iowa: A Prosecution Manual*. This train-



ing program laid the foundation for the creation of a multi-disciplinary response to domestic violence.

- The Prosecuting Attorney's Training Council created *Sexual Assault: A Prosecution Manual*.
- Multicultural/minority outreach positions funded within both the state Coalition Against Domestic Violence and the state Coalition Against Sexual Assault.
- The creation of Domestic Assault Response Teams (DARTs).
- The creation of SARTs.
- Three separate statewide STOP Violence Against Women Conferences covering no-contact orders, stalking, and threat assessment as well as building a SART/SANE within a community.

As stated above, initially, a majority of discretionary funding was aimed at creating or strengthening existing infrastructure. The goal was to facilitate any change(s) or increase(s) in assistance to victims of violence against women-related crimes and service providers as well as to strengthen offender accountability programs. Once those changes were in place, our governing body, the Lieutenant Governor's STOP Violence Against Women Coordinating Council (STOP VAWA CC), directed us to focus on strengthening victim services in underserved areas.

Some of the initial infrastructure changes/enhancements included the 24/7 protective order registry, prosecution manuals for both domestic violence and sexual assault, the Sexual Assault Taskforce Report, and the creation of a violence prevention coordinator within the Department of Public Health.

Included among the efforts to strengthen victim service provision in underserved areas was increased funding for the following:

- To create rural or minority outreach advocates.
- To increase the number of sexual assault advocates throughout the state.
- To fund Minority Outreach positions at both the Iowa Coalition Against Domestic Violence (ICADV) and the Iowa Coalition Against Sexual Assault (Iowa CASA). Each of these programs has further enhanced its outreach efforts as follows:

The ICADV minority outreach coordinator has created an outreach program using a culturally specific volunteer base. She has recruited and trained Hispanic and Latina



women to serve as advocates within their own communities. As an attorney for ICADV, this minority outreach coordinator also assists women with VAWA self-petitions. She also encourages these volunteers to become involved in serving sexual assault victims as part of Iowa CASA's culturally competent services mission.

In her inaugural year, the Iowa CASA minority outreach coordinator created a Women of Color Resource Directory that identifies, by community, culturally competent victim service providers.

### Accomplishments:

Changes have been made in how the criminal justice system handles violence against women cases.

- Mandatory No Contact Orders issued upon arrest for domestic violence.
- Uniform Protection Orders created/distributed to all judges.
- Statewide assessments of medical providers' response to domestic violence and sexual assault.

Changes have been made in victim outcomes.

- STOP VAWA funding assisted an average of 20 women and children per day in FY 1998 (7,300 in that year). These are services that would not have existed except for VAWA funding creating that level of service provision, whether it was a dedicated prosecutor, a rural outreach advocate, or a law enforcement officer performing a follow-up investigation.
- Because of the concerted, focused effort to address crimes of violence against women, there is a greater sense that women are heard and believed at the outset of any contact with the system. Prosecutors are gaining more convictions and more guilty pleas as a result of better case investigation by law enforcement. Advocates are more and more being seen as service professionals and peers rather than as "those women."

Changes have been made in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities.

- Multidisciplinary teams (Domestic Abuse Response Teams and SARTs) have been created.



- The state STOP VAWA office requires memorandums of agreement between funded service providers and collateral service providers.

Reflections on Continued STOP Funding: It is imperative that Iowa continue receiving STOP funds. All of the special programs discussed in the previous section would never have existed without STOP funds. We have been able to accomplish in 5 years what probably would have taken more than 20 without STOP funds. Many of the programs established under STOP funding would cease to exist without this money, despite continued efforts at forming public-private partnerships to support these efforts. In Iowa's 1999 legislative session, all departments were asked to compile information on what would happen to constituents if the departments ceased to exist for just one day. Based on all the statistics supplied via our subgrantees' annual reports, if Iowa's STOP VAWA office ceased to exist, 20 women and children per day would no longer receive the services currently afforded via the VAWA funding of law enforcement, prosecution, victim service, and other programs. In a year's time, an average of 7,300 women and children would go without advocacy, specially trained medical providers, law enforcement intervention, and sensitive and skilled prosecution.

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## ***Kansas***

Background: The Kansas attorney general's office has always administered the STOP funding.

The funding total can be broken down into a series of totals for prosecution, law enforcement, victim services, and discretionary projects:

Year	Number of Subgrantees	Prosecution	Law Enforcement	Victim Services	Discretionary
1996	6	2	1	1	2
1997	22	4	5	10	3
1998	28	6	3	10	8
1999	40	7	6	17	10
2000	44	9	7	12	16



Special Initiatives/Major Funding Focuses: During the first year of funding, our goal was to provide statewide training for prosecutors, judges, law enforcement officers, advocates, and so on regarding crimes against women. Training efforts are always a challenge, but we think that using the first year of funds for such efforts was successful. In addition, we piloted a police response advocate program. This program was developed to have a trained domestic violence advocate respond with a law enforcement officer to scenes of domestic violence. This project has been proven successful, and a number of other programs and law enforcement agencies are hoping to replicate it.

Another successful project was the development of stalking kits and training on the crime of stalking for law enforcement officers and advocates. This project was developed by the Kansas Bureau of Investigation and was the first of its kind in our state.

A statewide hotline number was established the first year of STOP funding. It has proven to be very successful. Seventeen domestic violence and sexual assault programs do not have a toll-free number for victims to call, and the statewide number has benefited many women seeking services. A person calling the number can be routed to the nearest domestic violence or sexual assault program. The number also has language capabilities to assist those who do not speak English.

Last year we established a database program within one of the police departments to develop data on how the criminal justice system responds to victims of domestic violence, sexual assault, and stalking. The tracking system starts with the 911 call and continues through prosecution. This project has been able to show agencies how they are and are not responding to victims of these crimes. Within the first quarter of keeping these statistics, the agency was able to determine that officers were not making arrests on domestic violence calls according to department policy. It will be interesting to see how this department as well as the other agencies involved will change their procedures in the second year of funding based on the data.

A statewide Sexual Assault Nurse Examiner/Sexual Assault Response Team (SANE/SART) training project was developed. This project has assisted communities in developing teams to respond to sexual assault crimes. It has been proven to be very successful.

The state's discretionary funding has been spent on the SANE/SART training, the hotline number, and meeting the funding requests for victim services.



### Accomplishments:

Changes have been made in how the criminal justice system handles violence against women cases.

- In communities where we fund the entire system, we have seen a positive impact. Johnson County has developed a coordinated community response that has been very successful and proven through evaluation efforts to assist women. A copy of the evaluation was sent to the STOP TA Project.

Changes have been made in victim outcomes.

- For the very first time in our state, because of the STOP funds, we have been able to provide victims' assistance throughout the criminal justice process. Victims are no longer alone and going through a complicated system without support. So in this regard victims have seen a change for the better when reporting their crimes.

Changes have been made in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities.

- This has been a more difficult task than expected. Developing coordinated community response teams has been a goal for using STOP funds. Not many communities have such a team, however. It appears that this effort takes time, and we hope it will develop with more training and with the success of those that are in place. This year we are meeting with all the domestic violence and sexual assault agencies to determine how we can meet this goal, and will incorporate their suggestions into the state plan.

Changes have been made in reaching historically underserved populations of women.

- Last year the attorney general started the Women of Color Committee. The members are looking at ways to improve methods of serving populations not usually targeted by programs. In addition, we have provided funds for interpreter services, advocates for Latino neighborhoods, and training on issues affecting underserved populations.

Changes have been made in how the state addresses sexual assault.

- We have used discretionary funds to develop statewide training for SANE/SART. This has proven successful, and for the first time many communities are receiving training on rape and sexual assault.



Changes have been made in how the state addresses stalking.

- The development of the stalking kit and training for law enforcement and advocates has been helpful for victims of stalking; however, we have not seen more prosecutions of this crime.

Reflections on Continued STOP Funding: It is very important that we continue to receive STOP funding. We have been able to develop projects that assist women victims of violent crime. Without these funds, many of these projects would be eliminated.

Our state could use more funds—we have seen a steady decline in our grant award. It would be helpful and important to replicate projects that we know work and are beneficial to victims of violent crime. Many of our communities are rural and unable to pay for projects at the local level—STOP funds have made a difference and need to be continued.

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## ***Kentucky***

Background: The VAWA funding is currently administered through the Kentucky Justice Cabinet and has been since the beginning of VAWA.

Here is a breakdown of Violence Against Women Act funding:

	Law Enforcement		Prosecution		Services		Discretionary	
	Programs	Funds Awarded (\$)	Programs	Funds Awarded (\$)	Programs	Funds Awarded (\$)	Programs	Funds Awarded (\$)
FY 95	3	92,392	4	113,555	5	90,722	2	67,720
FY 96	1	29,541	6	220,798	10	247,282	5	199,548
FY 97	5	291,878	13	611,250	10	327,392	11	572,808
FY 98	9	446,567	11	429,618	13	479,767	13	718,223
FY 99	9	509,316	11	537,619	12	496,383	10	435,309

Special Initiatives/Major Funding Focuses: One main focus of funding has been the sexual assault coalition. The Kentucky Association of Sexual Assault programs was started under VAWA funding and has become a very visible organization statewide. The Sexual Assault Nurse Examiner (SANE) program has become active through VAWA funding, and there is now a start-up Sexual Assault Response Team (SART) program also.





An emphasis has been placed on communities working together, and there has been a start-up of coordinating councils, which is administered through the Kentucky Domestic Violence Association.

Several legal aid programs have been funded through VAWA, which has dramatically changed the number of victims receiving legal services. This has been a tremendous asset to many victims in the rural part of the state who did not have access to these services before. The attorneys are most definitely reaching an underserved population.

The discretionary fund has funded legal aid programs, the sexual assault coalition, and the domestic violence coalition. Many victims and programs statewide have benefited from the numerous services provided by the discretionary programs.

Accomplishments: With the funding of legal aid programs, there has been a closer look at the rights of victims and success in honoring these rights. Many barriers have been broken between the various victim entities, and there has been more coordination and collaboration of services. Collaboration has been stressed among programs through the whole grants process.

In regard to sexual assault, there have been changes in legislation. There has been a strong emphasis placed on SANE, with the establishment of a SANE coordinator that is funded with STOP funds.

Many underserved victims have received services through outreach programs set up through STOP. There are many rural areas that have minimal services, and the funding has made them more visible.

Reflections on Continued STOP Funding: Many programs and their services would not exist if the STOP funding were to cease. In the beginning it was difficult to encourage law enforcement programs to apply for the STOP funding. That has changed; more programs are receiving funding and working with other service providers for the benefit of victims.

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## *Louisiana*

Background: Louisiana's STOP VAWA Program is, and has always been, administered by the Louisiana Commission on Law Enforcement and the Administration of Criminal Justice (LCLE) under the Office of the Governor. From the inception of VAWA in FY 1995 through FY 1999, LCLE has awarded 329 subgrants, totaling \$8,366,300. Of this total, 110 subgrants, totaling \$2,521,864, have been for law enforcement programs; 70 subgrants, totaling \$2,328,394, have been for prosecution programs; and 149 subgrants, totaling \$3,516,042, have been awarded to victim service projects.

Special Initiatives: Several special initiatives and programs have resulted from VAWA funding. From the outset it was clear that the state needed a mechanism that would both provide training on relevant topics and encourage networking and a spirit of cooperation among law enforcement, prosecution, and service providers. An annual two-day VAWA Conference has been funded for this purpose. A series of STOP-funded subgrants implemented a statewide Protective Order Registry database. Accessible by local courts and criminal justice agencies, this program also provides access to the Department of Motor Vehicles, State Police Criminal Records, and the National Crime Information Center. In addition, standardized forms and procedures were established, and eight regional training sessions on the program were held. Currently, the program is in use statewide, and there are more than 20,000 civil restraining and criminal stay-away orders in the system. The Sexual Assault Nurse Examiner (SANE) program is being established statewide to institute a consistent, victim-centered forensic examination using a standardized protocol. While there are sexual assault centers in the urban areas of the state, STOP has allowed satellite offices in rural areas and a toll-free hotline number to be established. Although implemented locally, many sheriff's offices and district attorneys have set up specialized investigative and prosecution units that address violence against women to expedite the criminal justice process, resulting in a statewide network. The state has reduced discretionary funds from the allowable 25 percent to 10 percent, with the extra 15 percent being split equally between the three programs, each now getting 30 percent.

Accomplishments: STOP funding has led to many accomplishments. Cases involving violence against women are investigated and prosecuted in a more thorough and expeditious manner, using vertical techniques. Guilty pleas and verdicts have increased. Victims receive more extensive and faster counseling and referral. Cooperation and collaboration have flourished. Rural and underserved victims are identified, and services are provided through hotlines and satellite offices. Stalking is increasingly recognized as a criminal as well as social issue.



Reflections: STOP funds have proven to be extremely valuable to Louisiana. Without these funds, programs and services that now exist would be much smaller in scale, if present at all. Aside from the programs it funds, the presence of STOP has sparked and sustained intangible benefits such as a greater public awareness of and intolerance for violence against women and a spirit of cooperation among criminal justice and service providers. It has also served as an impetus for the victims' rights amendment to the state constitution. A loss or serious reduction of funds would seriously erode the progress of the past five years. The STOP monies serve as both a force and a catalyst for change in the state and community.

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## *Maine*

Background: Maine's STOP Violence Against Women Formula Grant Program has been administered through the Maine Department of Public Safety since the program began in 1995. The Maine Justice Assistance Council, a broad-based policy board, acts as the awarding agent for all STOP funds. Approximately 145 subgrants have been funded through STOP between FY 1995 and FY 1999. During this period, approximately \$1,683,448 was awarded to victim services, \$1,228,903 to prosecution, and \$1,063,568 to law enforcement.

Special Initiatives/Major Funding Focuses: During the FY 1995–99 period, STOP funds improved the delivery of victim services programs by expanding community outreach, education, and training opportunities; provided for specialized domestic violence advocates to work in collaboration with law enforcement agencies and the courts; and supported Sexual Assault Nurse Examiner positions and Sexual Assault Response Teams.

STOP funding for prosecution assisted in the placement of specialized domestic violence prosecutors, investigators, and interns. Also, improvements to prosecutorial information management systems to assist in the investigation, prosecution, and sentencing of persons committing violent criminal offenses against women were promoted.

STOP funds assisted law enforcement agencies in the establishment of domestic violence and sexual assault task forces; enhancement of data collection and communication system technology; develop-



ment of training initiatives; and placement of specialized investigators.

Generally, Maine has used the bulk of its discretionary funding to further support victim services agency projects such as those cited above.

Accomplishments: With the passage of the Violence Against Women Act, key players in the law enforcement, prosecution, and victim services communities began interacting on a regular basis at the state level. As previously mentioned, Maine's Justice Assistance Council in the Department of Public Safety is the conduit and awarding agent for VAWA grants. Additionally, this group disburses Byrne Grant money. The Maine Coalition to End Domestic Violence, the Maine Coalition Against Sexual Assault, and the Maine Commission on Domestic Abuse all have representation on the Maine Justice Assistance Council. Consequently, for the first time, the advocacy community has had input as to the spending of anticrime money in Maine.

Reflections on Continued STOP Funding: In his State of the State address to legislators in January 2000, Governor Angus King proclaimed domestic violence against women and children to be Maine's Public Enemy Number One. The governor's proclamation has energized efforts in the state to improve upon and further promote a coordinated community response to domestic violence and sexual assault. STOP funding has been, and will continue to be, essential to these efforts.

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## ***Maryland***

Background: The Governor's Office of Crime Control and Prevention (GOCCP) has administered STOP funding in Maryland from the inception of the program.

Since 1995, GOCCP has awarded more than 300 STOP grants (including continuation grants), totaling approximately \$9,000,000 in funding. These figures do not include pending awards for calendar year 2000.

Special Initiatives/Major Funding Focuses: One of our pilot initiatives is the victim advocate program within the Department of Parole and Probation. The victim advocates serve as liaisons



between probation agents and victims. We are expecting more accurate reporting of offender recidivism because of the direct link to the victim. One of the proven benefits of the program is the enhanced information the agent has regarding the domestic violence offender. With close victim contact, the advocate can give the agent a more complete picture of the history and severity of the abuse. Additionally, the advocate can readily pass on information regarding civil cases, which are not at the disposal of the agent. This program approaches two major goals—enhancement of victim safety and abuser accountability—from one central point, the advocate as liaison.

Our discretionary funding has been used primarily to address sexual assault issues in the state. Our statewide sexual assault coalition receives funding to provide an umbrella to victim service providers across the state and to be the primary resource for education and advocacy on this issue. We also have attempted to ensure that programs have staff trained to specifically handle sexual assault as opposed to assuming or requiring that one staff person be equipped to handle all domestic violence and sexual assault issues. Another important project that was implemented in the past was SAFE training. This initiative helped establish the most comprehensive and well-respected SAFE program in the Baltimore area.

Accomplishments: We have made great strides in encouraging criminal justice professionals to approach violence against women cases. This has been accomplished primarily through a two-pronged approach. First, we have engaged and garnered the buy-in of statewide professional associations such as the Maryland State's Attorney's Association and the Maryland Sheriffs' Association. Second, we have built the capacity of local coordinating councils to carry out and further monitor the initiatives set in motion on a statewide level. This second prong includes the leadership of the local victim service provider agencies.

Reflections on Continued STOP Funding: The continuation of funding is imperative not only to maintain the level of success that we have achieved, but also to move us forward. For many of our communities, particularly those in isolated rural areas and those in economically strapped urban areas, this funding represents the main source for sorely needed services for victims.

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## Massachusetts

**Background:** The STOP grant in Massachusetts is administered by the Executive Office of Public Safety Programs Division (formerly the Massachusetts Committee on Criminal Justice).

Federal Fiscal Year	1995	1996, 1997	1998	1999	2000
Total state award	\$405,046	\$5,496,000	\$2,803,451	\$3,012,000	\$2,846,000
Total subgrant awards	\$384,794	5,221,200	\$2,663,279	\$2,861,400	\$2,703,700
Number of programs:					
Police	—	66	24	38	38
Prosecution	8	10	11	11	11
Community based	3	48	42	36	31
Discretionary grants	5	7	11	16	15

**Special Initiatives:** Massachusetts had the following special initiatives: (1) a comprehensive study, reevaluation, and report with recommendations on the Massachusetts Sexual Assault Evidence Collection Kit—one time; (2) a comprehensive training manual for district attorneys prosecuting crimes of violence against women—one time; (3) the establishment of SAFEPLAN Advocates (court-based civil advocacy for restraining orders) in several courts—ongoing; (4) the placement of specialized civilian advocates in police departments (with corresponding comprehensive training for advocates and supervisors)—ongoing; (5) the establishment of a statewide prosecutors and advocates training institute focusing on the issues of violence against women—ongoing; (6) support of a statewide Sexual Assault Nurse Examiner program—ongoing; (7) support of outreach and education to faith communities dealing with violence against women—ongoing; (8) establishment of a statewide HIV/AIDS health outreach specialist for testing at rape crisis centers—ongoing; (9) salaries for several bilingual/bicultural prosecutors and victim witness advocates—ongoing; (10) programs for elderly victims of domestic violence or sexual assault and victims with substance abuse issues—ongoing; and (11) development of SmartStrike software, which allows a battered women's program to track victims at all points of entry (through court-based advocates, hotline calls, counseling programs, shelter) and to track the batterers' connection to victims through the batterers' intervention program—one time.

Each of the programs listed above and all other STOP-funded programs have been successful in providing ongoing education and encouraging the use of the safest, most current standards of practice for professionals dealing with women victims of crime. Furthermore, each STOP-funded program offers victims safety options and resources that were unavailable before VAWA funding. The goal of these programs is to heighten the awareness of and ensure appropriate, coordinated, collaborative responses to crimes of violence against women in Massachusetts.



Accomplishments: Most communities in Massachusetts are now working much more collaboratively than they were before receiving STOP funds. In one rural community, 41 police departments, four battered women's and sexual assault programs, the district attorney's office, legal services, the courts, and the batterers' intervention program collaborate to form a tight security net for victims, including bilingual/bicultural and physically disabled victims.

STOP funds have helped to provide services for elder victims of domestic violence; victims with physical disabilities; Asian victims seeking shelter and counseling services; victims with substance abuse and mental health issues; hearing-impaired victims seeking protective orders at court; victims who are of Christian, Jewish, and Islamic faiths; victims whose primary language is not English and whose batterers are being prosecuted; and victims of domestic violence or sexual assault who have been incarcerated for various crimes and are receiving prerelease/postrelease counseling to address their domestic violence/sexual assault issues.

Reflections on Continued STOP Funding: It is vital that STOP funding continue. Victim service programs have few alternate sources of funding and none that require collaboration and offer the flexibility that VAWA funding does. The reduction in FY 2001 funds, the second in two years, will mean a serious decrease in direct services to victims. When direct services decline, victims' links to resources and safety options are reduced, and inevitably more women and their children are harmed. It is absolutely essential that STOP funds be restored to at least the FY 1999 level.

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### **Michigan**

The STOP grant is and, since 1995, has been administered by the Michigan Family Independence Agency/Michigan Domestic Violence Prevention and Treatment Board (MDVPTB).

Fiscal Year	Number of Subgrants	Amount Awarded in Subgrants (\$)
1995	3	426,364
1996	49	3,809,000
1997	49	4,259,000
1998	49	4,361,000
1999	52	4,498,000



A major ongoing funding focus of Michigan's STOP grant plan has been development of statewide training partnerships, protocols, and materials with the Michigan Commission on Law Enforcement Standards (MCOLES), Prosecuting Attorney's Association of Michigan (PAAM), Michigan Judicial Institute (MJI), and Michigan Coalition Against Domestic and Sexual Violence (MCADSV). The MDVPTB Training Institute coordinates the statewide training efforts of MCOLES, PAAM, MJI, and MCADSV, as well as coordinates and provides training on the issue of domestic violence for Children's Protective Services (CPS)/Family Independence Specialists and Managers (supported by other grants). The goal of the collaborative training initiative is to promote effective, consistent domestic violence response by law enforcement, prosecutors, courts, CPS workers, and victim service providers throughout the state. Successes include development of excellent training materials and programs by MCOLES, PAAM, MJI, MCADSV, and MDVPTB.

Another major funding focus since 1996 has been providing subgrants to nonprofit domestic violence/sexual assault service providers for collaboration with their local prosecutors and law enforcement agencies to improve local response to domestic violence, sexual assault, or stalking. Using discretionary funding, these collaborations also may include courts, probation units, and other community members. To receive funding, the prosecutor and at least one law enforcement agency in the community must participate in the planning or implementation process. The goal for this initiative is to address violence against women as a community problem and promote close working relationships among community systems.

Michigan has used the discretionary funding to pilot a tethering project in which perpetrators' movements are monitored by global positioning satellite technology. Other initiatives include establishing a multidisciplinary work group of state and tribal representatives to implement full faith and credit for protection orders, and developing a statewide death review team. All these programs have been developed within the last few years and have not been fully evaluated.

Because of STOP-funded efforts, many law enforcement officers and prosecutors have been trained to treat domestic violence as a serious criminal matter, to follow state domestic violence law and policy, to use digital imaging in investigations, and to effectively pursue prosecution regardless of the victim's participation. Through STOP funding, several judges have been provided with training and a superb resource, *The Domestic Violence Benchbook* (put out by MJI), to improve court response to domestic violence.

Several local communities elected to hire advocates to assist domestic violence victims to obtain and enforce protection orders.





To qualify for STOP funding, our community-based subgrantees are required to develop a plan jointly with law enforcement, prosecutors, and the direct service provider, to focus on community needs and priorities, and to fill gaps in services. The majority of our subgrantees report that through STOP grant-funded projects, collaboration with their community partners has improved significantly.

The full faith and credit implementation project has resulted in increased communication and collaboration between tribal and state service providers, law enforcement, prosecutors, and courts to address enforcement of tribal and state protection orders.

STOP grant funding has allowed Michigan to establish three Sexual Assault Nurse Examiner programs and two agencies that exclusively provide sexual assault services.

Law enforcement and prosecutor training on domestic violence includes stalking: investigation, evidence collection, and charging.

Michigan must continue to receive STOP funding to institutionalize the training, policy, best practices, and collaborations that have been developed.

Future STOP grant funding is critical for Michigan in order to achieve statewide goals of enhancing and coordinating law enforcement, prosecution, and court information technology and data collection, as well as adding and enhancing services for sexual assault and stalking victims.

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## ***Minnesota***

**Background:** The STOP Grant Program was first implemented in Minnesota by the Department of Corrections in 1997. In 1999, the Crime Victims Unit was transferred to the Department of Public Safety and became the Minnesota Center for Crime Victim Services (MCCVS). Since 1997, MCCVS has received more than \$9.6 million in STOP grant funding, of which \$9.1 million was used to fund more than 100 projects benefiting victims and survivors of domestic violence and sexual assault.



Special Initiative/Major Funding Focuses: MCCVS made a concerted effort to divide the funds equally between programs focusing on services for battered women and those focusing on sexual assault. Each year, approximately 25 percent of available funds each has been allocated to law enforcement, prosecution, victim services, and discretionary categories. The goal for each category of funding is as follows: Law enforcement and prosecution are to increase, improve, and enhance their responses to domestic violence and sexual assault victims and survivors by developing and implementing more effective law enforcement and prosecution policies, protocols, orders, and services through effective collaboration and partnership with community organizations, victims, and survivors; victim services is to develop, expand, and strengthen services for women of racial, cultural, and ethnic language minorities who are victims or survivors of domestic violence or sexual assault; and discretionary is to develop, expand, and improve services to American Indian women who were victims of domestic violence or sexual assault, on and off the reservation.

To date, MCCVS has provided continuation funding to 15 programs that provide direct services to victims of domestic violence and sexual assault. Of those 15 programs, 10 were funded to provide new services for women of color (victim service funding category); and 5 were funded to provide new services for American Indian women (discretionary funding category). One emergency shelter program for American Indian women is also funded with discretionary funding. These programs will continue to receive the STOP grant funding as long as it is available.

Approximately 88 special projects have been funded since the beginning of VAWA funding. A quarter of those are special projects spanning two to four years. One such project is the Model Protocol project, a multidisciplinary team effort that includes participation from local law enforcement, prosecution, medical personnel, and community victim service advocates who interact with victims of sexual assault. The project's goal is to create a multidisciplinary, victim-centered, culturally competent sexual assault response that is consistent and comprehensive. This project has yielded such great results that MCCVS decided to fund five additional sites (including two reservations) to implement the protocol model.

Accomplishments: MCCVS has been able to accomplish a great deal with the STOP grant funding. Services to battered and sexually assaulted women are becoming more multidisciplinary, victim centered, culturally sensitive, and community based; the criminal justice system's response to victims and survivors of domestic violence and sexual assault has improved; and the criminal justice system's working relationships and collaborations with community advocates, particularly with advocates from communities of color, have been strengthened.



Reflections on Continued STOP Funding: The STOP Grant Program has had a tremendous impact on services to battered women and sexual assault victims. It is essential for Minnesota to continue to receive the STOP grant funding in our struggle to combat violence and increase women's safety.

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## *Mississippi*

Background: Since its inception, the STOP Violence Against Women Program has been administered by the Mississippi Department of Public Safety, Division of Public Safety Planning. The Division of Public Safety Planning funded 151 law enforcement, prosecution, victim service, and training projects through the STOP program. A total of \$5,577,226 in federal STOP funds supported these projects from 1995 to 1999.

Major Funding Focuses/Accomplishments: Since the availability of STOP funding, Mississippi's focus has been to address violent crimes against women in the areas of law enforcement, prosecution, training, and the delivery of services to victims. As a result of STOP funding in the state, the following goals have been accomplished:

- Existing programs for victims of domestic violence have been enhanced through the availability of 24-hour crisis lines, individual and group therapy for victims and their children, shelters and safe houses, criminal justice, legal and personal advocacy, and information and service referrals.
- Existing programs for victims of sexual assault have been enhanced by providing advocacy for sexual assault victims, supporting the efforts of the statewide sexual assault coalition, supporting training for service providers, providing services for victims to include group and individual therapy, crisis counseling, education, and referral services. Mississippi placed additional emphasis on the support and development of Sexual Assault Nurse Examiner (SANE) and Sexual Assault Response Team (SART) programs in the state. As a result of these programs, many communities are using a coordinated response to sexual assault, thus improving investigation and prosecution of the offenders. Victim service program funds, both domestic violence and



sexual assault, continued to address the special needs of Native American women through programs designed to meet specific cultural issues surrounding the prevention of violence against Native Americans and the response to Indian victims. Programs were enhanced that addressed specific issues involving rural underserved populations.

- Projects have been supported in district attorney offices, providing special assistant district attorneys or investigators that focused primarily on cases involving domestic violence or sexual assault.
- Local law enforcement agencies have been supported with specialized domestic violence or sexual assault units.
- Statewide training has been provided to victim service providers, law enforcement personnel, and prosecutors in the areas of domestic violence and sexual assault.

The state used the 25 percent discretionary funding to support many activities. These included support to the statewide domestic violence and sexual assault coalitions; support for the state's domestic violence and sexual assault public awareness efforts; and statewide training to victim service providers, law enforcement personnel, and prosecutors in the areas of violent crimes against women. Funding was also used to develop a statewide guidebook on domestic violence for law enforcement, prosecutors, and judges; to develop domestic violence, sexual assault, and SANE/SART training manuals; and to conduct a domestic violence needs assessment for the state.

Continued STOP Funding: Future STOP funding would afford the state the opportunity to continue to develop and enhance existing victim services, law enforcement, and prosecution programs that focus on reducing violent crimes against women. STOP funding allowed projects in the state to provide services that would otherwise not have been available.

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## ***Missouri***

Background: The Missouri Department of Public Safety, Director's Office, is charged with the administration of the STOP Violence Against Women Grant Program and has been since its inception in 1996.



Since the beginning, the Missouri Department of Public Safety has made a total of 321 awards in the total amount of \$10,893,424. This includes all awards made but does not reflect the amount of funding expended. The funds have been awarded on an annual basis.

Special Initiatives/Major Funding Focuses: In order to make sure that the pass-through of 25 percent could be made to law enforcement and prosecution programs, a major focus from the beginning has been educating these criminal justice professionals on the need for special programs and services addressing violence against women. The Missouri Office of Prosecution Services, under the leadership of Liz Ziegler, received funding to send a mix of both urban and rural prosecutors to the National College of District Attorneys Fifth Annual Domestic Violence Conference.

The following year, the Missouri Office of Prosecution Services and the prosecutors who had attended the National College of District Attorneys conference came together to organize a special track on domestic violence at the annual Missouri prosecutors' conference. Speakers from the National College of District Attorneys were also brought in for this event. Through these training efforts, many prosecutors in Missouri have worked with their communities to implement effective policies and procedures for prosecuting cases involving violence against women.

In that same light, peers teaching peers, the Missouri Deputy Sheriffs' Association, through the leadership of Sheldon Linebacker, has been instrumental in training law enforcement and local community members on the need for improved policies and procedures and services for addressing violence against women. The Missouri Deputy Sheriffs' Association received STOP funding to conduct training in the area of domestic violence and later in the area of sexual assault, so that law enforcement and the community could better understand not only the dynamics of these crimes but also the need for specialized skills to investigate these crimes and to ensure that the victims of these crimes were afforded proper care and services.

These training initiatives were set up so that the necessary training—to develop and implement policy changes and effective programs addressing violence against women—was provided within the law enforcement and prosecution disciplines and not by outside disciplines. Missouri has been successful in allocating a minimum of 25 percent of its funding to each of the categories of prosecution and law enforcement, in large part, because of these two programs. Missouri is currently working to prepare a new curriculum that combines the efforts of these two key elements of the criminal justice system—law enforcement and prosecution. We anticipate funding a new training program in 2001.



Part of the 25 percent discretionary funding was awarded to the statewide sexual assault and domestic violence coalitions. The Missouri Coalition Against Domestic Violence elected to use the funding to hire an attorney who could provide invaluable advice to its membership regarding domestic violence–related legal matters. The Missouri Coalition Against Sexual Assault is using the funding for its statewide Sexual Assault Nurse Examiner (SANE) coordinator.

In addition to funding the coalitions, discretionary funds were used for a batterer’s intervention program in St. Charles. The long-term effects of this program have not yet been determined. Several legal aid offices are also receiving discretionary funding to assist victims of domestic violence with civil orders of protection. The Office of the State Courts Administrator also received a small grant to develop and test an automated filing system for orders of protection (Quickfile). Quickfile was tested in the Kansas City area with the help of the four local domestic violence shelter programs. The Office of the State Courts Administrator is currently working on the logistics of taking this program statewide.

Accomplishments: In addition to the accomplishments noted previously, because of the STOP funding, many communities in Missouri, especially in the rural areas, have come together to address violence against women. Law enforcement, prosecutors, and victim service providers are working together to ensure that the victims receive proper services and that the offenders are held accountable. These are new programs. The STOP monies have fostered a new level of collaboration and cooperation among these agencies. Prosecutors are aggressively pursuing prosecution. Law enforcement investigations are making this possible. But these agencies are mindful of the needs of the crime victims, and the victims are being provided services.

As far as reaching historically underserved populations of women, this has occurred simply by virtue of the location of the programs. As indicated above, many rural areas of the state are implementing programs where none previously existed.

The SANE program is addressing sexual assault on a statewide basis by teaching more about SANE programs, assisting in the development of SANE programs, and training nurses. Very few programs exist at this point, but the number is growing because of this statewide initiative.

Reflections on Continued STOP Funding: The accomplishments and initiatives noted above are only the beginning. If STOP funding is not continued, many of these programs will fail to exist. Some are established enough that they will continue in some form, but not at the current level. At this time, STOP is the only funding that is being used in Missouri to improve the criminal justice system’s response—the response of law enforcement and prosecutors—to



violence against women. It takes more than five years to establish a program. It takes more than five years to prove that a program is successful and will bring about systemic change. It takes more than five years to bring about societal change. This money is definitely needed in order to see continued progress in addressing violent crimes committed against women.

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### **Montana**

The Montana Board of Crime Control has been administering STOP funds since FY 1995. The following is a breakdown of grants by fiscal year, number of grants, and federal funds allocated:

	Law Enforcement (number, \$)		Prosecution (number, \$)		Victim Services (number, \$)		Discretionary (number, \$)	
FY 95	4	97,960	4	93,037	10	178,603	2	31,919
FY 96	4	204,825	7	162,284	14	319,486	4	71,939
FY 97	5	283,642	6	136,955	11	325,476	3	42,150
FY 98	4	225,872	9	276,383	9	292,573	3	23,895
FY 99	4	218,765	7	258,088	9	294,056	2	18,271
Total	21	1,031,064	33	926,747	53	1,410,194	14	188,174

The Montana Crime Lab purchased DNA equipment; prior to this, sexual assault evidence had to be sent out of state for testing. The crime lab also received funding to create a sexual/violent offender database. The goal was to eliminate barriers to efficient and affordable forensic testing, increasing the levels of successful prosecution. The database provides notification on the location and status of these offenders.

The Montana Law Enforcement Academy received STOP funding since inception, allowing for the expansion of the Basic Academy. An additional 12 hours were added to address domestic violence and sexual assault crimes. The academy introduced regional training that focused on report writing, advanced investigative techniques, and photographing and documentation of bruises and wounds. This has reduced the number of dual arrests and has paired law enforcement and victim service providers.



Discretionary activities have not always received 25 percent funding. Discretionary funding allowed for the creation of an interactive CD-ROM to train all emergency medical providers (EMT and EMS) on the dynamics of domestic violence and safety measures to adhere to when responding to these calls. We have also been able to pilot and foster the development of batterer treatment programs.

Success of STOP funding has led to an increase in the prosecution of partner/family member assaults. Law enforcement provides detailed evidence and enhanced crime scene documentation, which allows prosecutors to go forward with cases even when victims are reluctant. Victims have become more involved in their cases through enhanced advocacy, and outreach activities inform victims of available community services. Local communities developed protocols for responding to calls that encompass law enforcement, victim services, prosecution, and medical services to work on coordinated efforts. This funding provides services to remote regions of our state; previously, people in these areas had to drive hundreds of miles for assistance. VAWA funds impact sexual assault and stalking cases by giving law enforcement and prosecution the ability to rely on experts within our own state to investigate and gather evidence rather than using outside resources, which was costly and time-consuming.

STOP funds are vitally important to Montana. The training and coordination of services that involve all aspects of the criminal justice system ensures that victims receive notification of their rights, that information on additional services is available, and that offenders are held accountable. Collaboration is critical. Without these funds, the separate entities involved in addressing crimes will not have the opportunity to develop and foster the relationships that provide the quality and comprehensive services that have been developed throughout our state.

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## ***Nebraska***

Background: The Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) has administered the STOP funds since 1995. The Crime Commission made 96 awards for a total of \$4,699,686 in STOP funds from 1995 through 1999. Thirty-five of these awards were for new projects.





Special Initiatives/Major Funding Focuses: Coordinated Response Teams (CRTs) have been funded since the award of 1995 funds. The CRT goal is to maximize the effective and efficient use of community resources to ensure the availability and accessibility of a network of services; fully use the community's civil and criminal justice system to protect victims; and hold the abuser accountable for violent behavior. Related successes are detailed in the Accomplishments section. Our overall goal is to permanently change how the criminal justice system responds to domestic violence victims so the accountability of the system remains even if the dollars do not.

Discretionary funds have been used for victim services, including coordinating the CRTs, providing immediate advocacy to victims, and assisting victims throughout the criminal justice system.

Accomplishments: Following are changes and successes Nebraska has experienced in relation to STOP funding, which has been used for coordinated response efforts.

Changes in how the criminal justice system handles violence against women cases:

- 911 communications training on response to domestic violence-related calls.
- Improved report writing and investigations on domestic violence cases for increased prosecution.
- Uniform protocols for law enforcement to respond to domestic violence calls.
- Arrest and nonarrest call tracking with a domestic violence worksheet.
- Implementation of pro-arrest and mandatory arrest policies.
- Prosecution without victim cooperation.
- Policy requiring domestic violence offenders to appear before a judge before bonding out.
- Policies and procedures for domestic violence cases for all criminal justice agencies and training on those.
- Law enforcement ensuring that victims have available resources, including advocacy.
- Increased prosecutions and use of no-drop policy on domestic violence cases.



- Judges placing no-contact provisions on bonds, increasing bond and jail time amounts, and giving more consistent sentencing, including sentencing to the batterers program.
- Agencies working as a CRT to continually identify gaps and solutions.
- Law enforcement calling for immediate advocacy for domestic violence victims and providing written information to victims.
- Domestic violence and sexual assault training for law enforcement, prosecution, probation, judges, and victim services, as well as other community agencies, such as hospitals.

#### Changes in attitudes to domestic violence:

- Completion of statewide standards for batterer intervention program standards and beginning implementation, including a peer review team.
- Development of statewide standard training curriculum for criminal justice and victim service agencies on domestic violence in progress.
- Probation providing background history information on offenders for pre-sentence investigations.

#### Changes in victim outcomes:

- Enhanced advocacy improving the immediate face-to-face contact with victims.
- Prosecution without the victim's cooperation.
- Better communication between agencies for greater victim safety and offender accountability.
- Greater victim empowerment and awareness of the help available to them.
- Physicians/emergency room personnel training in domestic violence issues for greater victim safety.
- Changes in legislation on protection orders and forensic exams for sexual assault cases.
- Domestic violence screening tool and protocol for hospital emergency rooms.
- Development of a statewide protection order registry.



- Development of standard training curriculum for legal advocates to serve victims of domestic violence better.
- Sexual Assault Nurse Examiner/Sexual Assault Response Team training.

Changes in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities:

- Increased shared knowledge of what other agencies are doing in response to domestic violence, which leads to victim service predictability and stability.
- Common goals for domestic violence victims among criminal justice and victim service agencies.
- Collaboration of agencies and individuals when addressing victims' needs.
- Agencies meeting to discuss policies and outcomes of cases and consider any changes needed.
- Increased sharing of information on what other agencies do, resulting in better services as well as better communication between agencies.
- Increased understanding of how each of the other segments of the system work, for better system response.
- Increased requests for victim services made by law enforcement.
- Increased willingness to explore options and make changes.
- Community assessments of how they do and can work together to best serve the domestic violence victim.
- Coordinators providing leadership to the community CRT, working to make victims safer and hold offenders accountable.

Changes in reaching historically underserved populations of women:

- Increased contact with women in rural communities.
- More public awareness about domestic violence and appropriate resources available.
- Multicultural training and education for law enforcement, prosecution, probation, judges, and victim services.



Reflections on Continued STOP Funding: Nebraska needs continued STOP funding in relation to the above accomplishments for the following reasons:

- STOP is vital to enable permanent changes in the daily operations of agencies in addressing domestic violence so a CRT approach becomes the norm in Nebraska communities.
- Accomplishments are just starting to be noticeable. It takes years as well as generations of victims, batterers, and their children to change attitudes and responses and to stop the violence.
- STOP funding is essential to permanently impact the way the criminal justice system views and responds to domestic violence in Nebraska.
- STOP funding has provided communities with an opportunity for a higher level of collaboration by providing paid coordinators, technical assistance, and training.

Nebraska needs continued STOP funding in relation to future accomplishments for the following reasons:

- STOP funding will allow local communities to engage in long-range planning and experience the results. VAWA funding is critical to ensure that the safety of domestic violence survivors will not be compromised.
- STOP funds provide another resource to provide better victim services as well as change the criminal justice system and the community's response. Loss of funding would be a devastating blow to the accomplishments in communities.
- As coalitions and other programs are established and become more a part of their communities, new services and improvements on old ones are imminent. Additions to services such as Batterer Intervention and Prevention Programs are sure to enhance the coordination already under way in these communities.
- Public attention to coordinated response efforts is just beginning to result in helping and reaching more people to stop domestic violence. Zero tolerance for domestic violence will take years to achieve by both the criminal justice system and the communities, because it must be impressed on people's minds that domestic violence will not be tolerated for any reason. Attitudes must change in our children, in our criminal justice system, and in our community. Domestic violence must be an issue demanding change.



- Many areas are not working in a coordinated way, and funding will enable coordination to eventually become routine for the whole state, not just a community.
- STOP funding is very important if we are to continue to see an increase in prosecutions and to hold abusers accountable for their actions. This funding has also shown the victims and their at-risk family members that there is hope, that there can be a life without fear.
- Funding needs to allow for continued direct services to victims, as well as for the criminal justice system to enhance staff and efforts.
- There is much work to do to stop domestic violence and also address sexual assault and stalking.

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## *Nevada*

Background: In 1995, the governor of Nevada placed the responsibility for managing the STOP grant programs with the Nevada attorney general. The Nevada attorney general's office continues to administer these grant programs today. The cumulative total of subgrants awarded since the inception of this program (FY 1995–2000) in Nevada is listed below:

	Number of Subgrants	Total Amount Awarded (\$)
Law enforcement	50	1,392,432
Prosecution	45	1,437,109
Victim Services	132	2,159,452
Discretionary	29	661,792

Special Initiatives/Major Funding Focuses: The overall priorities of the statewide Domestic Violence Prevention Council, the grant administrator, and the Grant Review Team have been to fund projects that demonstrate collaboration among systems and within communities and a commitment to addressing the needs of previously underserved communities. Future grant distribution will



continue to target the needs of underserved communities, training projects, supervised visitation/exchange centers, and advocacy, including civil legal assistance, which have been identified as priorities by the statewide Prevention Council.

Nevada has historically dedicated the majority of discretionary funds to victim service programs. This has been the area of greatest need throughout the state. With discretionary funds devoted to the victim service programs, many more victims have been provided necessary services—that is, advocacy, referrals, emergency housing, legal assistance, and so on. Discretionary funds have also been used for data collection projects to identify baseline domestic violence statistics statewide.

Accomplishments: With the support of this funding, Nevada has made great strides in addressing violent crimes against women during the past several years. Domestic violence awareness has dramatically increased within law enforcement, prosecution, and judicial entities, as well as among the general public. VAWA funding has supported many victim advocates within the criminal justice system and has enabled domestic violence programs to increase their capacity to serve a growing number of victims. Funding has also supported the development of new projects that have improved communication and strengthened collaboration among advocates, law enforcement, prosecutors, and the judiciary throughout the state.

The availability of funding and the subsequent increase in programming and collaboration have generated momentum for domestic violence intervention and prevention in other important ways. Since 1995, several legislative changes have been implemented at the state level to address critical issues, such as mandatory arrest and batterer treatment, batterer treatment certification, and child witness issues. In addition, standardized protection order forms and a central statewide electronic protection order registry have been developed. Protocols for law enforcement and prosecutors are being developed to address a variety of domestic violence concerns, including evidence-based prosecution and the enforcement of foreign protection orders. These developments necessitate additional and ongoing training of all systems to ensure appropriate and effective implementation.

STOP funding has also supported the creation of the Nevada Coalition against Sexual Violence, which is committed to the elimination of sexual violence, as well as the enhancement of sexual assault services through prevention, intervention, education, research, legislation, and public policy.

Reflections on Continued STOP Funding: Most of the significant advances that we have made in domestic violence and sexual assault prevention or intervention during the past six years can be



linked to the funding Nevada receives from the VAWO. The momentum gained and accomplishments achieved will face serious risk if VAWA funding ceases. Those most severely affected will be the thousands of victims at risk of losing services, especially those already identified as underserved populations, such as people of color, linguistic minorities, the homeless, and those in isolated rural areas of our state. In addition, ongoing training within the criminal justice system, which is key to improved services for victims, relies on continued VAWA funding.

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### ***New Hampshire***

The state implementation planning processes over the past five years have been prepared through needs assessment surveys and public hearings conducted in each of the state's 10 counties. These planning efforts revealed that no one specific area of the state was in greater need than any other. Each area of the state had its own set of problems and basic levels of enforcement, prosecution, and victim services to combat violent crimes against women. It was the goal to address specific needs around the state that had been identified during the assessment process with the federal funding through the continuation of projects that had begun to operate around the state and to provide new funding opportunities for other identified project designs.

Law Enforcement: A domestic violence advocate was initially hired for the New Hampshire State Police through the use of VAWA funds to provide training and response for this statewide law enforcement agency, which is responsible for general policing functions in many rural areas of the state. The program received subsequent VAWA funding, and in 1999 the grant position was included in the agency's budget for state funding. In addition, a grant to the Sullivan County Sheriff's Office was continued to provide assistance in that rural area of the state to provide timely service of protection orders. This program continues to receive VAWA funding. Also, a domestic violence probation/parole officer position with the Department of Corrections received continued funding to work with the domestic violence unit in the state's largest city. The Nashua Police Department also received subgrants to fund the creation of a special domestic violence unit.

Prosecution: Prosecutorial grants were continued in the following counties: Belknap, Coos, Hillsborough, Rockingham, and



Merrimack. The Belknap County Attorney grant funded a part-time prosecutor for cases involving violence against women; the Coos County Attorney grant funded a part-time domestic violence prosecutor and training activities; the Hillsborough County Attorney grant funded a full-time domestic violence prosecutor at the district court level; the Rockingham County Attorney grant employed a part-time prosecutor and full-time victim advocate to work at the district court level; and the Merrimack County Attorney grant funded a domestic violence advocate at the district court level. In addition, the New Hampshire Department of Justice continued to provide training to all members of the criminal justice system on the established statewide domestic violence and sexual assault protocols. A statewide family violence conference is held annually with the assistance of VAWA funding.

Nonprofit, Nongovernmental Victim Services: The first continuation subgrant was made to Sexual Assault Support Services to provide additional services to victims of sexual assault in Rockingham and Strafford Counties. The second continuation subgrant was made to the New Hampshire Coalition against Domestic and Sexual Violence. This agency, through its subcontracting agencies, established satellite offices to provide services to victims of domestic and sexual violence in new areas around the state. In addition, a subgrant was made to the New Hampshire Bar Association to expand its DOVE project. This project provides training and coordination of local attorneys so that they can provide emergency pro bono legal services to victims of domestic violence. A second subgrant was made to the New Hampshire Legal Services office to make attorneys available to low-income domestic violence victims to assist them with their emergency legal services in their domestic violence-related cases. Finally, a subgrant to Merrimack County was continued that provides assistance in the operation cost for a visitation center in the state's capitol city. Since this first subgrant, Merrimack County has developed a network of visitation centers around the county.

Discretionary: The District Court Domestic Violence Coordinating Councils' projects continued to receive small subgrants to assist them in their local activities. In addition, continued funding for the coordinator position to work with the Domestic Violence Coordinating Councils and the courts was provided through the state's allocation of the VAWA formula funding.

In conclusion, all projects funded for law enforcement and prosecution agencies were designed to form specialized units to work with nonprofit, nongovernmental victim services agencies to combat crimes of violence against women. Providing funding for additional personnel and technology to respond to violent crimes against women has enhanced collaboration among criminal justice system agencies and service providers. In addition, the subgrant funding has increased the number of victims that could be served and the number of services that could be provided. The special





training opportunities that were offered through the assistance of VAWA formula grant funding were also designed to be multidisciplinary. And, finally, the discretionary funding to assist the community domestic violence councils furthered the collaboration of the criminal justice system agencies and the victim service providers to include the community at large. The state is proud of its accomplishments over the past funding cycle and looks forward to continuing to work to combat violent crimes against women.

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### *New Jersey*

Background: The New Jersey Department of Law and Public Safety, Division of Criminal Justice, State Office of Victim Witness Advocacy, has administered STOP funding since it first became available in federal FY 1995. To date, \$13 million in STOP funds has been awarded for 250 subgrants (by July 2001, another \$2 million will be awarded for an estimated 100 subgrants through competitive grant programs for victim services and domestic violence response teams).

Special Initiatives/Major Focus of Funding: From the beginning, New Jersey adopted special ongoing initiatives to target underserved populations, including ethnic and racial minorities (multicultural services), women with disabilities, older women, and those unable to access services because of distance or lack of public transportation. The goal is to remove barriers and improve access, cultural sensitivity, and relevance for nontraditional, historically underserved populations. Other ongoing initiatives are to support domestic violence response teams, a coordinated community response, uniform statewide sexual assault protocols and victim-centered services, advanced training for law enforcement, a domestic violence central registry, increased legal representation, and violence against women projects in New Jersey law schools.

Each year, a significant percentage of discretionary funds has been used to supplement the Victim Services Competitive Grant Program, increasing the original allocation of 25 percent to more than 33 percent most years and to 41 percent one year. Discretionary funds also support domestic violence projects at two New Jersey law schools; a domestic violence technical assistance team in the judiciary, which includes a Family Court Presiding Judge and experienced court staff; full-time operation of the New Jersey Coalition Against Sexual Assault; a Domestic Violence



Fatality Review Board; domestic violence response teams; two statewide violence against women conferences; one-time purchase of text telephones (TTYs) for every domestic violence and sexual assault program, and training to address the needs and concerns of hearing-impaired victims; and one-time development of Web sites and resource centers for the New Jersey Battered Women's Coalition and the New Jersey Coalition Against Sexual Assault.

Accomplishments: STOP funds have reached historically underserved populations by supporting multicultural services for the Latino, African-American, South Asian, Korean, Russian immigrant, and Orthodox Jewish communities. The success of these projects is the result of strong partnerships, which combine the expertise of domestic violence/sexual assault providers and the expertise of indigenous community organizations that are rooted in the racial/ethnic community. Such partnerships were required to be eligible for funds. STOP funds also support projects that target older women and female inmates who are lifelong victims of abuse and sexual assault. We have encouraged the establishment of outposts or satellite offices using borrowed space from other community and outreach to bring services to women in rural or distant areas.

The five-day advanced interactive domestic violence training and the basic sexual assault training for law enforcement will help to increase understanding of the dynamics of domestic violence and investigation and evidence collection. The three pilot projects for prosecutors' specialized domestic violence units are developing models that can be replicated, and a professional evaluation is under way to determine their impact.

The level of collaboration has increased dramatically between and among criminal justice agencies and victim services agencies in many communities, primarily as a result of the development of domestic violence response teams, local partnerships involving trained volunteers, police departments, and domestic violence programs along with Sexual Assault Response Teams (SARTs). Eligibility for STOP funding requires such partnerships. STOP funds supported the pilot project for a Sexual Assault Nurse Examiner (SANE) program and the development and adoption of uniform statewide sexual assault protocols. Standardized rape kits were developed and distributed as part of this effort. Replication of the SANE program is under way in almost every county through another funding source, along with SARTs, which include a SANE, an investigator, and a rape-care advocate. Lab improvements and law enforcement training about sexual assault and drug-facilitated sexual assault are under way. The New Jersey Coalition against Sexual Assault now has a full-time executive director, staff, and office space to coordinate the efforts of local rape-care programs and provide statewide public awareness campaigns, technical assistance, and a clearinghouse.



Reflections on Continued STOP Funding: Continued STOP funding is vital to continue the momentum and the strides that have been made to strengthen victim services, expand partnerships and collaboration among law enforcement and victim service providers, and improve the criminal justice response to violence against women.

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### *New Mexico*

Background: The New Mexico Crime Victims Reparation Commission has administered the STOP Grant since 1996. The previous administering agency was the New Mexico Department of Public Safety. One hundred sixty-one subgrants have been awarded since FY 1995. Since the beginning of STOP funding, \$1,359,973 has been awarded for victim service purposes, \$1,186,906 has been awarded for law enforcement purposes, \$1,154,171 has been awarded for prosecution purposes, and \$966,634 has been awarded in the discretionary category.

Special Initiatives: New Mexico has had several special initiatives as a result of STOP funding that have resulted in increased criminal justice system collaboration and increased victim safety.

Examples include the following:

- *A Cross-Commission Agreement* has been established between the McKinley County Sheriff's Office and the Navajo Nation, authorizing commissioned officers from both jurisdictions to conduct arrests and investigations and to participate in prosecution efforts on state and tribal land, as the result of the development of a multidisciplinary Crimes Against Women Response Team.
- *A Statewide Domestic Violence Data Collection Repository* has been established, resulting in a clear picture of the pervasiveness of domestic violence in our state. Statistics used from this repository will have a positive impact on violence



against women policy development, service delivery, and funding initiatives.

- *An Emergency Order of Protection Pilot Project* has resulted in an amendment to the New Mexico Family Violence Protection Act that allows responding officers (with judicial approval) in all judicial districts to issue emergency orders of protection on the scene, during weekend and holiday hours.
- *Sexual Assault Nurse Examiner (SANE)* projects in four rural regions of the state have provided a collaborative multidisciplinary response to sexual assault. Specialized emergency room nurses have been trained to provide sensitive, consistent, state-of-the-art forensic evidence collection and expert court testimony that assist in the prosecution of sexual assault perpetrators and facilitate victim cooperation with the criminal justice system.
- *An Intimate Partner Death Review Team* ensures that deaths from intimate partner violence in New Mexico are identified and develops systemwide recommendations for prevention and intervention initiatives in the areas of victim services, prosecution, law enforcement, and health care.

Discretionary grant funding has been used to support such initiatives as the Domestic Violence Data Collection Repository, the Intimate Partner Death Review Team, the Emergency Order of Protection Project, and a project that works to bring the state into compliance with the full faith and credit provision of VAWA. Discretionary grant funding has also been used to enhance support to projects providing direct services to victims of domestic violence, sexual assault, and stalking.

Accomplishments: In addition to the initiatives noted above, we have seen significant changes in the levels of collaboration between and among criminal justice system agencies and victim service providers as a result of STOP funding. An example of these changes is the provision of early victim advocacy by prosecution and law enforcement units specializing in addressing violence against women. This has provided victims with ongoing support and information as they move through the criminal justice system and has contributed to less recanting and failure to appear.

STOP funding in New Mexico has focused on accommodating the complexities of impoverished, culturally diverse regions, as evidenced by the numerous domestic violence and sexual assault projects that are working to implement prevention and intervention strategies to meet the needs of Native women and women residing in poor, geographically remote areas of the state. STOP is also funding services that penetrate the barriers that prevent battered immigrant women from obtaining assistance and safety.



New Mexico ranks second in the nation in rape, yet minimal funding was available to address sexual assault crimes prior to STOP funding. Now, in addition to funding rape crisis centers and SANE units, STOP is also providing expert training on investigating and prosecuting sexual assault crimes for state, local, and tribal law enforcement officers and prosecutors from all regions of the state.

New Mexico has the most culturally diverse population, in relation to the total population, of any state in the country. Poverty and unemployment permeate the state, with 20.4 percent of the population living below the federal poverty level and a jobless rate significantly higher than the national average. State funding to decrease the incidence of domestic violence, sexual assault, and stalking remains minimal. STOP funding has contributed to the creation of many new programs, policies, services, and relationships, resulting in an increase in victim safety and offender accountability. Without STOP funding, the momentum and progress that New Mexico has achieved toward reducing the incidence of crimes against women will significantly decrease, and victim safety will be increasingly compromised.

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### *New York*

Background: The New York State Division of Criminal Justice Services (DCJS) is responsible for administering the STOP funds. This has been the case since the inception of the program. The Commissioner of DCJS makes awards under this grant program through directed and competitive awards. Consistent with the statute, funds are being distributed on the basis of geographic need and the needs of underserved populations.

The program began in 1996 with the receipt of the FY 1995 grant of \$426,364, which was used to support 20 small program planning and foundation projects. In 1997, the state received the FY 1996 and FY 1997 grants within three months of each other. We issued one request for proposal (RFP) for both funding years. This RFP resulted in more than \$17 million of requests for the \$6.4 million available in FY 1996 funds, and more than \$23 million in requests for the \$7.2 million in FY 1997 funds. Funds were awarded to state agencies, units of local government, and nonprofit victim service programs to support state and local communities in improving and strengthening the coordination of services and the response to violence against women.



Special Initiatives/Major Funding Focuses: The STOP funds have been used to support several needs assessment projects. The first of these was a statewide needs assessment that was a joint effort of the Research Foundation of the State University of New York, the Statewide Domestic Violence Coalition, the Statewide Sexual Assault Coalition, and representatives of the African-American and Latino communities. Other needs assessments were conducted in various underserved communities.

The funds are used to support 28 Sexual Assault Examiner projects. These projects are an excellent way to collect forensic evidence to be used in effectively prosecuting sexual assault cases while at the same time providing compassionate treatment for victims of these horrific crimes.

Funds are also supporting domestic violence programs to provide legal advocates and pro bono attorneys to provide free legal services in obtaining orders of protection.

Accomplishments: We are seeing interaction between projects funded with various VAWA awards. The New York State Mandatory Arrest Research Project funded under GTEAP participated in a full faith and credit meeting funded with the Rural Domestic Violence grant. The coordinator of the research project was interested in making contacts in rural New York for participation in his study. He used the opportunity to meet representatives of our rural projects that are supported with STOP funds and received a special invitation to come meet with the Seneca Indian Nation.

New York State Police personnel are working with the OPDV and the Coalition Against Domestic Violence to host a conference on Partnerships to Enhance Victim Safety, Criminal Justice, and Advocacy Responses to Domestic Violence. The State Police personnel are currently funded under the STOP formula grant, the NYSCADV personnel are paid for under the rural grant, and the OPDV personnel and conference expenses are supported by GTEAP.

On the legislative front, the governor has signed into law the Clinic Access and Anti-Stalking Act of 1999; the Primary Aggressor bill, which helps domestic violence victims who try to protect themselves from attack; the Aggravated Criminal Contempt Penalty, which increases penalties for violating an order of protection; and the Custody Factor bill, which allows evidence of domestic violence to be introduced in child custody cases.

Reflections on Continued STOP Funding: Although state and county agencies are beginning to institutionalize some of the programs, it is clear to us that without the continuation of STOP funds, the resources to continue the collaborative efforts that have been established would not be there. This would be harmful to victims across



the state. We have already seen evidence of this with the reduction of our FY 2000 award. Of particular concern are the victim service agencies that are struggling to provide the services they began as a result of their grant funding while the money continues to diminish. On a positive note, however, the collaborative relations they have developed as a result of the funding continue to thrive, as will the programs, provided they continue to receive funding.

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### ***North Carolina***

The Governor's Crime Commission, a division of North Carolina's Department of Crime Control and Public Safety, has served as the sole administering office for STOP Formula Grants since April 1995. During that time, the Governor's Crime Commission has awarded 269 subgrants to agencies, public and private, across the state of North Carolina, totaling \$15,421,475.06 for the specific purpose of combating violence against women. Specifically, \$3,903,612.66 was awarded to improve law enforcement's response, \$3,658,292.14 was awarded for prosecution, \$5,212,490.83 was awarded to victim service agencies, and \$2,647,079.43 was awarded for discretionary funding.

To provide a solid foundation for an improved statewide response to violence against women, in 1996, a statewide summit on domestic violence was held. This subgrant awarded to the North Carolina Victim Assistance Network relied completely on collaboration. At this summit, prosecutors, law enforcement officers, magistrates and clerks of court, judges, and victim advocates came together as teams based on their prosecutorial district and not only heard from national experts on the community response to domestic violence but also devised plans they would then take home to their districts to be implemented and built upon. Each district was further encouraged to have its own summit in which citizens could participate. Subsequently, a similar summit focusing on sexual assault was also held.

These summits produced specific trends in the grant proposals received and funded, then as well as today. These focuses include the importance of law enforcement training, multidisciplinary teams providing comprehensive services to victims of domestic violence and sexual assault, specialized law enforcement officers



and prosecutors to work with domestic violence and sexual assault, and the importance of the provision of victim services in geographic areas previously unserved. These trends have focused on and achieved an improved community response to domestic violence and sexual assault in North Carolina. Discretionary funding was used for the expansion of domestic violence and sexual assault services into counties previously unserved, provision of legal services to victims of domestic violence, enhancement of services to victims of domestic violence and sexual assault by victim service agencies, and coordinated protocol and services by law enforcement and the criminal justice system. Discretionary funding was also used to fund a statewide law enforcement train-the-trainer project.

The state of North Carolina is proud of its many accomplishments in relation to its STOP funding. Most important, there is now zero tolerance for violence against women. The criminal justice system is much more informed about the issues inherent in violence against women and has been able to use this knowledge to provide comprehensive services with the sensitivity so crucial to these cases. For example, Wake County, which houses the state's capital city, developed a specialized court with VAWA funds to include a courtroom, prosecutor, and judge dedicated to the prosecution of domestic violence cases. Domestic violence cases are no longer heard alongside traffic ticket violations, and victims' testimony is not required for case prosecution. As a result of this specialized court, conviction rates for cases involving domestic violence have increased from 10 percent prior to 1997 (and the availability of STOP Formula Grants) to a high of 72 percent in 1999 and 60 percent in 2000. VAWA has forced vitally important collaborations and Memorandums of Understanding between law enforcement, victim service providers, and legal services. In the 30th Judicial District, not only was a specialized domestic violence prosecutor designated but an officer from both the sheriff's office and the police department were loaned to the district attorney's office to ensure the most effective prosecution of violence against women. Collaborations such as these are crucial to an improved response not only because of the accountability each of the parties requires of each other but also because of the stake each holds in the success of the coordinated response.

STOP funding has allowed victim services to be expanded into counties previously unserved. It has also made a difference in how sexual assault is addressed. A STOP Formula Grant provided funding for statewide Sexual Assault Nurse Examiner (SANE) training and the development of Sexual Assault Response Teams (SARTs). SANEs are nurses or other health professionals who are specially trained in the evidence collection and counseling needed following a sexual assault. To date, more than 260 nurses have received training because of this grant. SARTs are made up of law enforcement, victim service advocates, and medical personnel who coordinate their efforts on behalf of the sexual assault victim. The SANEs and





SARTs have provided a higher quality of evidence collection and medical testimony during sexual assault court proceedings. During the first five years of STOP Formula Grant funding, North Carolina has concentrated on meeting our greatest need: improving the response to victims of domestic violence and sexual assault. Although no grant funded has specifically focused on stalking, a number of grants have included an extension in services to stalking victims.

It is crucial for North Carolina to continue receiving STOP funding. If this funding were no longer available, many new programs would cease to exist or even begin. As a result of this funding, innovative and timely domestic violence and sexual assault services were initiated. Because of the initial success of these programs, many were later funded by other sources. North Carolina would lose the opportunity to begin additional needed programs. Most important, however, there is a risk of losing the recent change in mindset concerning the importance of a coordinated community response to combating domestic violence and sexual assault.

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### ***North Dakota***

The North Dakota Department of Health has administered the STOP Violence Against Women Formula grant since June 1995. Over the past four years, 226 (new or continuation) projects have been funded with \$3,241,746 in STOP funding.

North Dakota's major focuses for use of these funds have been to strengthen and enhance the existing victim service agencies; domestic violence, sexual assault, and stalking services by supporting the continuation, expansion, or creation of appropriate projects; the prosecution of domestic violence, sexual assault, and stalking cases; and the law enforcement response to domestic violence, sexual assault, and stalking crimes. Underlying all of these focuses is the goal of creating an environment of greater victim safety and offender accountability in the state.

The initiatives have included both long- and short-term projects aimed at improving law enforcement's, victim service organizations', and prosecution agencies' abilities to address violence-related issues through services to victims, training, improved



equipment, special units, and increased collection of data. Successes have included additional rural outreach services to victims, more visitation centers, and enhanced advocacy programs. Law enforcement received improved equipment and vital training and materials on domestic violence, sexual assault, and stalking. One domestic violence investigator has been funded. Domestic violence prosecutors have been funded in Cass and Grand Forks Counties and the Fort Berthold Indian Reservation. Prosecutors have also received training, materials, and equipment with STOP funds and have developed specific protocols to be disseminated statewide.

Discretionary funds have been used for visitation centers, rural outreach services, Sexual Assault Nurse Examiner (SANE) programs, victim advocacy programs, court and offender tracking programs, and a variety of approaches to training.

Law enforcement officers are becoming more aware of the dynamics of domestic violence and sexual assault, and prosecutors and victim service agencies are improving advocacy services to victims. STOP funds have brought members of the criminal justice system and victim service agencies together to improve their efforts to coordinate and collaborate, although not without discord. Law enforcement, prosecution, and victim service agencies have improved their responses to underserved populations residing in rural areas and Indian Country. Sexual assault issues have been addressed with multidisciplinary training and one SANE program. A statewide multidisciplinary stalking training was presented.

These past four years of funding have provided a good start, but North Dakota continues to need VAWA funding to assist local victim service agencies to maintain their services and reach underserved women. Law enforcement officers and prosecutors need to build on their newly developed investigative and prosecutorial skills. Also, continuing to collect comprehensive law enforcement data is essential; someday, it is hoped that these data will be merged with victim service and prosecution data. Finally, a multidisciplinary training committee has begun rural regional training on domestic violence, and VAWA funding will allow us to continue to build that infrastructure.

Future goals include the collection of prosecution data, more domestic violence investigators and prosecutors, more coordinated community response efforts, additional SANE services, and improved efforts to address the issues of sexual assault and stalking in North Dakota.

VAWA activities so far have inspired new collaborations, protocol development, and policy and legislative changes. We need time and dollars to measure the impact of change in these systems and institutions. Only by monitoring change over time in an intention-



al and impartial way will we be able to draw meaningful conclusions about the impact of what has been done so far and chart a clearly and thoughtfully drawn course for the future.

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## *Ohio*

Background: Ohio's Office of Criminal Justice Services (OCJS) has always administered the VAWA program. The table below lists the number of subgrants by funding category.

	Number of Awards	Law Enforcement (\$)	Prosecution (\$)	Victim Services (\$)	Discretionary (\$)
FY 95	3	145,892.00	138,889.00	113,500.00	0.00
FY 96	106	960,732.11	1,317,252.52	1,216,835.86	602,445.17
FY 97	88	1,137,395.40	1,339,379.49	1,375,266.48	685,048.84
FY 98	86	1,110,485.50	1,395,554.05	1,392,024.22	686,951.25
FY 99	85	1,191,197.72	1,336,400.41	1,361,495.10	706,840.00

Special Initiatives/Major Funding Focuses: OCJS' goal has been to provide continued funding to VAWA projects. The following are the successes we've had:

- Communities are beginning to work together to streamline the criminal justice response for women victims of violent crime.
- Other communities are beginning to realize how each other interacts in the system with the victims.
- Communities that are more sophisticated are able to provide 24-hour assistance, innovative efforts, and a cohesive response to women victims.

Ohio has given these funds to law enforcement, prosecution, and victim services. The local Regional Planning Units have funded a couple of court projects and governmental victim service projects.

Accomplishments: Per the OCJS' directives, each applicant must collaborate with law enforcement, prosecution, and victim service providers. At the minimum, each collaboration must meet quarterly to discuss the criminal justice system's response to adult women victims of domestic violence, sexual assault, and stalking. Thus, locals have a forum to mobilize change and improve the criminal justice system's response.



The VAWA funds have allowed for services specifically aimed at combating domestic violence, sexual assault, and stalking, directly changing victim outcomes by allowing access to services and streamlining the criminal justice system's response.

The current practice for collaboration is that OCJS requires either a collaboration Memorandum of Understanding or letters of support among law enforcement, prosecution, and victim service providers in the application for FY 1996–99 VAWA funds. The monitor of the VAWA subgrants attends collaborative meetings during monitoring visits, inquires about the collaborative meetings, or asks to review the minutes of the collaborative meetings. Additionally, the VAWA program encourages participation from other agencies via the application and informational meetings.

The state agencies that have available funding for victims have formed a committee that includes the agencies and grant programs listed in the table below. The committee meets on a bimonthly basis to discuss the coordination of victim funds and underserved populations/service areas.

State Agency	Grant Programs Administered
Attorney General's Office	Victims of Crime Act and State Victims Assistance Act
Department of Health	VAWA Rape Prevention Education and Ohio Rape Crisis
Department of Job and Family Services	Family Violence Prevention Services Federal Grant and Ohio's Baseline Funding for Domestic Violence
Department of Rehabilitation and Correction	Does not administer grants but has an Office of Victim Services that ensures that victims of crime and their families are informed of and given the opportunity to participate in the correction process
Department of Drug and Alcohol Addiction Services	Substance Abuse Programs for Women
Office of Criminal Justice Services	STOP VAWA and Byrne

Per OCJS' directives, each project must choose an underserved population specific to its local community to target for services or enhance the services by cultural sensitivity training. The following are some of the underserved populations that were identified:

- Hearing-impaired community in Cincinnati.
- Appalachian population in the southeastern region of the state.
- Migrant workers in the northwestern region of the state.
- Amish community in the northeastern region of the state.
- African-American population in urban areas.



The 123rd General Assembly, Regular Session 1999–2000, passed legislation that streamlines the payment process for forensic medical exams for sexual assault victims. The legislation will allow hospitals to directly bill the Attorney General’s Office, thus taking the victim out of the billing process. The Ohio Victims of Crime Compensation Program will fund this initiative. OCJS, in partnership with the Ohio Department of Health, the Ohio Department of Human Services, and the Ohio Attorney General’s Office, worked on the legislation. This process was modeled after Iowa’s, which was recommended by Kathy Schwartz, former director of VAWO. Previously, Ohio code required the municipality or county in which the sexual assault occurred to incur the costs of the forensic medical examination.

Reflections on Continued STOP Funding: Receiving STOP funding was the impetus in streamlining the payment process for forensic medical exams. The STOP funding allowed administrators to reevaluate the current method of payment and seek this improvement.

In addition, the STOP funding creates a forum for collaboration and for equal funding priorities for domestic violence, sexual assault, and stalking among law enforcement, prosecution, and victim service providers.

With these funds, programs have been able to specifically target domestic violence, sexual assault, and stalking. The funding has allowed for special officers, prosecutors, 24-hour victim services, accessible services, education, awareness, and media efforts for women victims of domestic violence, sexual assault, and stalking.

Ohio needs these funds in order to allow services for domestic violence, sexual assault, and stalking victims to be accessible around the clock, enhance the quality of services, and educate the public that these are serious crimes that affect the community, not just the family.

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### ***Oklahoma***

The District Attorneys Council has administered the STOP grant since its inception in 1995 and has funded 107 subgrantees since 1996. We expended \$401,108 in 1995; \$1,553,578 in 1996; \$1,700,500 in 1997; \$1,736,600 in 1998; and \$1,671,000 in 1999, giving



Oklahoma a total of \$7,062,786 distributed to subgrantees in those five years.

The special initiatives and major funding focuses since the beginning of STOP have been to develop and implement more effective police and prosecution policies, protocols, orders, and services specifically dedicated to preventing, identifying, and responding to violent crimes against women, including sexual assault and domestic violence. Oklahoma has made vast improvements in the area of training law enforcement officers and prosecutors while also expanding specialized units, but we realize that without associated policies and protocols we will not see the fullest possible impact of these improvements.

At least 25 percent of the amount granted to Oklahoma was allocated, without duplication, to each of the following areas: law enforcement, prosecution, and victim services. The remaining funds were distributed across law enforcement, prosecution, victim services, and those falling into any other category on the basis of statewide need in relation to the expected benefit determined through individual application and evaluation.

The amounts Oklahoma received from 1995 to 1999 were summed across all subgrants awarded in each of the above-mentioned years. Oklahoma used money that was initially awarded but was not used by subgrantees to reallocate/reaward in 1999: 1995, \$32,000; 1997, \$105,405.36; and 1998, \$30,000.

The changes in how the criminal justice system handles violence against women cases are varied. Some prosecution offices now have a no-drop policy and use victimless prosecution. They have a very tight collaboration with the sheriffs' offices and hospitals and work with all of the social services agencies in their districts. Staff is limited, but district attorney offices endeavor to provide services for domestic violence and sexual assault victims. Former district attorneys were not able to "find" the funding for victims. Because the victim services units are almost totally funded by grants, the loss of any funding would drastically curtail activity on behalf of victims. The coalition and victim service agencies have seen an improvement in law enforcement response time and in the prosecution of domestic violence.

Prosecution offices now have high numbers of domestic violence and sexual assault complaints on file and have filed more domestic violence and sexual assault charges than in the past. Both the Department of Mental Health and Substance Abuse Services and the Oklahoma State Bureau of Investigation have reported an increase in the number of reports as more victims are seeking services. There is also an increased awareness of problems by prosecution, law enforcement, and victim advocates. Women are now encouraged to seek help and are referred to the appropriate agencies.



Training has been provided for all agencies to collaborate. While this has always been a strong point for our community, the training that has been provided in which members of each agency attend the same conference has not only achieved a very high level of trust but has honed skills in team building.

More agencies are promoting public awareness because it plays an important role to the underserved population. Rural law enforcement personnel labor under low pay, long hours, and too many calls and reports. As a result, high-priority crimes, such as homicide and drug use or sales, are given the most attention. The extra personnel provided through the STOP monies enables rural law enforcement agencies to have staff that can pay attention to the underserved populations, for example, hearing-impaired people, Hispanics, and Indians. Another underserved group that has received attention is partners of law enforcement personnel, a very important group in need of protection in rural communities.

Oklahoma's coalition feels there has been little or no change in the way the state addressees sexual assault. It has, however, increased training in this area. VAWA pays for investigators in some of the district attorneys' offices to be responsible for sexual assault and domestic violence investigations. In training events, the district attorneys' offices are addressing the seriousness of stalking as it pertains to domestic violence and sexual assault victims. They also assist victims of stalking with reporting and documenting the offender activity. They report that they have not had a lot of stalking cases; however, before VAWA, there had been no stalking cases filed by the district attorneys.

It is very important that Oklahoma continue to receive STOP funding. The level of funds available for domestic violence and sexual assault is minimal, and many of the successes could not have taken place without funding from VAWA. Funding is also necessary to continue educating everyone, from the police to the judges. Rural agencies do not have enough resources to meet the overwhelming needs of domestic violence and sexual assault victims. This is very important because we still have so much work to do. In continuing to improve our response time to victims of sexual assault, we must continually train our officers and the judiciary as well as our citizens in full faith and credit. The district attorneys' offices are just now at the point where they can begin to plan for prevention projects with youth (the key to ending violence against women) and to look to the future for intervention strategies. This development is the result of having enough people who have been dedicated to their agency to work on these problems. Domestic violence and sexual assault are so complex and resource-intensive that we must continue to direct more and improved resources to the problem.



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## ***Oregon***

Background: The Criminal Justice Services Division of the Department of Oregon State Police has administered STOP funds since FY 1995. There have been 315 subgrants awarded since 1996 with a total of \$8,627,961 awarded.

Special Initiatives/Major Funding Focuses: The Criminal Justice Services Division has prioritized set-asides for law enforcement and prosecution to victim advocacy within the criminal justice system. For example, STOP grants awarded to law enforcement agencies fund detectives and investigators that specialize in domestic violence, sexual assault, and stalking. STOP funds awarded to district attorneys' offices fund victim advocates or victim witness assistance programs.

The 25 percent set-aside of discretionary funds is allocated to non-profit victim service agencies. The 38 existing domestic violence and sexual assault programs in Oregon are currently unable to meet the demand for services. VAWA funds have assisted in stabilizing funds to these programs. Victims have had the ability to stay in shelter longer than 30 days, providing them more options for housing, employment, and child care.

Accomplishments: STOP funding has given the state of Oregon a more reliable annual funding base for victim services. The services have been provided through nonprofit shelters, victim assistance programs within district attorneys' offices, and local law enforcement agencies. The funding has streamlined services for victims of domestic violence and sexual assault and stalking. A lack of stable funding causes providers to spend a considerable amount of time fund-raising—time that could be better dedicated to providing advocacy to victims.

Changes in how the criminal justice system handles violence against women cases:

- STOP funding has provided advocates for victims at the scene of domestic and sexual violence crimes, victim/witness advocates through district attorneys' offices that stay with the victim throughout court proceedings, and more staff for advocates providing crisis intervention in shelter programs.





#### Changes in victim outcomes:

- STOP funds have changed the way law enforcement responds to victims of domestic violence, sexual assault, and stalking. More arrests are being made in assault cases, investigations are more extensive, and there is more sensitivity toward victims. The victim assistance units within prosecutors' offices offer more follow-through with victims throughout the court process. STOP funds have enhanced victim services to offer training to law enforcement and prosecutors' offices.

#### Changes in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities:

- Because of the collaborative nature of the STOP funding, agencies are receiving cross-training in domestic violence and sexual assault. STOP has funded full-time domestic violence investigators, sexual assault advocates, and court advocates and provided training for various disciplines within the criminal justice system.

#### Changes in reaching historically underserved populations of women:

- Traditionally underserved populations such as disabled, elderly, lesbian, rural, bilingual, and bicultural women continue to face barriers to shelter, civil legal services, affordable housing, and employment. In many rural areas of the state there are no shelters and only limited services are available. While most of the programs that receive STOP funds provide services for underserved populations, one of the most successful programs is Programa de Mujeres. This program provides services to mostly monolingual Latina survivors of domestic violence and sexual assault. They offer bilingual/bicultural staff, case management, emergency assistance, employment services, citizenship classes, and client advocacy.

#### Changes in how the state addresses sexual assault:

- STOP funds have been set aside to provide statewide multidisciplinary training on improving the law enforcement and prosecution response to sexual assault crimes.

#### Changes in how the state addresses stalking:

- The training and informal sharing of information between victim services, law enforcement, and prosecutors have led to more thorough investigations of stalking cases.



Reflections on Continued STOP Funding: STOP funding has filled numerous gaps in services to victims over the past five years. Victim services have had the opportunity to stabilize staff to provide advocacy to victims of violent crimes against women. STOP funding has facilitated the creation of local domestic violence units, which include law enforcement, prosecutors, and victim service providers. This has provided victims more efficient and effective services.

In 1998, the Criminal Justice Service Division contracted with the Multnomah County Health Department and the Oregon Health Division to conduct a statewide domestic violence needs assessment. The findings indicate that more than one of every eight Oregon women 18 to 64 years of age are estimated to have been victims of physical abuse (physical assault or sexual coercion) by an intimate partner in the past year, and three of every five Oregon children living in abusive households are estimated to have seen or heard the abuse in the past year. The needs assessment further identified barriers women face when they seek support and protection as well as gaps in services. Continued STOP funding is crucial in helping to eliminate barriers and gaps in service; reduce the prevalence of domestic violence, sexual assault, and stalking; and improve the criminal justice system's response to violent crimes against women.

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## *Pennsylvania*

Background: The Pennsylvania Commission on Crime and Delinquency (PCCD) has been responsible for the administration of STOP grant funding since 1995, when the federal approval of PCCD's application for support was granted. Since 1995, 164 subgrants have been awarded in Pennsylvania with STOP grant funding. The total amount of these awards, since FY 1995, is \$24,640,925.

Special Initiatives/Major Funding Focuses: The major funding focuses of Pennsylvania's STOP Violence Against Women Program were determined as a result of problems that were identified by the STOP Violence Against Women Planning Subcommittee. These problems included the lack of understanding of the dynamics of violence against women, resulting, in some instances, in a lack of commitment to treat violence against women as a crime; a lack of education/technical assistance on the complexities of prosecuting cases of violence against women; a lack of policies and protocols



that establish the standards for responding to violence against women; and a lack of resources to adequately respond to the successful prosecution of the offender and the service needs of victims. As a result, the following goals were determined: reducing and eventually eliminating violence against women in Pennsylvania; increasing the understanding of the dynamics of violence against women among the general public as well as the criminal justice and relevant professional communities; promoting a vigorous and effective response to violence against women among law enforcement and prosecution through training and technical assistance, model protocols, and sufficient resources; and enhancing the capacity of victim service agencies to provide the broad range of services needed through a substantial commitment of additional resources. Each of these initiatives and goals has existed throughout the life of the STOP Grant Program in Pennsylvania. The success of the initiatives and goals continues year after year. Some of the successes include the hiring of specialized prosecutors to specifically prosecute violence against women cases; the development of countywide protocols for responding to violence against women; statewide and local training to law enforcement, prosecution, and victim services on the dynamics of violence against women; and enhanced services to victims of domestic violence and sexual assault.

The PCCD uses the 25 percent discretionary funding for the victim services component of the STOP Grant Program. This has assisted the state in achieving the goal of enhancing the capacity of victim service agencies to provide a broad range of needed services. This spending has resulted in victim service agencies being able to hire additional staff that provide services to victims of domestic violence and sexual assault as well as training to the law enforcement and prosecution components of the project.

Accomplishments: Changes that have occurred on how the criminal justice system handles violence against women include vertical prosecution, more successful prosecution of violence against women cases, and a consistent and coordinated response to violence against women. These changes were accomplished by funding assistant district attorneys specializing in handling violence against women, establishing countywide protocols for law enforcement and prosecution to handle cases involving violence against women, and providing training to each component of the project.

Changes that have occurred in victim outcomes include additional, enhanced, and specialized services to victims of domestic violence and sexual assault. As a result of these services, more victims are willing to be involved in the process and more victims are receiving a comprehensive array of services in addressing their individual needs.



Changes in the level of collaboration among agencies have increased as a result of required coordinating team meetings. Each county that receives STOP funding is required to establish a coordinating team that includes representatives of law enforcement, prosecution, and victim services. These teams are required to meet at least four times per year. These meetings have resulted in an overall understanding of domestic and sexual violence by each component. Because of this overall understanding, the counties are more aware of the needs of their individual communities and can address those needs accordingly.

Changes that have occurred in reaching underserved populations include increased outreach to the underserved communities and expanded services to those communities. Prior to the STOP funding, minimal services were provided to the underserved populations in the counties. This was due to a lack of resources available to address the special needs of the individual populations. As a result of STOP grant funding, victim service agencies were able to expand their services and hire additional staff to address the needs of the underserved populations in their communities.

Changes in how the state addresses sexual assault include better knowledge of the dynamics of sexual assault, which assists in the overall services provided by law enforcement, prosecution, and victim services. Training on sexual assault has been provided to law enforcement and prosecution on the dynamics of sexual assault. This has enabled each component to better respond to the needs of sexual assault victims in all components of the project. Counties have also developed countywide protocols on responding to incidents of sexual assault. This provides for a coordinated, consistent response to victims of sexual assault by law enforcement, prosecution, and victim services. Counties have also begun to develop SAFE/Sexual Assault Nurse Examiner (SANE) programs, in which a nurse trained in addressing sexual assault provides victims with a thorough examination. They also provide law enforcement and prosecution with the evidence needed to prosecute a sexual assault case.

Changes in how the state addresses stalking include better knowledge of the dynamics of violence against women, including stalking, which assists in the overall services that are provided by law enforcement, prosecution, and victim services. This is accomplished through the training of law enforcement, prosecution, and victim services on the dynamics of stalking. Stalking crimes have also been included in the countywide protocols that were developed to respond to incidents of domestic violence by law enforcement, prosecution, and victim services.

Reflections on Continued STOP Funding: It is extremely important for Pennsylvania to continue to receive STOP grant funding, so that the established goals can continue to be met and expanded.



Although our goals are ongoing, they continue to expand from year to year. This results in a continued need to provide enhanced services to victims of violence against women as well as maintain what has already been achieved. Without the STOP funding, counties across Pennsylvania would not be able to keep the projects going, which would result in a decrease of services provided. This funding is critical to future successes in addressing violence against women in the communities across Pennsylvania as the state moves closer to accomplishing its goals. The collaboration among victim services, law enforcement, and prosecution initiated with these grants is still in its formative stage. The bonds created within these systems need to be further nurtured through training, technical assistance, and grants in order to further strengthen the fight against violence against women on the front lines.

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### ***Rhode Island***

The Rhode Island Justice Commission (RIJC) is the state agency designated by the governor to administer federal grant programs pertaining to the criminal justice system. The STOP VAWA grants have been administered by this agency since the start of the program.

Through the STOP program, the RIJC has awarded the following number of subgrants in each fiscal year thus far: FY 1995, 5; FY 1996, 7; FY 1997, 8; FY 1998, 8; and FY 1999, 6. The following is a summary of the amount of money that has been subgranted in each of the funding categories:

	Victim Services (\$)	Law Enforcement (\$)	Prosecution (\$)	Supreme Court (\$)
FY 1995	203,197	95,209	101,175	10,000
FY 1996	372,800	201,400	201,400	30,000
FY 1997	392,750	107,680 <sup>1</sup>	211,375	30,000
FY 1998	396,550	135,560 <sup>2</sup>	213,275	30,000
FY 1999	399,400	71,118 <sup>3</sup>	214,700	30,000

1. \$103,695 of law enforcement money has not yet been allocated in subgrants.

2. \$77,715 of law enforcement money has not yet been allocated in subgrants.

3. \$143,582 of law enforcement money has not yet been allocated in subgrants.

The VAWA Planning Committee, in conjunction with the Law Enforcement Training Task Force and the Curriculum Development Committee, has worked to establish funding initiatives that promote coordination among key stakeholder agencies.



With the support of STOP funds, a specialized domestic violence and sexual assault unit has been established at the Department of the Attorney General. In addition, a curriculum has been developed for the training of all law enforcement officers in the state. The VAWA Committee is in the process of scheduling a second round of training. In a collaborative effort, the police department and the local victim service agency are partners in the Law Enforcement Advocacy project. There are four advocates located throughout the state.

A small portion of the 25 percent discretionary funding goes to the Supreme Court Domestic Violence Training & Monitoring Unit. This unit developed a data form to be completed by police officers responding to and investigating incidents of domestic violence and sexual assault. The remaining funds are allocated to the victim service agencies.

Since the beginning of the STOP Program, the Rhode Island criminal justice system has provided a much more coordinated response to domestic violence and sexual assault. The advisory committees provide an outlet that allows key decisionmakers the opportunity to discuss the development of projects and initiatives and better understand the roles and responsibilities of committee members. Specialized programs have been developed to reach out to victims in historically underserved populations.

The STOP Program has provided a crucial funding stream that has enabled the Coalition Against Domestic Violence and the Sexual Assault & Trauma Resource Center to expand their services and develop new projects and initiatives. Projects such as the Law Enforcement Advocacy program allow police departments and victim service agencies to use a team approach to addressing the needs of victims. Without STOP funding, many of these critical services and programs would not be possible.

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### ***South Carolina***

**Background:** In South Carolina, STOP funding is, and has always been, administered through the South Carolina Department of Public Safety (SCDPS), Office of Justice Programs. The first set of awards was in FY 1995. Below is a breakdown of the awards by year. Planning and administration is included in column 3. The years with an R after them are reverted funds.



FY	Number of Grants	Amount Awarded to Subgrantees (\$)	Total VAWA Award (\$)
1995	4	416,329	426,324
1996	36	1,782,046	1,777,000
1996R	21	237,740	—
1997	26	1,946,000	1,946,000
1997R	39	234,212	—
1998	50	1,988,000	1,988,000
1998R	0	—	—
1999	37	2,044,000	2,044,000
1999R	NA	—	—
2000	40	1,964,000	1,964,000

*Reverted* is the designation used for funding that is returned to SCDPS by the subgrantees at the end of a grant cycle. For example, SCDPS awards \$25,000 to a domestic violence shelter. It gets a couple of good deals on equipment, or a grant-funded employee leaves and the replacement of that person takes a couple of weeks. The shelter has the option of doing a budget revision to use the funds it was awarded, but it might not have any other identified needs at that time. In the event the shelter has funding left at the end of the grant cycle for that fiscal year award, the amount goes back into the pot, another request for proposal is sent out to any interested agencies or organizations, and the whole grant process begins again. Usually, reverted funds are used for one-time expenditures such as equipment, consultants, and installations.

Subgrantees Spotlight, The Victim Services That VAWA Built: *Acercamiento Hispano*, which received honorable mention in the *2000 Report Evaluation of the STOP Formula Grants to Combat Violence Against Women* from the Urban Institute (NIJ Grant No. 95-WT-NX-0005), is in its fourth year of funding. The project is a statewide effort to improve the quality of life for the Latino/Hispanic community. They, in conjunction with other agencies who call on them from around the state, offer translation services, court and forensic examination accompaniment, legal services, shelter, counseling, and other needed services, all in the victims' native language. Never was the need for this program and others like it so beautifully illustrated as when a local law enforcement officer called on *Acercamiento Hispano* for translation assistance for a victim who spoke only a dialect of Russian. The translator was found, the woman received assistance, and, best of all, the woman was not further traumatized by her inability to communicate in English. Imagine the relief of a domestic violence victim who no longer has to depend on her abuser to intercede for her with the rest of the world.

*Low Country Women in Crisis*, in its second year of funding, is a coordinated community response to violence against women in the Charleston area. Combining services from first responder advocacy, from law enforcement to forensic examination with state-of-the-art equipment from the Sexual Assault Nurse Examiner and expe-





rienced medical staff; to counseling, follow-up, and advocacy from the trained staffs of local nonprofits who address all of the areas of sexual assault, domestic violence, and stalking; to the sensitive and aware judicial treatment from the solicitor's office staff, this program has piloted the one-stop shop approach to victim services in the community. This project reports a reduction in trauma to the victim, who no longer has to replay her victimization at every step of the process, and an increase in the number of victims who are willing to report their incident. Most important, the program reports an increase in the number of successful prosecutions thanks to well-documented examinations and victims who feel they can succeed in prosecution.

Many law enforcement agencies in South Carolina have gotten domestic violence kits for their officers thanks to VAWA funding. Rapid and thorough evidence collection at the first responder stage is crucial to subsequent successful prosecutions. These first responder domestic violence kits include a digital camera to record the scene and injuries in an immediate, reproducible, and sharable format; a digital videocamera for statements that do not require more time than it takes to perform the interview; and a voice-activated tape recorder that captures without prejudice excited utterances and spontaneous speech. Without proper evidence, there can be no victimless prosecution, and as the very nature of domestic violence victims is such that a victim will most likely recant, evidence becomes the deciding factor in the success or failure of a case.

Four nonprofit agencies that, combined, serve 41 of South Carolina's 46 counties will continue to assist victims of domestic violence with filling out and filing Orders of Protection and restraining orders that protect them from further violence. These agencies together account for only a small portion of the total funding, and yet they support a dramatic cross-section of South Carolina's population.

Thanks to funding from VAWA, every law enforcement officer who gets certified in South Carolina will receive comprehensive training in all aspects of domestic violence, from officer safety to presentation in a courtroom, under a grant to the South Carolina Criminal Justice Academy. This program is in its third year of funding and reports requests from all over the state for in-service training. This project has an on-site component and plans to videotape its training for better dissemination with lower costs.

Judges, magistrates, and other members of the judicial system in South Carolina have access to training in domestic violence, sexual assault, and stalking laws and their practical application, again thanks to funding under VAWA. This project, under the South Carolina Office of the Attorney General, is the longest-running VAWA project under SCDPS, preparing for its sixth year of funding.





The Catawba Indian Nation has an outreach program specifically addressing sexual assault, which is housed in the Long House on the reservation. With continued funding from VAWA, the agency that staffs the project is considering adding a domestic violence and stalking component.

A significant number of college campuses will be safer for student populations thanks to a project that offers sexual assault and stalking education. This project has gone from one local campus effort to South Carolina colleges and universities in general becoming aware and motivated to prevent victimization on their campuses.

Victim-specific technology may change the way the South Carolina judicial system handles bond hearings with a project using a geopositioning satellite to channel an offender's location information through law enforcement. The offender wears a tamper-proof alarm system that activates the victim's pager and law enforcement's 911 center simultaneously should the offender breach a victim's hot zone, an area or areas identified by the judge at the bond hearing.

South Carolina is slowly but surely changing the common consciousness to a more victim-aware attitude with the various projects and statewide initiatives made possible by VAWA funding. Successful prosecutions are up, recidivism is down, and turf issues are beginning to take a back seat to the all-important task of helping female victims of sexual assault, domestic violence, and stalking to take their lives back or, in some cases, build them for the first time.

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### ***South Dakota***

Background: The South Dakota Department of Social Services administers STOP funding. Approximately 150 subgrants have been awarded, for a total of \$2,061,000.

Special Initiatives/Major Funding Focuses: Law enforcement training, enhanced prosecution, and enhanced services for victims have been the three major initiatives of the grant. The goal was to provide training that would enhance police officer investigation and thereby provide a prosecutor with information necessary for a successful prosecution. Victim services focused on enhanced advocacy



for women throughout the criminal justice process. The success of these activities is measured by the following: the number of hours law enforcement officers receive ongoing domestic violence training; the number of successful convictions in those jurisdictions that receive STOP funds; and victims' stories of how advocates gave them the support and courage to cooperate in the criminal justice process.

In the beginning, the discretionary funds were part of the law enforcement and prosecution training budget. In subsequent years they have funded two full-time court advocates located in the two largest cities in the state and a pilot batterers group.

Accomplishments: Changes have been made in how the criminal justice system handles violence against women cases.

- For those jurisdictions that receive a STOP prosecution grant, additional time and attention to domestic violence and sexual assault cases has resulted in an increased rate of convictions.

Changes have been made in victim outcomes. Successful prosecutions hold offenders accountable, making victims safer.

- There have been changes in levels of collaboration between and among criminal justice system agencies and victim service agencies in communities. The law enforcement training has been open to officers, prosecutors, judges, and victim advocates. The training has promoted an understanding between disciplines and helped establish a coordinated community response to domestic violence and sexual assault.

Changes have been made in reaching historically underserved populations of women.

- Enhanced victim services, especially court advocacy, has been provided through existing shelters.

Changes have been made in how the state addresses sexual assault.

- The state has enhanced investigations and added victim advocate support.

Changes have been made in how the state addresses stalking.

- The stalking laws have been strengthened through a better understanding of the issue.

Reflections on Continued STOP Funding: Training law enforcement is key in the response of the criminal justice system to domestic violence and sexual assault. The STOP prosecution grants assist



those counties so that part-time or deputy state's attorneys can devote the additional time needed to successfully prosecute domestic violence and sexual assault cases. Victim services are able to provide enhanced advocacy to women and children.

It is very important for South Dakota to continue to receive STOP funding. South Dakota is a very rural state with limited resources.

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### *Tennessee*

The Office of Criminal Justice Programs (OCJP), which is located within the Tennessee Department of Finance and Administration, continues to serve as the state administrative agency for the STOP Violence Against Women Act Grant Program in Tennessee. Over the past five years, the STOP Program has provided a vehicle for pioneering new violence intervention projects in Tennessee. From its humble beginnings in 1996, the STOP grant has been a rousing success in Tennessee for our subrecipients in law enforcement, prosecution, and victim service agencies.

Tennessee's use of STOP funds over the past five years has extended beyond the metropolitan areas to the major rural areas of Tennessee and beyond the obvious service populations to those previously underserved. STOP funds will ensure that services are offered to victims of domestic violence where those services would not otherwise be available.

Tennessee's implementation of the STOP program is evolving along with its criminal justice system. In fact, Tennessee's use of the STOP funds is part of a concentrated and systematic effort to improve the infrastructure of the state's criminal justice system. The state of Tennessee continues its commitment to reduce violence against women, to enhance victim safety, and to improve the state's overall criminal justice system each year it administers the STOP program.

Since 1996, OCJP has funded 70 different programs, most for multiple years, and allocated funding by fiscal year as follows:

Funding has focused on the federal purpose areas, with particular attention to sexual assault, victim advocacy, and specialized law enforcement and prosecution units. These initiatives have been



	Prosecution (\$)	Law Enforcement (\$)	Victim Services (\$)	Discretionary (\$)	Total (\$)
FY 1995	95,000	92,745	95,012	109,145	391,902
FY 1996	546,913	538,186	546,963	542,654	2,174,716
FY 1997	610,137	603,083	609,984	604,429	2,427,633
FY 1998	627,000	617,296	622,342	625,283	2,491,921
FY 1999	642,464	642,078	640,372	639,133	2,564,047
FY 2000	415,056	303,893	587,667	232,382	1,538,998

long term. Although STOP funding was initially envisioned as seed money, ongoing funding has been necessary to continue programming, with the exception of some law enforcement agencies. Discretionary funding has primarily been used to fund nonprofit and local government victim service programs in addition to a domestic violence benchbook for judges.

There have been many accomplishments as a result of STOP funding. STOP subrecipients have received training on logic model development and have become much more adept in describing the outcomes of their programs. Subrecipients are beginning to collect data relative to their outcomes. Collaboration between law enforcement, prosecution, and victim service programs has improved across the state, which has had a positive impact on the services available to victims as well as the system of response. Tennessee has an increasingly diverse population, and efforts are continuing to identify and address the special needs of underserved populations. There has been an increase in the number of sexual assault programs available to victims across the state. Tennessee will continue to monitor the problems and needs of our victims and response system and develop strategies and programs that are responsive.

While Tennessee has made significant progress in improving the criminal justice system's response to violence against women, more remains to be done. In many counties, victims continue to have limited access to critical services and support. The need to develop additional services and programs for family violence victims is ongoing. The availability of continued STOP funding is critical to the continued success of these initiatives. Without VAWA funding, many of these programs, particularly victim service programs, would be unable to secure alternate funding and would be discontinued.

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*Texas*

The Office of the Governor, Criminal Justice Division (CJD) administers STOP funds. These funds have been administered by CJD since the inception of the STOP Formula Grant Program in 1995. Over the past five years, CJD has awarded 500 grants, totaling \$29.9 million. Of this, approximately \$7.1 million has been disbursed to law enforcement projects, \$7.3 million to prosecution projects, and \$15.5 million to victim service projects. Historically, it has been difficult for all communities to have access to direct victim services because Texas is so large and includes both rural and urban areas. Therefore, the majority of the discretionary funding has been used to assist in filling this gap.

Based on progress report data, the state of Texas has been able to provide direct services to 231,583 victims through these grant funds. Of this number, 83 percent have been victims of domestic violence, 13 percent have been victims of sexual assault, and 1 percent have been victims of stalking. The purpose area addressing the provision of services to stalking victims was added to the State Implementation Plan as an eligible funding category in only 1999, which accounts for the low percentage of victims served to date. We do anticipate that the percentage of stalking victims served will increase significantly, however, once all final reporting data have been compiled on current grants. In addition, an average of 45 percent of the victims served during the past five years have been considered to be from historically underserved populations. This number has increased steadily over the years, with only 18 percent of victims reported as underserved in 1995 and 55 percent in 1998. In 1999, the state began tracking the number of personnel trained through STOP funding, and to date both local and statewide grantees have provided training to 35,760 individuals, including law enforcement officers, prosecution personnel, medical personnel, nonprofit providers, and community leaders. Also, through this funding, Texas has been able to staff special units within law enforcement and prosecution offices to focus on cases involving violence against women. In 1999 alone, the STOP Program supported 34 of these special units, many of which collaborated with area nonprofit service providers for referrals to crisis counseling, shelter, or other services. These types of collaborative efforts have dramatically impacted the safety of victims. Based on documenta-



tion from the Texas Department of Public Safety, while family violence incidents have increased 3 percent over the past five years, the number of women killed by intimate male partners has decreased by 24 percent. This decrease in the fatality rate can be directly attributed to the increased services provided through the STOP Program in conjunction with the willingness of the criminal justice system to collaborate with local service providers to keep women and their children safe.

STOP funding has become an integral part of the victim services provided in the state of Texas. Unlike other grant programs, this funding source allows grantees to not only provide direct services, but also enhance those services through an emphasis on training and the promotion of a coordinated community response. While there are other funds available in the state for domestic violence and sexual assault shelters, the STOP Program's emphasis on the investigation and prosecution of these crimes is unique. Any gap in the provision of these funds could severely hinder the ability of many local communities to process these cases in an expedient manner.

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## **Utah**

The Commission on Criminal and Juvenile Justice Victim Services Division (Utah Office of Crime Victim Reparations) administers Utah's STOP Program. Since the inception of VAWA, 238 programs have received \$6,600,000 to develop initiatives that combat violence against women. Thirty percent, or \$1,980,000, supported nonprofit victim service programs; 25 percent, or \$1,650,000, supported prosecution initiatives; 25 percent, or \$1,650,000, supported law enforcement programs; and 20 percent, or \$1,320,000, supported discretionary efforts. The average VAWA-funded program received \$27,731, and award amounts ranged from \$7,000 to \$99,500.

Utah's efforts to address violence against women focused on six out of the seven national STOP Program purposes. Training: The state's attorney general's office developed training manuals and programs addressing stalking, rape/sexual assault, and domestic violence. Its expert staff traveled throughout the state training law enforcement officers and prosecutors to identify and respond to these crimes.



**Specialized Advocacy Services:** 24 victim advocacy programs have been developed within local law enforcement and prosecution agencies. These programs provide essential support to domestic violence, rape, and stalking victims as their cases progress through both civil and criminal justice systems. **Development, Enlargement, and Strengthening of Victim Service Programs:** STOP funds have enabled domestic violence shelters to provide services 24 hours a day/seven days a week. Knowledgeable, skilled intake workers are available to assist crime victims at all times. Additional client needs are met through specialized programs for women of color and children. With VAWA funds, the state developed a statewide sexual assault coalition (UCASA) with the goal of developing rape recovery services and a statewide standardized sexual assault training program. Prior to the establishment of UCASA, five rape recovery programs existed in the state. Since the inception of UCASA, seven additional programs have been developed and four are being developed. **Specialized Law Enforcement and Prosecution Units and Development and Implementation of More Effective Police and Prosecution Policies and Protocols:** Specialized units of law enforcement officers and prosecutors track perpetrators, increase arrest rates, and aggressively prosecute domestic violence and rape/sexual assault crimes. In one county attorney's office, approximately 25 percent of the total adult criminal prosecution efforts are focused on sexual assaults. **Discretionary Program Initiatives:** Domestic violence victims receive assistance with obtaining protective orders; members of the clergy receive domestic violence training; immigrant victims of domestic violence receive specific legal assistance in regularizing their immigration status and obtaining legal employment authorization; sexual assault forensic evidence collection policies, protocols, training, and staffing have been supported; a rape/sexual assault training program is available to the judiciary; and court clerks receive domestic violence and protective order training. **Data Collection and Communication Systems:** These support prosecution data standardization and develop a domestic violence death review team/program. An example of changes in levels of collaboration between and among criminal justice system agencies and victim service agencies in one Utah community is best described in this county attorney's own words.

When a woman is a victim of domestic assault in the county, all three VAWA-supported agencies become involved (shelter, police, and county attorney). The victim receives shelter services, police and court advocacy, referrals to other relevant community support programs, protective order counseling, and CVR assistance. Through the three agencies, each victim receives appropriate caring and coordinated assistance that begins when the police officer arrives on scene or when the victim walks into the shelter. It continues through the entire criminal case, counseling, and restitution. This quality service is only available through the services of all three agencies. The services would diminish or disappear



if VAWA funding was reduced or eliminated. I am personally very grateful for this funding as I see every day how helpful it is to our abused women.

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## ***Vermont***

The Vermont Center for Crime Victim Services is the state agency that has been charged with administering STOP funding since it was first awarded in 1996. The Center has awarded 50 subgrants totaling \$3,172,153, with \$1,360,541 going toward prosecution entities, \$999,676 to victim service agencies, and \$811,936 to law enforcement.

Since the beginning, Vermont's goal has been to promote a timely, effective, and victim-centered response to crimes against women through the creation of multidisciplinary investigation and prosecution units at the county level. These projects are ongoing, and the number of successful prosecutions has increased. Fifty thousand dollars per year of available discretionary funds is targeted toward law enforcement training; the rest is spread throughout the multidisciplinary units.

The collaboration fostered within these multidisciplinary units funded with STOP dollars has, indeed, improved how the criminal justice system handles cases of violence against women in Vermont. Evidentiary-based prosecution strategies and the assistance of court-based victim advocates have made the entire process less traumatic for victims, while also achieving an increase in the number of successful victim outcomes. Funding has brought these units to previously underserved rural regions of the state.

There is no question that these units would collapse should STOP funding be discontinued. As it stands now, these funds are insuffi-





cient to provide services statewide. We have had little success in gaining state funding to supplement federal funds; it would be impossible to find sufficient funds to replace federal dollars.

STOP TA staff members have been assisting the Center in assessing past successes and planning for an improved coordinated community response in the future. There are plans to expand the scope of county projects in several ways. County domestic violence task forces may take on a project oversight role. Cases may be tracked over a greater length of time to ensure victim safety and offender accountability long after investigation and prosecution activities have ended. Without continuation of STOP funding, these efforts have little or no chance of becoming a reality.

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## *Virginia*

The Department of Criminal Justice Services (DCJS) has administered STOP grant funding in Virginia since the VAWA was implemented. The following table shows the number of subgrants and the amount of funds awarded for the past five years.

	Law Enforcement		Prosecution		Victim Services		Discretionary		Annual Totals	
	Grants	Funds Awarded (\$)	Grants	Funds Awarded (\$)	Grants	Funds Awarded (\$)	Grants	Funds Awarded (\$)	Grants	Funds Awarded (\$)
FY 95	9	77,718	5	95,012	11	113,128	3	43,074	28	328,932
FY 96	28	595,745	21	696,160	32	669,067	20	638,566	101	2,599,538
FY 97	25	737,437	21	742,221	37	836,366	23	691,327	106	3,007,351
FY 98	31	792,131	24	913,140	44	985,344	19	517,961	118	3,208,576
FY 99	27	861,257	23	918,323	43	999,457	14	411,951	107	3,190,988

STOP funds have been used over the past five years to support specialized training initiatives. The goal of these initiatives was to strengthen the Virginia criminal justice response to violence against women and to foster collaborative efforts at the local level. In 1997, DCJS distributed more than 1,000 camera kits to law enforcement as an incentive to attend training on evidence collection in domestic violence cases. Each year since 1997, when Virginia passed its mandatory arrest law, DCJS has provided specialized training to teams of law enforcement officers and victim advocates in the use of their domestic violence curriculum for law enforcement. STOP funds have also supported two regional institutes each summer for multidisciplinary audiences: domestic violence in 1998, sexual assault in 1999, stalking in 2000. Funds have also been used to sup-



port training of judges and magistrates on family violence and a statewide conference on the use of protective orders.

Discretionary funds have been granted to Sexual Assault Nurse Examiner programs to support training and to purchase equipment, to local agencies that coordinate community response to domestic violence and sexual assault, and to state coalitions and statewide agencies to provide training and collect data.

These activities have succeeded in bringing advocates, criminal justice professionals, and survivors together at the local level to create and sustain collaborative efforts. These efforts have contributed to an increase in the number of misdemeanor assault arrests and an increased focus on the safety and welfare of victims of sexual assault and domestic violence.

STOP funding has been vital to the successful implementation of Virginia's mandatory arrest law, which has resulted in more arrests, better investigation of domestic violence cases, and a significant increase in the number of protective orders. It has also provided resources to not only train but also directly support attorneys who use evidence-based prosecution techniques.

STOP funding of colposcopes and other sexual assault evidence-gathering equipment has resulted in much more effective prosecution of these cases.

STOP funding has also been a factor in the dramatic increase in the number of local Sexual Assault Response Teams (from two to six or more) and domestic violence coordinating councils (from 8 to more than 40).

STOP funding is supporting local programs in remote rural areas, in several urban areas serving a majority of African-American women, and in Northern Virginia, where victim service providers are reaching a diverse ethnic population.

The Virginia stalking statute, enacted in 1992, was underused until STOP funds provided support for the training of criminal justice professionals and victim advocates. Use of this charge in domestic violence and sexual harassment cases is likely to continue to increase.

The loss of STOP funds to Virginia would seriously jeopardize the safety of many women. While a few localities would pick up the services, many agencies, particularly those in rural areas and those serving non-English-speaking populations, would terminate their



programs. Virginia has come a long way in its efforts to end violence against women, but this problem is a long way from being solved.

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## ***Washington***

The Department of Community, Trade, and Economic Development, Office of Crime Victims Advocacy, has always administered Washington State's STOP funding. Since 1996, Washington State has funded 356 subgrants, totaling \$8,077,723. Of this total, law enforcement, prosecutors, and victim services each received approximately \$2,692,574. From our discretionary funds, \$1,250,000 was provided to fund 44 projects serving underserved populations, and \$360,000 has been awarded to the state domestic violence and sexual assault coalitions for technical assistance.

Washington State's major STOP funding focus has been on the method of funding distribution to the local level. To ensure that a diverse group of urban, nonurban, and rural communities all benefited from the resources provided through the STOP grant to this state, at least 75 percent of the funds were allocated to Washington's 39 counties on the basis of a formula, rather than through a competitive process. Thus, counties of varying geographic size and demographic composition have not been required to compete against each other for these funds.

Washington State has used its 25 percent discretionary funding in three main areas: (1) computer linkage for victim service providers, (2) an underserved populations grant, and (3) technical assistance through the domestic violence and sexual assault coalitions. This funding has assisted the state in the planning, development, and implementation of a statewide computer network connecting community-based victim service providers. This linkage will enable instant access to statutes, research information, consultation, statistics, and a variety of resources. In addition, such a linkage will enhance communication, enhance technical assistance, and save time by allowing electronic transmittal of funding applications, contracts, data, and other technical information. For the past four years, Washington State has funded projects to serve previously underserved populations. Some of these projects focus on improv-



ing the criminal justice response, while others provide services that enable underserved populations to participate in the criminal justice system. Finally, the third project funded with the 25 percent discretionary funding has been technical assistance. Initially, several communities struggled with the implementation of STOP grant activities. Both the state sexual assault and domestic violence coalitions have been funded to provide ongoing technical assistance to those communities. As a result of that technical assistance, for the most part, communities have been able to work through their struggles, and all counties are participating at some level with implementation of the STOP grant goals.

With the STOP grant funding, we have been able to encourage collaboration and teamwork at the local level. Communities have formed collaborative partnerships as well as developed coordinated responses to sexual assault, domestic violence, and stalking. More specifically, because of the increased awareness about the criminal justice system's response to violence against women, law enforcement and prosecutors have actively been in search of and receiving much-needed training. The funding has also strengthened and improved the delivery of victim services to traditionally underserved populations of women.

STOP grant funding is critical to our continued efforts in encouraging local communities to collaborate and coordinate an effective response to violence against women. This funding is necessary to increase services in response to violence against women in underserved populations, including immigrant women, older women, disabled women, rural women, and women of color. Additionally, smaller communities depend a great deal on these funds because they often may have limited access to resources.

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## ***West Virginia***

**Background:** The Division of Criminal Justice Services (DCJS) has always administered STOP funding. Since FY 1995, DCJS has funded 127 subgrantees and has provided \$4,900,573 in STOP funding.

Special Initiatives/Major Funding Focuses:

- Collaboration (county STOP teams)



- Prosecution and law enforcement training
- Evaluation
- Victim services database
- Full faith and credit conference
- Sexual Assault Response Teams (SARTs) and Training

Except for the full faith and credit training, all of the initiatives have been ongoing.

The funding initiatives were implemented to fulfill the goals of the five-year STOP VAWA strategic plan:

- Increase collaboration of criminal justice, victim service, and health care agencies and professionals in responding to violence against women.
- Increase collaborative training of all professionals and paraprofessionals that provide services to victims of violence against women.
- Improve data collection and sharing of information concerning violence against women.
- Increase advocacy, shelter, counseling, and other services available to female victims of violence.
- Increase public awareness of violence against women.

Successes include the following:

Collaboration (County STOP Teams):

In FY 1995, eight teams consisting of, at a minimum, victim services, prosecution, and law enforcement were created. In FY 1999, 28 teams existed.

Statewide Collaboration (Statewide STOP Team):

On a statewide level, the West Virginians Against Violence Committee was created in 1996 to serve as the advisory committee to the STOP VAWA program. It is a 10-member committee consisting of the following: victim services (sexual assault and domestic violence), prosecution, law enforcement, citizens at large, victims, corrections, and human rights.



### Law Enforcement and Prosecutor Training:

Since 1996, the West Virginia Prosecuting Attorneys Institute has conducted 14 training sessions and has trained more than 1,800 law enforcement officers and prosecutors.

### Evaluation:

Since 1996, the Division of Criminal Justice Services Statistical Analysis Center has annually evaluated and produces an outcome report of STOP team activities.

### Domestic Violence Database:

The West Virginia Coalition Against Domestic Violence developed a database for the 13 domestic violence shelter programs and 20 domestic violence outreach offices in the state.

### Full Faith and Credit Conference:

This two-day conference covered 17 full faith and credit sessions, and 252 people were in attendance. Law enforcement, victim service providers, prosecutors, judges, magistrates, and probation representatives participated.

### SART Teams and Training:

The West Virginia Foundation for Rape Information and Services hosted one statewide SART training; 130 people were in attendance. The West Virginia Foundation for Rape Information and Services hosted four regional SART training sessions with 141 people in attendance. Eighteen SART teams are in existence in the state.

Discretionary funding has been spent on the following initiatives:

- STOP evaluation
- Perpetrator intervention programs
- Training
- Databases

Discretionary funding allowed DCJS to fund pilot-type projects such as perpetrator intervention programs and the statewide database project.

### Accomplishments:

- In the counties where STOP teams exist, the criminal justice system has taken a holistic approach to female victims of violence.
- Because of the overwhelming support, it has been reported that victims are following through with court proceedings.



- In order to receive a STOP grant in West Virginia, a county team must be developed that consists of, at a minimum, law enforcement, victim services, and prosecution. STOP Teams meet on regular basis to discuss case-specific topics or system change issues.
- VAWA funding has allowed for the establishment of approximately nine domestic violence outreach offices in rural West Virginia. Before the outreach offices were developed, no services existed in those counties.
- Sexual assault issues are more known than before STOP funding. As stated earlier, West Virginia now has 18 SART teams. Before VAWA funding, West Virginia had none.
- Because of VAWA-funded prosecutors and law enforcement officers, more stalking cases are being investigated and prosecuted than ever before.

Reflections on Continued STOP Funding: STOP funding is vital to West Virginia's continued success in county team collaboration. If West Virginia received continued funding, the current 28 STOP teams could continue their work. If West Virginia received increased funding, additional county teams could be funded. The STOP teams are the heart of VAWA funding in West Virginia.

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### ***Wisconsin***

From the inception, the Office of Justice Assistance (OJA) has administered VAWA. OJA is a division of the State of Wisconsin Department of Administration. OJA has worked hard to build collaborative partnerships with the victim service coalitions, the Wisconsin Coalition against Sexual Assault (WCASA), and the Wisconsin Coalition Against Domestic Violence (WCADV), as well as prosecution and law enforcement agencies and other state agencies administering VAWA discretionary funds and other state and federal funds that address similar populations, such as VOCA and FVSPA.

Since 1995, progress has been made in both domestic violence and sexual assault. OJA has made a commitment to move toward the equal division of VAWA resources between the two problem areas.



This is a long-term goal. Some short-term impact is apparent. Prior to VAWA funding there were 21 sexual assault programs statewide. Now there are 36, a 58 percent increase. In domestic violence, the impact of VAWA has been especially strong in the areas of underserved ethnic populations and in rural populations.

As a result of the planning process mandated by the passage of VAWA, OJA developed eight program areas for VAWA projects. Since VAWA was passed, OJA has funded 88 unduplicated programs within these eight areas: 24 coordinated community response teams (there are currently 70 such teams in Wisconsin), 10 special prosecution units, 13 special law enforcement programs, 28 victim service programs, 7 medical training projects, 4 statewide training teams, 4 local technical assistance programs, and 4 rural demonstration grants.

The impact of the VAWA funds within each program area is summarized below:

Program 1—Statewide training: Statewide training is provided to prosecutors, judges, and court personnel on an annual basis. OJA operates an ongoing Law Enforcement Training Project that provides training on sexual assault and domestic violence issues at no charge to jurisdictions within the state. This training project is having a significant impact on the quality of response provided to victims in Wisconsin.

Program 2—Medical trauma training: WCASA is using VAWA funds to train nurses and establish Sexual Assault Nurse Examiner (SANE) programs across the state. As a result, WCASA has trained more than 150 nurses statewide, and SANE programs have increased from two to six over two years. In addition, four domestic violence-based training projects have been funded. As a result, a curriculum and materials for best practice response to sexual assault and domestic violence are now available for use in all medical facilities.

Program 3—Coordinated community response (CCR): OJA provides technical assistance to all 70 CCRs in the state through a grant to WCADV. CCRs funded have reported an important ability to bring all of the significant community players together for the benefit of victims while increasing the ability of the community to hold perpetrators accountable.

Program 4—Specialized prosecution: Best practice domestic violence prosecution materials are beginning to circulate through the projects. Projects reflect a cross-section of Wisconsin counties.

Program 5—Specialized enforcement: Projects reflect a cross-section of Wisconsin counties. Special efforts are being made to assist rural communities in assessing the best use of resources in addressing the needs of victims of domestic violence and sexual





assault crimes.

Program 6—Victim services: Wisconsin OJA has made a concerted effort to address outreach to underserved populations statewide. In 1998, 13 grants (33 percent of all grants awarded) were awarded to organizations to improve outreach to minority communities, including Native American, Hmong, Latino, African-American, disabled, elderly, and rural communities.

Program 7—Local technical assistance (TA): TA is provided primarily through the two coalitions in Wisconsin. The WCADV has recently created the Rural TA Project, hiring three VAWA-funded rural TA specialists to provide assistance in the communities' response to domestic violence. WCADV's services include legal advocacy, collaboration building, protocol development, and specialized training. Rural TA staff have contact with all 62 counties and 11 tribes and responded to 206 requests for TA since the project was established in February 2000. Further, WCADV has recently developed a mentoring program called Sharing Our Strength, which partners rural programs to share information, provide support for one another, and work toward solutions. WCADV also coordinates the statewide CCR TA. Since January 1999, 19 counties have received CCR TA. Thirty additional counties have attended networking meetings held statewide. WCASA works in collaboration with communities throughout the state to support existing services to victims and survivors of sexual violence. In response to the staggering statistic that three out of four developmentally disabled persons are sexually assaulted in their lifetime, WCASA developed the Widening the Circle initiative in 1998. This initiative offers training to domestic violence and sexual assault service providers and organizations that serve the mentally and physically disabled. Their work has resulted in a significant increase in requests for information and TA regarding serving disabled populations across the country. As a result of receiving training from WCASA, a hospital-based SANE program in Milwaukee has seen 70 individuals with disabilities in the past quarter. WCASA provides public education and awareness initiatives, conferences, and training for sexual assault service providers, including SANE training and TA. Wisconsin's central clearinghouse on sexual assault is housed at WCASA.

Program 8—Underserved population demonstration projects: In 1999, with a VAWA demonstration grant, the Hmong American Friendship Association (HAFA) held multidisciplinary educational seminars bringing Hmong clan leaders together with law enforcement, district attorneys, and community members in an effort to discuss the legal and social issues related to domestic violence for the first time. As a result of this meeting and with the support of a second VAWA demonstration grant, HAFA has created a court and community interpreters' training program designed to bridge the language and cultural gaps that exist between the Hmong community, the court system, and service providers in Milwaukee.



Wisconsin OJA believes this method can be used to help other underserved populations.

Many challenges remain to be addressed. Additional resources are being sought to address these priorities:

- *Rural program development.* Increased staff salaries and project development designed to stabilize programs lead a long list of resources needed to improve and sustain rural programs.
- *Housing and other transitional services for victims.* An effort is being made to provide transitional and affordable housing and transportation to women and children in rural areas.
- *Community and public education and prevention.* An effort is being made to increase outreach and education to schools and children.

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## **Wyoming**

In Wyoming, the State Office of the Attorney General, Division of Victim Services, administers the STOP Funds. From 1995 through 1997, the attorney general administered the funds, but in 1998 the Division of Victim Services took on the responsibility for administering all federal dollars related to victim assistance.

Since 1995, 49 different agencies/programs have received STOP funding in Wyoming to work with women, children, and families who are or have been victims of domestic violence, sexual assault, and stalking. This number includes 23 family violence/shelter programs in Wyoming that receive the victim's portion of STOP money on a formula basis each year. These programs also have the ability to apply for additional STOP money under the state's competitive grant process for the law enforcement, prosecution, and discretionary portion of the STOP grant. Over the past five years, we have given out grants totaling \$742,729 to law enforcement, \$877,879 to prosecution, and \$801,397 to discretionary projects. Many of the 49 agencies receive STOP funding each year, while a few apply for special one-time projects.

The focus for Wyoming has been to use STOP funding to ensure that women victims of violent crimes receive basic services in each



of the 23 counties and on the Wind River Indian Reservation. Some of our counties are so poor and receive little, if any, financial aid from their city/town or county government. This funding allows them to pay for a staff person, assist in the sheltering costs, and provide emergency services to women. We have encouraged law enforcement to use these funds for training, officer overtime on sexual assault, difficult domestic violence cases, and Spanish immersion training for officers. The Wyoming Law Enforcement Academy received STOP grant money to produce domestic violence training videos. With so much of Wyoming so very rural, any training brought into the community is more widely accepted than asking officers to travel across the state.

There are two primary ways Wyoming has used its STOP funds: (1) to provide services to victims, and (2) to raise the level of understanding and awareness of those working in the criminal justice system on the special dynamics of domestic violence. The latter is to ensure that domestic violence/sexual assault victims are treated with compassion and respect throughout their involvement with the criminal justice system. During the 1999 project year, our requests for proposal focused on encouraging a more responsive network of services to sexual assault victims. We funded three different communities to develop and put in place Sexual Assault Response Teams made up of, at a minimum, law enforcement, advocates, and medical staff. One of the conditions for an award was the development of a project manual for use by other programs wishing to develop similar projects. Our state has used discretionary funds for training, court watch, child visitation programs, batterers reeducation training and program development, improved database collection of victim statistics, a full faith and credit computer program, family violence programs to expand services into very small communities in Wyoming, the Governor's Council on Domestic Violence Elimination, and the Wyoming Silent Witness Awareness Project.

We have just begun to scratch the surface in providing comprehensive services to sexual assault and stalking victims. It is imperative that STOP funds continue. Family violence shelter programs and other victim advocate programs in Wyoming rely on these funds to help in the expansion of services to underserved areas. When looking at the big picture and what we hope to accomplish with STOP funds, five years is a very short period of time to expect to make a significant impact on the treatment and understanding of domestic violence, sexual assault, and stalking victims. If STOP funds were to end this year or next, Wyoming would see at least a 30 percent reduction in services to women who are victims of violent crime.

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