

***CHANGING THE LANDSCAPE: THE EFFECTIVENESS OF GRANT PROGRAMS
UNDER THE VIOLENCE AGAINST WOMEN ACT***

2002 BIENNIAL REPORT TO CONGRESS

U.S. Department of Justice
Office on Violence Against Women

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I. INTRODUCTION

A. Statutory Background

The 1994 Violence Against Women Act (VAWA)¹ marked an historic step forward in the nation's response to violence against women, that is sexual assault, domestic violence, and stalking. VAWA changed the legal landscape, creating powerful new criminal and civil enforcement tools for holding perpetrators accountable, and for offering victims access to safety and justice. In addition, VAWA recognized that, given the powerful social barriers that keep these crimes hidden, public support for specialized outreach, services, training, and enforcement are of critical importance to realizing the vision of a society that no longer tolerates violence against women. To this end, VAWA established within the Department of Justice (DOJ) a formula grant program and a number of discretionary grant programs to assist communities in responding to the needs and concerns of those who have been, or potentially could be, victimized by violence. Together, these grant programs are designed to improve criminal enforcement, provide necessary victim advocacy services, and support the capacity of states, tribes, local units of government, campuses, coalitions, and local programs to prevent and respond to violence against women.

In October of 2000, Congress enacted the Violence Against Women Act of 2000 (VAWA 2000)² reauthorizing VAWA, and reaffirming its commitment to addressing the needs of some of the most vulnerable women, children and families in this country. Under VAWA 2000, Congress reauthorized existing VAWA grant programs through FY 2005, and created certain new grant programs, including programs to expand civil legal assistance to victims of violence, enhance the criminal justice response to elderly and disabled victims of domestic violence, support tribal coalitions and state domestic violence and sexual assault coalitions, and to create or enhance supervised visitation centers. In total, VAWA 2000 authorized \$3.2 billion in spending over five years.

In order to document the results of VAWA funding,³ VAWA 2000 requires the Attorney General to report biennially on the effectiveness of activities carried out with VAWA grant funds.⁴ In response, the Department of Justice's Office on Violence Against Women (OVW), has made it a priority to develop and implement state-of-the-art reporting tools that will consistently capture the impact and effectiveness of VAWA grant funding. This report summarizes OVW efforts to standardize procedures to measure the effectiveness of VAWA-funded grant programs and preliminary data on the impact of grant programs.

1 Title IV of the Violent Crime Control and Law Enforcement Act of 1994, Public Law 103-322.

2 Division B of the Victims of Trafficking and Violence Protection Act of 2000, Public Law 106-386.

3 Under VAWA, Congress recognized that, due to the variety of programs funded through the act, the impact of the law would be difficult to quantify. Efforts to document impact were indeed difficult, even as descriptive and anecdotal reports made clear that VAWA had profoundly altered the national response to violence against women. CRS Report RL30871, Alison Siskin, *Violence Against Women Act: History, Federal Funding, and Reauthorization Legislation*, Congressional Research Service, Library of Congress, Updated Oct. 12, 2001, at 1.

4 42 U.S.C §3789p.

B. Scope of this Report

This report is submitted to Congress under 42 U.S.C. § 3789p, Accountability and Oversight, which provides:

- (a) Report by Grant Recipients. – The Attorney General or Secretary of Health and Human Services, as applicable, shall require grantees under any program authorized or reauthorized by this division to report on the effectiveness of the activities carried out with amounts made available to carry out that program, including number of persons served, if applicable, number of persons seeking services who could not be served and such other information as the Attorney General or Secretary may prescribe.
- (b) Report to Congress. – The Attorney General or Secretary of Health and Human Services, as applicable, shall report biennially to the Committees on the Judiciary of the House of Representatives and the Senate on the grant programs described in subsection (a), including the information contained in any report under that subsection.

In the two years following the passage of VAWA 2000, OVW undertook a significant effort to develop and implement a system for measuring the effectiveness of projects supported by VAWA grant monies. Two Congressional mandates undergirded this effort: the new reporting provision included in VAWA 2000, which requires the Office to prepare biennial reports to Congress that assess the effectiveness of projects supported with VAWA funds, and the Government Performance and Results Act of 1993 (GPRA). To assist in this work, OVW entered into a cooperative agreement with the University of Southern Maine, Muskie School of Public Service, Institute for Child and Family Policy (the Muskie School) to develop and implement tools for grantee self-reporting and to draft the reports to Congress. The VAWA Measuring Effectiveness Initiative (the Initiative) team has been working since November 2001 to develop the means for grantees to collect and report this information. The implementation phase of the Initiative commenced after the two year period (2000 - 2002) that is the scope of this report. As such, full data was not yet available. This first report to Congress, therefore, provides a status report on the development of the Initiative. Future biennial reports will include more complete data on the effectiveness of each of the VAWA grant programs.

In addition, this report describes the successes of VAWA-funded projects during FY 2001 and FY 2002, based on data collected from recipients of the STOP (Services, Training, Officers and Prosecutors) Violence Against Women Formula Grant Program (STOP Program) in each state and territory,⁵ and from data collected by the Initiative during site visits to VAWA programs in 18 states. This data provides important preliminary insight into the impact and effectiveness of VAWA grant funding.

This report covers grants administered by OVW during FY 2001 and FY 2002. Grants covered by this report include the STOP Program and 10 discretionary grant programs. The 10 discretionary grant programs administered by OVW are: Legal

⁵ Further information on awards made under the STOP Program during FY 2001-2002 is available in the 2003 STOP Program Annual Report to Congress, April 29, 2005.

Assistance for Victims Grant Program; Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program; Safe Havens: Supervised Visitation and Safe Exchange Grant Program; Grants to Reduce Violent Crimes Against Women on Campus; Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities; Grants to State Domestic Violence and Sexual Assault Coalitions; Rural Domestic Violence and Child Victimization Enforcement Grants; Grants to Tribal Domestic Violence and Sexual Assault Coalitions; Education and Technical Assistance Grants to End Violence Against Women with Disabilities; and STOP Violence Against Indian Women Discretionary Grants. This report does not cover the Transitional Housing Assistance Grant Program, authorized under the PROTECT Act and first funded in FY 2004, or VAWA grant programs administered by other departments

II. THE VAWA MEASURING EFFECTIVENESS INITIATIVE

A. Background

Violence against women is a complex, multidimensional social problem, embedded into the very fabric of our society. Throughout history, sexual assault, domestic violence and stalking have been cloaked in a shroud of silence. Bringing these issues out of the shadows and supporting the development of comprehensive coordinated response systems in diverse communities across the nation is a challenge.

VAWA grant programs are designed to address this challenge. VAWA provides the means to reach, protect and support victims of all cultures and backgrounds, to hold perpetrators accountable, and ultimately to change attitudes that perpetuate violence against women. Like the problem they seek to address, the approaches for solving it are also, necessarily, multidimensional and complex.

Measuring the effectiveness of such efforts is a uniquely challenging task. Most programs addressing violence against women are fewer than thirty years old, and efforts to measure the effectiveness of such programs only began in earnest during the past seven to ten years. In addition, many of the new initiatives supported by VAWA are intentionally groundbreaking in their approach. In a specialized field that is itself still in the early stages of development, meaningful measures of effectiveness can be elusive.

The Initiative is charged with creating effective measurement tools that enable grantees to specifically and consistently describe the wide range of services provided with VAWA funds, and the differences these funds have made in their communities and in the lives of the people they serve. In so doing, it will not only fulfill Congressional reporting requirements under VAWA 2000, but will enable OVW to identify effective promising practices, methods and interventions for future replication, and will capture baseline data to make future research possible. The Initiative is creating the base of knowledge and insight that will guide evolving approaches and efforts to end violence against women.

B. Approach

The VAWA Measuring Effectiveness Initiative represents a partnership between the Muskie School and OVW. Its work is informed by more than 40 renowned researchers and practitioners, including advocates, evaluators, judges, prosecutors, attorneys, court personnel, VAWA grant administrators, representatives from state coalitions, police officers, and subject matter experts.⁶

Recognizing the highly variable and unique nature of programs funded through VAWA, and the many competing needs and considerations in documenting their effectiveness, it was recommended that the VAWA Measuring Effectiveness Initiative adopt four underlying principles to guide its work. These guiding principles are:

- § To gain reliable information on how projects are operating and how effective they are;
- § To take into consideration the diversity of grant programs and the populations they serve;
- § To involve grantees and expert informants in the process of designing and piloting the reporting tools; and
- § To develop on-line user-friendly tools that are applicable in day-to-day practice and facilitate simple and accurate reporting.

C. Development of Reporting Tools

Standardized reporting tools offer the primary means for measuring the effectiveness of VAWA-funded initiatives. Past progress reports only sporadically captured effectiveness data and then, if at all, not in a consistent manner across a grant program. The previous reports used by VAWA grant programs lacked the capacity to fully capture consistent data from which to assess grantee progress and program effectiveness. In keeping with its guiding principles, the Initiative focused on developing new reporting tools to facilitate grantee reporting in a more comprehensive manner. The Muskie School conducted an extensive process of consultation with OVW grantees, experts in the field, and OVW staff, including structured interviews with practitioners and subject matter experts in order to solicit recommendations on best practices with regard to data collection, outcome measures, and evaluation activities. Between November 2001 and October 2002, interviews and focus groups were conducted with State STOP Administrators, the directors of state sexual assault and domestic violence coalitions, technical assistance providers, OVW program managers, directors of state and local discretionary projects, staff members at victim services organizations and legal services organizations, criminal justice system representatives, and other individuals. This phase also included a review of efforts underway on national and state levels to coordinate reporting requirements under VAWA, the Victims of Crime Act, and pertinent Department of Health and Human Services programs. Furthermore, the forms needed to incorporate new GPRA measures that OVW had selected to reflect more accurately the goals of VAWA grant programs and whether those goals were being achieved.

⁶ A complete list of these individuals is included in Appendix A.

Because the forms would gather information on eleven unique programs, each needed to be individualized to allow grantees to report on the types of activities – for example, training, criminal justice activities, victim services – supported with grant funding. The goal was to develop effectiveness indicators that apply to all programs and yet are specific enough to capture activities particular to each service area. By standardizing the reporting process, OVW will obtain data in a consistent form on critical measures of program effectiveness. Grantee progress reports will be analyzed to ascertain the effectiveness of individual grantees and grant programs in achieving the goals established in the statutory program purposes. Data from the progress report forms will be used for individual project monitoring, feedback for grantees, and long-term planning, as well as reporting to Congress.

By the end of FY 2002, the Initiative had developed four semi-annual and annual (three for discretionary grant programs and one for the STOP formula grant program) progress reporting forms and was in the process of form development for the remaining OVW discretionary grant programs.⁷

D. Site Visits and State Profiles

The Initiative also conducts in-depth site visits to states and territories, for the purpose of meeting with OVW grantees and subgrantees. The site visits are designed to solicit comprehensive statistics and first-hand reports from states, tribes and local communities, highlighting changes that have occurred as a result of VAWA. As part of the Initiative's multi-method, multi-informant methodology, site visits provide valuable qualitative data on the successes and challenges experienced by grantees and subgrantees. With the new reporting tools, the site visits remain a critical piece of the data collection strategy that enable the quantitative data to be more fully illuminated and placed in context.

Data from site visits are utilized in several ways. First, a state profile is created for each state, describing projects funded by VAWA. This profile also includes quantitative data describing improvements in services or response after the receipt of VAWA funds. Quotes from grantees/subgrantees and community partners describing their successes or challenges are also included. Second, data collected during site visits is used in Reports to Congress to provide examples of projects and successes resulting from VAWA funding. Finally, findings from the state site visits are contained in a database that can be queried as needed to identify grantees who are working in a specific area of practice, such as sexual assault forensic exams, or outreach to a targeted population.

In 2001, the Initiative conducted site visits to 12 states: Colorado, Maryland, Massachusetts, Mississippi, New Mexico, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, West Virginia, and Wisconsin. In 2002, an additional six states were visited: Alaska, Minnesota, New Hampshire, North Carolina, Oklahoma and Washington. The State Profiles for each of these states are included in Appendix C.

III. EFFECTIVENESS OF VAWA GRANT PROGRAMS: FY 2001 AND FY 2002

Even as the new measurement tools were being developed, evidence of VAWA's effectiveness over the two year period covered by this report, FY 2001 and FY 2002, can be reported. Broadly speaking, the VAWA grant programs are strengthening each of the core elements of a comprehensive response – reaching and protecting victims, promoting justice, and building coordinated community responses to end violence against women. They are providing the impetus for creative, diverse, community-driven and community-tailored approaches to achieving a society that no longer tolerates violence against women. The effect of VAWA funding is reflected in key program accomplishments.

⁷ See Appendix B for sample Progress Report forms.

A. Funding

The Office on Violence Against Women awarded \$216,094,066 in VAWA grant funds during FY2001, and \$309,717,818 during FY2002.

Additional support for VAWA grant programs was provided through training and technical assistance. Specific amounts awarded under each of the VAWA grants programs was as follows:

FY 2001-2002 OVW Awards by Programs⁸

Program	Number of 2001 Awards	FY 2001 Award Amount	Number of 2002 Awards	FY 2002 Award Amount	Total Number of Awards	Combined Award Amount
Education and Technical Assistance Grants to End Violence Against Women with Disabilities	0	0	18	6,828,186	18	6,828,186
Grants to Encourage Arrest Policies and Enforcement of Protection Orders	92	28,298,644	107	59,025,506	199	87,324,150
Grants to Reduce Violent Crimes Against Women on Campus	23	7,583,939	38	9,200,593	61	16,784,532
Grants to State Sexual Assault and Domestic Violence Coalitions	82	9,382,705	95	9,436,515	177	18,819,220
Grants to Tribal Domestic Violence and Sexual Assault Coalitions	8	2,293,632	7	2,558,317	15	4,851,949
Legal Assistance for Victims Grant Program	104	27,887,455	109	37,638,562	213	65,526,017
Rural Domestic Violence and Child Victimization Enforcement Grants Program	77	21,975,381	87	35,666,057	164	57,641,438
Safe Havens: Supervised Visitation and Safe Exchange Grant Program	0	0	25	6,871,749	25	6,871,749
STOP Formula Grant Program	53	110,774,020	58	132,853,144	111	243,597,164
STOP Violence Against Indian Women	79	7,928,290	44	5,140,227	123	13,068,517
Training Grants to Stop Abuse and Sexual Assault Against Older Individuals and Individuals with Disabilities	0	0	18	4,498,962	18	4,498,962
Grand Totals:	518	216,094,066	606	309,717,818	1,124	525,811,884

B. Effectiveness

Throughout FY 2001 and FY 2002, grantees continued to leverage VAWA grant funds to build and support the core elements of a comprehensive response to violence against women. These include:

- § Victim Services
- § Protection of Victims
- § Enhanced Response by the Justice System

⁸ During FY 2001, funds were not appropriated for grants under the following programs: Education and Technical Assistance Grants to End Violence Against Women with Disabilities; Safe Havens: Supervised Visitation and Safe Exchange Grant Program; and Training Grants to Stop Abuse and Sexual Assault Against Older Individuals and Individuals with Disabilities.

This report includes a sampling of how VAWA funding has enabled communities to respond in each of these core areas. For purposes of this first biennial report, examples have been drawn from 18 state profiles compiled under the Initiative, the STOP Grant Subgrantee Award Progress Reports (SAPRs),⁹ and the Campus Report.¹⁰

1. Reaching Victims

Often victims of rape, sexual assault, domestic violence and stalking never seek help or report their crimes to police.¹¹ Fear, shame and the unique dynamics of these crimes keep victims hidden from the systems designed to help them.¹² Often, these barriers are compounded by issues of culture, language, physical or cognitive ability, age, socio-economic status, faith, and other factors. Additionally, victims are often not aware of the civil remedies available to them or lack the resources to access those remedies.

VAWA grant programs place special emphasis on reaching underserved victims, recognizing the need for multiple access points and culturally appropriate approaches. This is accomplished through grant support for specialized staff within existing institutions, development of new organizations designed to serve specific underserved populations, and training to increase the range of access points for all victims. According to STOP subgrantees reporting performance data for 1999 - 2001, of the 2,881,344 victims and survivors served by STOP-funded projects, 1,229,054 (43%) were identified as members of “underserved populations.”¹³ Of these victims

9 VAWA requires states and territories to submit an annual statewide performance report that assesses whether or not stated goals and objectives of the STOP Formula Grant program were achieved. The Office of Justice Programs (OJP) developed a Subgrant Award and Performance Report (SAPR) form for reporting information about each subgrant project. STOP Program grantees used these reporting forms through 2003. All grantees started using the measuring effectiveness forms for 2004.

10 The Higher Education Act amendments require the Attorney General to report annually to Congress on the effectiveness of the activities carried out with the Grants to Reduce Violence Against Women on Campus grant funds.

11 Tjaden, P., & Thoennes, N. (2000). Full report of the prevalence, incidence and consequences of violence against women. Washington, DC: Department of Justice.

12 Ibid.

13 “Underserved populations” are defined by geographic location, racial/ethnic group, foreign language, or other special needs.

and survivors from underserved populations, 31% were African American, 21% were Hispanic, 49% were identified as living in rural areas, and 24% were from underserved urban areas. The following examples typify effective VAWA-funded efforts to reach these historically unserved or underserved victims:

- § In Washington State, VAWA funding enabled Columbia Legal Services “Las Amigas Unidas” to educate Latina farm workers and teens about domestic violence, provide direct services to victims, and train more than 100 leaders from the farm worker community as lay volunteer advocates to make informal contact with victims about options and resources. Prior to VAWA funding, outreach was not provided to the Latino community. (Rural Program)
- § The Domestic Violence Unit of the Durham City Police Department in North Carolina has enhanced outreach to the Latino community through Spanish Immersion Training, using electronic voice translation software, hiring a bilingual victim-witness assistant in the District Attorney’s office, and developing Spanish investigative tools. The unit collaborates with agencies serving Spanish-speaking victims and survivors to provide mental health counseling services to Spanish-speaking victims and survivors. (Arrest Program)
- § Southern Minnesota Regional Legal Services hired a bilingual, bicultural Hmong attorney. There was a subsequent five-fold increase in the number of Hmong battered women served by the agency. (Legal Assistance for Victims Program)
- § In Oklahoma, the Chickasaw Nation tripled the number of women served by developing contracts with four area shelters and rape crisis centers. In 2001, the Chickasaw Nation provided services such as client and court advocacy, housing, utility and clothing allowance, groceries, and transportation for 318 women. (STOP Violence Against Indian Women Program)
- § The Wisconsin Coalition Against Sexual Assault (WCASA) developed the “Widening the Circle” initiative to provide training for domestic violence and sexual assault advocates who work with mentally and physically disabled victims. Their work has resulted in a significant increase in requests for information and technical assistance regarding service to disabled populations. Since receiving training from WCASA, a hospital based Sexual Assault Nurse Examiner worked with 70 individuals with disabilities in a three-month period. (STOP Program)
- § In New Hampshire, domestic violence specialists were placed in rural offices of the Department of Children, Youth and Families (DCYF), connecting rural victims to supportive domestic violence services in their communities. In 2001, domestic violence advocates assisted 591 DCYF clients, and made 527 referrals to crisis centers. (Rural Program)

- § Seattle University School of Law developed a language bank of law students who speak 24 different languages to assist legal services providers in pro bono cases on behalf of immigrant victims. (Legal Assistance for Victims Program)
- § Between October 2001 and June 2002 the Battered Immigrant Women Project in New Hampshire provided free legal services to 199 refugees and immigrant women who were victims or survivors of domestic violence, distributed 750 educational brochures, and conducted four community education events on subjects related to immigration and domestic violence issues. Fifty percent of the clients were Latino and 25% were from eastern European countries. Project staff speak English, Spanish, Bosnian, Arabic, French, Somali, and Chinese. (Legal Assistance for Victims Program)

2. Protection of Victims

One significant part of the VAWA is that it funds services that help promote victim safety. The National Violence Against Women Survey found that 18% of women had been sexually assaulted; 22% of women and 7% of men were victims of intimate partner violence; and 8% of women and 2% of men were victims of stalking.¹⁴ Women who are sexually assaulted or physically assaulted by an intimate partner are more likely to be injured than women who are assaulted by non-intimate partners.¹⁵ For most victims, the decision to report sexual assault or intimate partner violence is fraught with concern. Fifty percent of victims of intimate partner violence and 23% of victims of sexual assault report they are fearful that perpetrators will seek reprisal.¹⁶ They rightly fear that the perpetrator's violence will escalate. A study of intimate partner homicide found that a woman's attempt to leave was the precipitating factor in 45% of the murders of a woman by a man.¹⁷

However, with VAWA funds, communities are responding to violence against women with a range of services including victim advocacy, legal assistance, crisis intervention, domestic violence response teams, and Sexual Assault Nurse Examiner (SANE) programs to increase victim safety and offender accountability. Today, more women are reaching out for services than ever before. Yet, grantees from many states report that they do not have sufficient sexual assault and domestic violence programs to serve victims who come forward for assistance. This problem is particularly acute in rural areas; however large cities also face chronic shortages of services for sexual assault victims and domestic violence victims and their children.¹⁸ The VAWA grant programs are strengthening these life-saving organizations, enabling them to expand beyond emergency services to more comprehensive outreach and advocacy.

14 Tjaden, P., & Thoennes, N. (2000). Full report of the prevalence, incidence and consequences of violence against women. Washington, DC: Department of Justice.

15 Ibid.

16 Davis, R., Smith, B. & Henley, S. (1990). "Victim-Witness Intimidation in the Bronx Courts", New York, NY: Victim Services Agency.

17 Block, C.R. (2003). How Can Practitioners Help an Abused Woman Lower Her Risk of Death? In Intimate Partner Homicide, *NIJ Journal*, 250, 4-7. Washington, D.C.: National Institute of Justice, U.S. Dept. of Justice.

18 De Santis, Marie. (2003). "Reveille for Rural Women", Women's Justice Center Newsletter.

Victim advocacy programs and shelters frequently serve as the access points to other systems, including police, prosecution, legal assistance, and the courts. Victim advocates are in a unique position to understand the particular needs of each woman, respecting and supporting her decisions while increasing her understanding of options. This approach is more responsive to the complexity of women's lives and more likely to enhance women's safety, recovery, and well-being.¹⁹ Domestic violence victims who work with advocates experience less violence over time, report higher quality of life and social support, and have less difficulty obtaining community resources over time.²⁰ Legal advocacy services can support and assist a victim in obtaining a Protection from Abuse Order (protection order), often a daunting process for victims. Protection orders may reduce recidivism if they are tailored to victim's needs and used in conjunction with vigorous prosecution and significant sanctioning of abusers.²¹ In the United States from 1976 to 1996, during the time when the availability of legal advocacy, protection orders, and hotlines increased sharply, rates of homicides by intimate partners dropped about 30%.²²

Sexual assault victims who report to law enforcement are twice as likely to receive medical treatment (37%) than victims who do not report the crime (17%) to police.²³ With the development of response teams and SANE programs, sexual assault victims receive prompt, compassionate, and competent medical care and forensic evidence collection. Crandall and Helitzer's evaluation of SANE programs suggests that a SANE unit greatly enhances the healthcare quality of women who have been sexually assaulted. SANEs improve the quality of forensic evidence, improve law enforcement's ability to collect information, to file charges, and increase the likelihood of successful prosecution (from 57% to 69%).²⁴ In cases where SANE programs were involved, sentences increased from 1.2 years to 5.1 years.²⁵

As stated previously, VAWA grant funds are also supporting the development of new programs designed to reach historically underserved populations. Culture has a tremendous impact on the way individual women experience and interpret violence, how and where they seek assistance, and how they respond to and use formal and informal service systems.²⁶ With VAWA support, domestic violence programs, rape crisis centers, college programs, visitation centers and other community-based organizations are providing a full range of culturally competent services to victims and their children, including outreach programs, crisis intervention, shelter, individual counseling, housing, legal, medical, children's advocacy, and other services and referrals.

19 Davies, J., Lyon, E., & Monti-Catania, D. (1998). *Safety Planning With Battered Women: Complex Lives/Difficult Choices*. Thousand Oaks, CA: Sage Publications.

20 Sullican, C. & Keefe, M. (1999). *Evaluations of Advocacy Efforts to End Intimate Male Violence Against Women*. Retrieved 10/2002 from VAWNET, Pennsylvania Coalition Against Domestic Violence, National Resource Center on Domestic Violence, http://www.vawnet.org/DomesticViolence/Research/VAWnetDocs/AR_advocacy.php (Accessed August 2, 2005)

21 Keilitz, S. (2001). *Specialization of Domestic Violence Case Management in the Courts: A National Survey*. National Institute of Justice.

22 Dugan, L., Nagin, D.S., & Rosenfeld, R. (2003). *Do Domestic Violence Services Save Lives? In Intimate Partner Homicide, NIJ Journal*, 250, 20-25. Washington, D.C.: National Institute of Justice, U.S. Dept. of Justice.

23 Tjaden, P., & Thoennes, N. (2000). *Full report of the prevalence, incidence and consequences of violence against women*. Washington, DC: Department of Justice.

24 Crandall, C.S. & Helitzer, D. (2003). *An Impact Evaluation of a Sexual Assault Nurse Examiner (SANE) Program*. National Institute of Justice.

25 Ibid.

26 Violence Against Women Office, (2001). "Toolkit to End Violence Against Women: Strengthening Community Based Services and Advocacy for Victims", Washington D.C.

The following examples highlight ways in which VAWA grant funds are protecting and supporting victims:

- § Memphis Sexual Assault Resource Center (R.O.S.E. Project: Rape Offenses STOP and Eliminate) is designed to provide sexual assault victims with twenty-four hour support and information necessary to proceed with investigation and prosecution. Victims are provided with crisis intervention counseling, advised of their rights as witnesses to a crime, given concrete information on proceeding with the investigation in accordance with law enforcement protocol, and provided with follow-up information related to services. VAWA money is used to provide additional staff from 4 p.m. to midnight recognizing that approximately 70% of adult female rape survivors seek assistance after routine business hours. This allows victims to receive comprehensive service in one facility. In Memphis, rape victims now participate in the criminal justice system more frequently. (STOP Program)
- § Crow Creek Sioux Tribe (Project Safe) is located in central South Dakota and encompasses 258,361 acres and three reservation districts; Hyde, Hughes and Buffalo counties. Buffalo County ranks as the second poorest county in the nation. Project Safe has worked to build a community sexual assault and domestic violence intervention team to include law enforcement, prosecution, and victim services agencies. The project has overcome difficulties in the development and implementation of policies and procedures to address domestic violence on the Reservation. (STOP Violence Against Indian Women Program)
- § At Western Washington University, Crime and Sexual Assault Support Services responded to 38% more cases the year following the receipt of the Campus Program grant. During 2001, the University created a comprehensive set of formal protocols for campus departments responding to student disclosures about sexual assault, domestic violence, or stalking. (Campus Program)
- § In Alaska, the Enmonack Women's Shelter increased sheltering services by 148%, serving 1,424 women and children in 2001. Emergency air transportation was used to transport women and children from surrounding villages to the shelter, which is located in the bush with no connecting roads. (STOP Violence Against Indian Women Program)
- § With VAWA funding, the Apache Tribe of Oklahoma in Anadarko opened a program providing comprehensive services for Native and non-Native women in a seven county region spanning over 6,975 square miles. Services include accompaniment to court, crisis intervention, hospital accompaniment, assistance in filing for protection orders, shelter, and access to support groups, counseling, and legal assistance. Previously, services were not available in this region. (STOP Violence Against Indian Women Program)
- § In North Carolina, VAWA funding enabled the Eastern Band of Cherokee Indians to establish the Ernestine Walkingstick Shelter, the first domestic violence shelter on the

reservation. The shelter opened in 2002, providing shelter, advocacy and legal services. In its first two months of operation, it served 25 clients. (STOP Violence Against Indian Women Program)

3. Enhanced Response by the Justice System

Rising awareness about the prevalence and impact of violence against women has led to dramatic reforms in the criminal and civil justice systems over the past two decades. Both states and the federal government have adopted increasingly powerful laws to address a broad range of criminal and civil justice issues including, for example, stalking, victim privacy, date rape drugs, child custody, restraining orders, immigration issues, and interstate enforcement of protection orders. As a result, federal, state, and local justice systems now respond to violence against women in ways that are more likely than in the past to hold perpetrators accountable and to protect and support victims of these crimes.²⁷ Policies and practices on mandatory arrest, probable cause arrest, and victimless prosecution represent additional efforts to relieve victims from the burden of being responsible for justice remedies directed at the perpetrator.

An unintended consequence of the implementation of pro-arrest policies has been an increase in dual arrests (of both partners in domestic violence incidents) in some jurisdictions. To counteract this problem, some law enforcement departmental or statewide policies now provide guidelines for an officer to determine who is the predominant aggressor in a violent incident. Effective implementation of these laws requires specialized personnel, tools and training within the criminal and civil justice systems. The VAWA grant programs are actively supporting these developments, with demonstrated success.

a. Criminal Justice System

Domestic violence victims often seek relief through the criminal justice system, which historically has served as the main vehicle in a community's formal response to domestic violence. The National Crime Victim Survey found that 56 percent of women who had been victims of domestic violence reported the incident to the police.²⁸ Each link in the justice system--arrest, investigation, prosecution, sentencing, and judicial oversight and supervision--has been strengthened, often through specialized training and policy development, and through the creation or enhancement of specialized VAWA-funded units within police departments, prosecutors' offices, probation departments and dedicated domestic violence courts. Specialization results in more efficient and sensitive handling of the unique characteristics in domestic violence cases, which leads to more consistency in the response. Specialization has also been found to be more cost effective.²⁹

27 Clark, S., Burt, M., Schulte, M., & Maguire, K. (1996). "Coordinated Community Responses to Domestic Violence in Six Communities: Beyond the Justice System," Urban Institute, for the Office of the Assistant Secretary of Planning and Evaluation.

28 Backman, R. (1994). "Violence Against Women: A National Crime Victimization Survey Report," Washington, D.C.: U.S. Department of Justice Bureau of Justice Statistics.

29 Clark, S., Burt, M., Schulte, M., & Maguire, K. (1996). "Coordinated Community Responses to Domestic Violence in Six Communities: Beyond the Justice System." Urban Institute, for the Office of the Assistant Secretary of Planning and Evaluation.

VAWA has successfully enhanced the justice system response through ongoing cross-training, collaboration, task forces, and protocol development. Results include:

- § By 2002, the City of Everett Domestic Violence Unit in Washington increased by six times the number of domestic violence cases prosecuted each year. The percentage of cases brought to trial increased from 1% to 10%, with a trial success rate of 80%. Dismissals were reduced from 79% to 26%, and case processing time was reduced from 109 to 80 days. Conviction rates for misdemeanor domestic violence rose from 42% to 76%. (Arrest Program)
- § In New Hampshire, the Strafford County District Attorney's Office successfully secured increased penalties for offenders convicted of domestic violence misdemeanors. Between 1998 and 2001, incarceration rates increased from 15% to 28%. During the same time, the percentage of sentences that included probation increased from 5% to 22%. Additionally, by 2001, 70% of offenders were ordered to a batterer intervention program and/or alcohol counseling. By comparison, in 1998, 38% of sentences included only anger management counseling. (Arrest Program)
- § In North Carolina, VAWA funding enabled the Rockingham Sheriff's Department to hire two domestic violence/sexual assault investigators. As a result, between 1999 and 2001, the number of arrests increased by six times, from 36 to 228. (STOP Program)
- § With VAWA support, the Minneapolis City Attorney's Office reached its goal of having 90% of all misdemeanor domestic violence cases ready for pretrial hearing within 48 hours of arraignment. (Arrest Program & STOP Program)
- § Alaska State Troopers (AST) extend their training on issues of domestic violence and sexual assault beyond law enforcement officers and village public safety officers to state park rangers, both University of Alaska Anchorage and Fairbanks campus police, Sexual Assault Nurse Examiners, Sexual Assault Response Teams, and village police officers. AST translated their booklet outlining rights and services for abused women into six languages; Yup'ik, Inupiaq, Tagalog, Korean, Russian, and Spanish, and made all available in audio on their website. Officers read required portions of the booklet to the victim when responding to her call. (STOP Program)
- § VAWA money allowed the Knoxville Police Department (KPD), Domestic Violence Unit to expand to two victim assistants, a training coordinator, program manager, sworn officers, administrative support, and case managers. The unit averages approximately 200 cases per month and relies on two investigator/victim assistant teams to conduct follow up after the first responder files the initial report. Two victim assistants at KPD work directly and exclusively with investigators assigned to domestic violence cases. Additionally, VAWA funded a Safety Audit by a leading domestic violence organization that focuses on improving criminal justice system response to domestic violence. (Arrest Program & STOP Program)

b. Civil Legal Assistance

Legal advocacy is a key component in intervening in cases of violence against women.³⁰ Victims turn to the civil justice system to address some of their most pressing concerns and to escape abuse. For domestic violence victims, these include the need for protection orders, determinations on divorce, custody and child support, court accompaniment, and case investigation and preparation. Sexual assault and stalking victims may require court involvement to protect their safety and confidentiality. When interstate protection order enforcement issues or immigration issues arise, the challenges faced by victims become even more complex.

Civil protection orders provide women with a measure of protection while allowing them time to determine the best course of action. Orders can be tailored to specifically meet the needs of victims and their children. Not only can they protect victims and their children, but other family members and friends as well. For example, protection orders can require perpetrators to surrender weapons, or to leave the home, allowing the victim and the children to retain some measure of stability and safety.³¹ In addition, civil legal assistance allows victims the opportunity to more fully participate in the legal proceedings and to have input into the outcome.

VAWA grant funding supports effective efforts to address the civil legal needs of victims. It is funding specialized units and additional attorneys within existing legal assistance programs and victim services organizations, as well as efforts to recruit and train pro-bono private attorneys, and to enlist the support of law school clinics in representing victims in need of help. Examples include the following:

- § In North Carolina, Domestic Violence Civil Legal Services Inc. represented 151 clients seeking protective orders and 390 clients in civil legal matters related to their abuse between August 2000 and June 2002. By hiring a bi-lingual staff member, the agency was able to represent 40 Spanish-speaking clients in domestic violence protection order matters and 75 clients in civil legal matters. (Legal Assistance for Victims Program)
- § The Alaska Network on Domestic Violence and Sexual Assault Pro Bono Legal Program recruited 82 attorneys to represent victims of domestic violence. As a result, 99 victims received 2,475 hours of free legal representation between April 1999 and December 2001. The program also accepted 62 additional cases involving sexual abuse, assault or harassment from 1999 through 2001. (Legal Assistance for Victims Program & STOP Program)

30 Hart, B. (1991). *Legal Road to Freedom*. Harrisburg, PA: Pennsylvania Coalition Against Domestic Violence.

31 Schneider, E. (2000). *Battered Women and Feminist Lawmaking*. New Haven, NJ: Yale University Press.

- § The New Hampshire Domestic Violence Emergency (DOVE) Project is a statewide project that links pro bono attorneys to low-income survivors of domestic violence who need legal representation at final hearings on restraining orders. From 1999 through 2001, an average of 150 victims/survivors received legal assistance each year. The total number of pro bono attorney hours provided each year averaged 1,307. (Legal Assistance for Victims Program)
- § The Immigrant and Refugee Services Program in Alaska provided legal representation and advocacy services to 324 immigrant battered women and 7 victims of sex trafficking from 1999 through 2002. Clients include Iranian, Indonesian, Japanese, Polish, Mexican, Russian, Albanian, Salvadoran, Kenyan and Filipino survivors. (Legal Assistance for Victims Program & STOP Program)

4. Coordinated Community Responses to End Violence Against Women

Appropriate responses by non-profit, non-governmental victim services, the criminal justice system, civil legal assistance, faith-based and community based organizations, health, mental health, social service agencies, the business community, and others are needed to effectively address violence against women. Coordination of these responses can significantly increase victim protection and offender accountability.³² To succeed, each link must be strong in its own right, and stronger still in its connection to the others. A community's response can have an impact on even the most isolated victims. Initially, coordinated community efforts centered on formulating changes in individual agencies, particularly in criminal justice agencies and victim services organizations, to respond to domestic violence, sexual assault, and stalking in a more comprehensive manner. In recent years, a growing number of communities have expanded their efforts to include a broader array of agencies and stakeholders. This effort to involve the community as a whole, to significantly increase awareness, and to reshape attitudes about this issue, represents significant progress.³³ Communities are in the best position to understand their own needs and resources and to prioritize efforts in addressing violence against women.

For this reason, OVW continues to emphasize the need for community collaboration in the development and administration of VAWA grant programs, by actively seeking to build local, regional and statewide structures of communication and coordination that link advocates, police, prosecutors and others.

All VAWA grant programs require grantees to actively collaborate and coordinate with other agencies and organizations in the community. In addition, VAWA funds are effectively being used to support interdisciplinary training, community coordinating bodies, and the development of policies and protocols that increase cross-discipline coordination. Examples include:

32 Clark, S., Burt, M., Schulte, M., & Maguire, K. (1996). "Coordinated Community Responses to Domestic Violence in Six Communities: Beyond the Justice System." Urban Institute, for the Office of the Assistant Secretary of Planning and Evaluation.

33 Witwer, M., & Crawford, C. (1995). "A Coordinated Approach to Reducing Family Violence: Conference Highlights," National Institute of Justice.

- § In North Carolina, the Thirteenth Judicial District Domestic Violence-Sexual Assault Alliance, Inc. established a domestic violence law enforcement unit in each of the seven rural western counties. The Alliance also worked with law enforcement agencies throughout the district to create a coordinated response for the entire district. Results include a multi-agency batterer intervention program policy and the expansion of domestic violence law enforcement units to include a focus on sexual assault. (STOP Program)

- § In Washington, the Kitsap Sexual Assault Center worked with the Military Family Service Center to provide training to 300 advocates on how to respond to sexual assault incidents, and to develop the Kitsap County Special Assault Investigation Protocol. The advocates provide services at Bangor Nuclear Submarine Base and on board vessels from the base. (STOP Program)

- § The Northwest Tribal Judges Association in Washington convened five regional conferences, bringing together tribal, county and city law enforcement, prosecutors, judges, and victim advocates from each region to discuss providing full faith and credit to domestic violence protection orders. The first conference resulted in an agreement between the Stillaguamish Tribe and the Snohomish County Sheriff's Office to include tribal protection orders in the state registry and National Crime Information Center (NCIC) databases. The conferences have fostered follow-up meetings and action plans between tribal and non-tribal judges, prosecutors, and law enforcement, and between different parts of the tribal and non-tribal criminal justice systems who were not previously talking or collaborating with each other. (Arrest Program)

IV. CONCLUSION

In response to Congressional reporting requirements under VAWA 2000, the Department of Justice's Office on Violence Against Women placed strong emphasis on the development of measurement tools designed to consistently capture the effectiveness of activities carried out with VAWA grant funds. The development of these tools continues to progress and future Reports to Congress will document their implementation. These measurement tools will provide data and information that will result in substantive reports including critical data regarding VAWA-funded grant activities.

These progress reporting tools will provide on-going information on the program activities, victim services, criminal justice activities, and staff positions funded under each of the VAWA programs administered by OVW. The data garnered from these reports will allow the Attorney General to provide comprehensive descriptions of how VAWA funds are being used under each grant program. Future Reports to Congress will include: 1) the number of victims of domestic violence, sexual assault or stalking receiving assistance, the types of assistance and the number of victims of these crimes who could not be served; 2) data on criminal justice interventions and the legal outcomes in civil and criminal proceedings on sexual assault, domestic violence and stalking; 3) information on training, public education, and efforts to coordinate community

responses to violence against women; and, 4) grantee assessments of their effectiveness in achieving the goals and objectives of their grant project. These program-specific reports will provide substantive evidence of the effectiveness of activities supported by VAWA.

Although complete data is not yet available, initial state profile data collected through the VAWA Measuring Effectiveness Initiative provides compelling evidence of VAWA's effectiveness in reaching and serving victims, promoting justice, and building coordinated community responses to end violence against women. Because of VAWA, many more communities across the nation have skilled advocates and hotline workers, specialized police and prosecutors, and knowledgeable judges and court personnel. As a result, more victims have access to safety and support, and more offenders are being arrested and prosecuted for their crimes. Perhaps most significantly, the VAWA grant programs are continuously spurring development of increasingly sophisticated community-tailored approaches to ending violence against women, deepening the effectiveness of these investments even further. VAWA is changing the national landscape toward a society that actively embraces, supports and protects the right of every person to live free from sexual assault, domestic violence, and stalking.

APPENDIX A:

VAWA Measuring Effectiveness Initiative Advisors

APPENDIX B:

**Semi-Annual Progress Report Forms for
Office on Violence Against Women Grant Programs**

APPENDIX C:

State Profiles