

**1998 Report:**  
**Evaluation of the**  
**STOP Formula Grants**  
**Under the**  
**Violence Against**  
**Women Act of 1994**

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# Highlights of the Report

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In FY 1998, 54 of the 56 states and territories eligible for STOP funds received their awards from OJP, totaling more than \$130 million, within three months of the congressional appropriation. The timely notification of awards has been coupled with technical support for preparation of state plans, which will be submitted in May of 1998 prior to release of the funds for subgrant awards.

OJP has supported conferences; regional meetings; regular communication with states via telephone, memoranda, and clearing-house services; resource material development and dissemination; and training. Technical assistance is provided to help grantees achieve compliance with Violence Against Women Act (VAWA) statutory requirements and goals and develop state plans, and to disseminate promising practices for subgrantees. Organizations providing the technical assistance include: the American Prosecutors Research Institute, The International Association of Chiefs of Police, the Police Executive Research Forum, the NOW Legal Defense and Education Fund, the Pennsylvania Coalition Against Domestic Violence's STOP T.A. Project, two components of the Battered Women's Justice Project, and the University of Minnesota. Information on these resources and how to contact them is provided in Chapter 2.

Through February 9, 1998, states reported 2,473 STOP subgrant awards in the first three years (FY 1995/96/97). These awards totaled \$91,875,206. The reported subgrants account for 92 percent of the FY 1995 federal funds available for subgrant awards, about half of the FY 1996 funds, and less than 10 percent of the FY 1997 funds.

STOP grants can be used for seven purpose areas (types of activity) defined by the VAWA. The large majority of the projects are providing direct services to victims, alone or in combination with other activities. Training for law enforcement and prosecution is

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## Accomplishments

- *Timely awards to states by the Office of Justice Programs (OJP).*
- *Extensive technical assistance to states.*
- *Nearly 2,500 subgrant awards reported by state STOP administrators.*
- *Subgrant activities in the seven STOP purpose areas.*



the focus of nearly a quarter of the projects. Between 10 and 15 percent of the subgrantees are developing policies and protocols or supporting specialized units within law enforcement or prosecution agencies.

- *Over 800 subgrants for underserved victims.* Project profiles indicate that these 828 subgrants went primarily to private, nonprofit victim service agencies (60 percent). The majority serve domestic violence victims only (54 percent) or in combination with victims of sexual assault (22 percent); 10 percent focus exclusively on sexual assault. Many projects are being developed to serve victims in rural areas (60 percent). Virtually all subgrantees focused on reaching underserved populations (89 percent) reported their intent to expand direct services for victims. Three in five subgrantees (61 percent) expected to offer women victims of violence advocacy services to help them get through justice systems, and 55 percent expected to offer counseling.
  - *Over 800 subgrants for building community capacity to combat violence against women.* These 820 projects reported activities intended to improve interagency communication, coordination, and collaboration to create whole communities that work together to combat violence against women. However, cross-sector involvement in these projects appears limited. Only 8 percent have funding allocated to all three major funding categories (law enforcement, prosecution, and victim services) and under half involve three or more participant groups.
  - *Most subgrants focus on domestic violence.* About half the funds addressed domestic violence alone, and another 24 percent addressed domestic violence in combination with sexual assault. Less than 1 percent addressed stalking alone, but stalking was included with other crime types in more than 10 percent of the subgrants.
- 
- *Progress toward the VAWA mandate that 25 percent of STOP funds go to each area: law enforcement, prosecution, and victim services.* Over 40 percent of reported STOP funds have gone for victim services: 89 percent of the states have allocated at least 25 percent of their funds for victim services. Over 20 percent, but less than 25 percent, has gone to law enforcement and prosecution. Just over half the states have allocated at least 25 percent of their funds to these categories.





Over 90 percent of the subgrantees required to provide matching funds did so. The 1,458 FY 1996/97 projects that reported this information provided \$11,198,952 in matching funds.

The 1994 Safe Homes for Women Act requires that a civil protection order issued by a court of one state or Indian tribe shall be accorded full faith and credit by the courts of other states and tribes, and be enforced as if it were the order of the enforcing authority as long as the due process requirements of the issuing authority were met. While not a mandate directed specifically at STOP grants, over 10 percent of the reported subgrants are working on full faith and credit issues.

States were required, as a condition of receiving STOP funding, to certify that victims not bear the costs of prosecuting offenders in sexual assault or domestic violence cases, and all states have submitted this certification. An Urban Institute survey of states on fee waiver practices found that basic coverage of fees for evidence collection is provided by almost all states, but that coverage of “optional” diagnostic or forensic examinations, medical treatment, and ambulance services is provided by only a portion of the states. Problem areas include requirements to report a sexual assault, payment mechanisms and the financial or other burdens they may impose, and the timeliness and accessibility of payment or reimbursement. Only four states indicated that domestic violence victims are ever required to pay criminal justice processing fees.

The Institute for Law and Justice (ILJ) is evaluating STOP grants to law enforcement and prosecution agencies for training, special units, and development of new policies and procedures. ILJ’s national survey of agencies that set police training standards found that 42 states set a minimum level of domestic violence training for police recruits. The amount of training required ranged from 2 to 30 hours with a median of 8 to 9 hours of required training. Related police training requirements include those for rape (38 states, median of 4 hours) and stalking (12 states, median of 1-2 hours). A parallel ILJ survey of state prosecutor agencies and organizations found that 46 of 47 states that responded provide training in domestic violence. Two legislative reviews prepared by ILJ, “Domestic Violence Legislation Affecting Police and Prosecutor Responsibilities in the United States” and “Review of State Sexual Assault Laws, 1997,” summarize the status of state legislation and reform.

- *Compliance with the requirement that subgrantees other than private, nonprofit victim service agencies provide nonfederal matching funds of at least 25 percent of STOP funding.*
- *271 STOP subgrantees address full faith and credit issues.*
- *Waiver of fees for victims.*
- *National evaluation of grants for law enforcement and prosecution.*



- *National evaluation of grants for data and communication systems.*

The National Center for State Courts collected information about current data collection and communication system activities from a survey of all state court administrators to determine the states' capacities to comply with the full faith and credit provisions of the Violence Against Women Act, a follow-up telephone survey of states operating or planning a protection order registry, and a database of information available in state criminal history records developed by the Justice Research and Statistical Association. They found that 24 states have a protection order registry in some stage of operation and 17 states are developing one (these figures now are likely higher). Most of the 41 registries are or will be statewide.
- *National evaluation of grants for victim services.*

The American Bar Association is evaluating the impact of STOP grants on victim service programs housed in criminal justice agencies that have been funded to provide direct victim services, and/or to work with private nonprofit victim service agencies as a team to provide services to victims. Exploratory interviews with 24 programs found that the FY 1995 subgrantees typically added a small component to existing programs, which often had multifaceted activities (e.g., they ran shelters, hotlines, and acted as advocates for victims).
- *National evaluation of the 14 tribal grant programs funded with FY 1995 STOP funds.*

The Tribal Law and Policy Program (TLPP) at the University of Arizona is conducting a two-year impact evaluation. Preliminary results indicate that the simple fact of receiving STOP funding has raised community as well as tribal leadership awareness of the prevalence of domestic violence, while grant activities have promoted various approaches to confronting the problem of domestic violence in Indian communities.
- *Research on other critical topics to support the STOP program.*

The National Institute of Justice supports research on stalking in domestic violence cases and the effectiveness of various anti-stalking efforts; evaluations of victim advocacy, police domestic violence training, and a felony domestic violence court; domestic violence in multi-ethnic rural communities; medical records as legal evidence in domestic violence cases; and a national study of domestic violence and sexual assault databases in the states.
- *Preparation of an Evaluation Guidebook for STOP projects.*

As part of the national evaluation of the STOP program, the Urban Institute prepared an *Evaluation Guidebook* to help subgrantees document their accomplishments and to help state STOP coordinators as they fund statewide evaluations or support evaluations by individual subgrantees. The first six chapters introduce the reader to issues in doing evaluations, working with evaluators, using the OJP data on subgrant awards, and choosing an evaluation design. The remaining chapters offer resources to measure and evaluate a program's activities and impact.



OJP needs to help states meet the requirement that they report subgrantee award information. This means expediting completion of the reporting forms and their electronic versions, providing technical assistance in reporting procedures, monitoring compliance with reporting requirements, and taking steps to enforce reporting for states that fail to meet specific criteria of completeness and timeliness.

OJP should continue to support the ongoing technical assistance activities of the STOP T.A. Project, especially the regional meetings for state administrators.

States should develop updated strategic plans for allocating STOP funds, using a coordinated planning process that includes representatives of law enforcement, prosecution, victim services, and victim advocates as well as representatives of agencies administering other VAWA funding programs. Issues that OJP should require states to address in their updated plans include: (1) plans for how to institutionalize the gains achieved with STOP funds when STOP ends; (2) plans to maximize the overall impact of funding related to violence against women in the state by coordinating or doing joint planning with offices administering other relevant federal funds (e.g., Byrne grants, Victims of Crime Act grants, Rural Domestic Violence and Child Victimization Grants, Grants to Encourage Arrest Policies) or state funds; (3) plans to share achievements of existing subgrantees with other communities throughout the state, to minimize activities that keep “reinventing the same wheel” and capitalize on successes; and (4) evidence that the state is using its experience over the past three years of STOP funding to think strategically about how best to use its STOP funding. Without such planning, funding patterns and practices may diverge from legislative goals for STOP.

The delays in spending STOP funds occur at the state level. They are at odds with the legislative requirement to spend the funds within two years and have delayed the potential impact of the STOP program. States should implement faster award mechanisms. These might be accomplished by working on strategic plans and RFPs in advance of state awards and sending notice of future plans to potential applicants in advance of the application information.

OJP needs to monitor the quality and timeliness of the information states submit about the subgrants they have awarded. This may require establishing procedures and schedules for timely submission of subgrant information, assuring access to effective modes of electronic transmission, and providing training to state administrators in the procedures.

## Recommendations

- *Help states meet the requirement to report information about STOP subgrant awards to the Attorney General.*
- *Continue intensive technical assistance to states.*
- *Continue to improve the state planning process for allocation of the subgrant awards.*
- *Encourage states to expedite the process of making subgrant awards.*
- *Monitor the submission and quality of subgrant reports.*



- *Encourage applications for STOP funds from law enforcement and prosecution agencies.*

One reason given for the lower percentage of STOP funds going to these agencies has been that the agencies themselves do not make many applications. States need to develop procedures for communicating the availability of funds to these agencies and encouraging participation in the STOP program.
- *Encourage evaluation of innovative or critical subgrants using rigorous evaluation methods.*

OJP and the state STOP administrators should encourage or require evaluation of the outcomes and impact of subgrant activities so that the public investment in VAWA generates knowledge about effective strategies for combating violence against women.
- *Prohibit all requirements that specific legal outcomes (e.g., conviction) occur as a condition of receiving reimbursement for the expenses of forensic medical examinations.*

OJP regulations should specify that reimbursement for forensic medical examinations not require a conviction (the victim cannot always ensure conviction even by cooperating with prosecution), and states should be asked to monitor and enforce compliance with this regulation.
- *Work with states to reduce hardships on victims caused by fee reimbursement policies of the states.*

OJP should identify states in which there is evidence of long delays in reimbursement for the cost of forensic examinations, denial of reimbursement for questionable reasons, and/or payment of less than the full cost charged by hospitals with the consequence that women or their insurance companies must pay the balance. OJP should develop procedures to increase compliance with VAWA requirements to waive fees for victims.
- *Develop STOP regulations stating explicitly what minimum services or activities must be included in forensic medical examinations in sexual assault cases for the purpose of public payment or reimbursement.*

In addition, regulations should describe desirable areas for additional coverage, such as extending payment coverage for sexual assault victims to the diagnosis and treatment of injuries and diseases resulting from the attack.

# Introduction

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**THE VIOLENCE AGAINST WOMEN ACT (VAWA)**, Title IV of the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322), provides for Law Enforcement and Prosecution Grants to states under Chapter 2 of the Safe Streets Act. The grants have been designated the STOP (Services, Training, Officers, Prosecutors) grants by their federal administrator, the Department of Justice's Violence Against Women Grants Office (VAWGO) in the Office of Justice Programs (OJP). They are "to assist States, Indian tribal governments, and units of local government to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women, and to develop and strengthen victim services in cases involving violent crimes against women."

This report assesses the progress and accomplishments of the STOP program through January 1998, covering the third year of STOP program authorization. Congress required an annual report under VAWA. The Urban Institute was selected competitively by the National Institute of Justice (NIJ) under authority from the Attorney General to evaluate the STOP grant program and prepare this report. This chapter presents a brief summary of the first- and second-year STOP reports, submitted in March 1996 and 1997, followed by a description of the Urban Institute's evaluation activities during 1997 and an overview of Chapters 2 through 8.

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To give the reader some context for this *1998 Report*, a brief summary follows of the evaluation work completed since the STOP program began. This work has been reported in the *1996 Report* and the *1997 Report*.

Each of the first two reports submitted on STOP grant activity summarized the history and motivation behind the Violence Against Women Act. The *1996 Report* presented brief histories of

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developments in the fields of domestic violence and sexual assault along with current issues in both fields. It described VAWA's focuses on law enforcement, prosecution, and victim services and the seven purpose areas specified by the Act, noting special legislative emphases on reaching populations underserved because of race, culture, ethnicity, or language and on reaching geographically isolated communities. It also summarized how OJP handled the administrative steps necessary to distribute the STOP funds as quickly as possible.

The *1996 Report* focused on state implementation plans. In these plans, states told OJP how they expected to implement their STOP formula grants, described their planning processes and state needs, and articulated their probable uses of 1995 STOP funds. Most state plans adhered closely to the legislatively required distribution of support, indicating their intention to give at least 25 percent each to law enforcement, prosecution, and nonprofit, nongovernmental victim services (the remaining 25 percent is discretionary, within the parameters of the VAWA). Victim services was the area most likely to receive an allocation greater than 25 percent.

The *1997 Report* presented findings of the Urban Institute's site visits to 12 states to examine their STOP programs. It also reported the first analyses of actual subgrant award documents, covering subgrant awards made with FY 1995 appropriations, showing that STOP funds were allocated with close attention to VAWA's requirements and served the people intended. Nonprofit, nongovernmental victim service agencies received 38 percent of these funds, followed by prosecution agencies. Other governmental agencies (e.g., courts, corrections, public victim service agencies, and state statistical agencies) and private agencies (e.g., universities) also received some funding.

Women victims of violence were the immediate users of services or participants at subgrant activities for the largest share of grants, followed by personnel in victim service agencies, law enforcement agencies, prosecutors' offices, and the judiciary. More than half the projects (58 percent) intended to serve more than one type of user or attendee (e.g., by providing training for law enforcement, prosecution, and the courts).

Direct victim services and training for law enforcement officers and prosecutors were the biggest categories of FY 1995 STOP funds. States gave the most subgrants for direct victim services, both in terms of number of subgrants (60 percent) and amount of funds (39 percent). Training for law enforcement and prosecution was next, followed by special law enforcement or prosecution units for domestic violence and/or sexual assault, policy development for law enforcement or prosecution, and data and communication services.



Domestic violence received far more funding, through more subgrants, than did sexual assault. Stalking received very little attention, except as it was considered a part of domestic violence or sexual assault projects. Less than half of FY 1995 STOP funds were used to support activities for underserved populations. Typically the communities targeted by these subgrants were rural, but a small number of projects focused on highly distressed urban neighborhoods.

Site visits revealed that the STOP planning and grantmaking process was beginning to change interactions among law enforcement, prosecution, and nonprofit, nongovernmental victim service agencies. The process of change appeared likely to be long, however, as there were also situations at both the state and local levels in which one or more parties were not interested in participating, or had not been invited to participate by the lead agency. Lead agencies with a history of involvement in issues related to violence against women were most adept at strategic planning for STOP funding, but many other agencies learned quickly. Several site visit states had long-standing policy forums for directing state efforts to reduce violence against women and were able to act quickly when the STOP funds arrived. The lead agencies in several other states very quickly developed an inclusive approach despite being new to the issues, while others did not do so.

The process of soliciting STOP subgrant applications and selecting subgrants for award varied greatly from state to state. In addition, people interviewed on site visits identified many barriers to effective use of the civil and criminal legal systems, and gaps in services that STOP funds might be used to remedy. These included current state statutes and their enforcement, gaps in training for many types of professionals, inadequate levels of victim services, structural and political barriers to progress, and data system gaps.

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Chapter 2 of this report describes federal activities and accomplishments during FY 1997, including the activities of the STOP T.A. Project. Chapters 3 and 4 examine evidence of compliance with the legislative mandates in VAWA. Chapters 5 and 6 present findings on how well STOP appears to be addressing the goals and purpose areas defined in the legislation. Chapter 7 provides preliminary findings and progress on national evaluations of STOP grants in four areas of activity: law enforcement and prosecution, data system development, victims services, and grants to Indian tribes. This is followed, in Chapter 8, by a summary of the *Evaluation Guidebook* developed this year by the Urban Institute, and how it may be used by STOP grantees to evaluate STOP projects.

## Overview of This Report





# Accomplishments— Implementation of STOP at the Federal Level

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

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## *OJP's STOP Application and Award Process*

OJP is responsible for awarding the STOP formula grants. These awards have been made under intense time pressure in each year since the STOP program began. In FY 1997, Congress required that funds be awarded to states within 60 days of appropriation, to compensate for the delays in getting funds out to states that occurred in FY 1996 because the federal budget was not approved until April 1997. FY 1997 awards to 53 of the 56 states and territories were completed by the end of November 1996, within 60 days of the appropriation date of September 30, 1996. The three grants not awarded in November were delayed because these states and territories had not yet submitted their applications.

In FY 1998, the OJP awards process again moved rapidly. Application kits were mailed to states six weeks after the appropriation date and state applications were due two weeks after that. OJP processed most applications within one month, with 54 of the 56 awards for FY 1998 awarded by the end of February. The chronology of FY 1998 STOP grant allocations to states and territories is as follows:

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## **Federal Actions Related to the STOP Grants**



- 11/26/97 FY 1998 STOP funds appropriated
- 1/9/98 OJP mailed the FY 1998 STOP grant application kits to the states
- 1/23/98 Deadline for submission of FY 1998 STOP grant applications
- 2/27/98 OJP awarded 54 grants representing more than \$130 million; the remaining two states submitted their applications at a later date.

The speed of this award process has not given states the time necessary to update and revise state plans prior to receiving awards from OJP. In FY 1997, to meet the congressional mandate to make awards within 60 days of when the appropriation passed, OJP dropped altogether the requirement that states submit a revised state plan in order to receive STOP funds. In FY 1998, OJP acted to encourage strategic planning by the states by setting up a two-stage process. To encourage states to invest the effort to update and rethink their original state plans, states received authority to spend their FY 1998 administrative set-aside (5 percent of grant funds) for this purpose. State plans were due in May of 1998. After OJP reviews and approves these plans, states can begin spending the remainder of the FY 1998 funds they received in February. In March 1998, OJP held a conference for state administrators designed to offer technical assistance on developing state plans and encourage states to expand their vision and inclusiveness in the state planning process. All but two states attended.

The three-month period allocated to developing state plans is expected to have minimal effect on the states' schedule for spending STOP funds, as illustrated by the following description of state subgrant awards in prior years. State funding cycles are long and it appears that the period between their receipt of funds from OJP and their disbursement of funds through subgrant awards is relatively lengthy. Although the VAWA requires that states spend the STOP grant funds within two years, this deadline has proved too stringent in many states. A number of states have requested and received 12-month or longer extensions from OJP to allow them to expend funds they have remaining from their FY 1995 and FY 1996 STOP allocations.

As of February 1998, most states had committed most of their 1996 STOP grant funds but only a relatively small portion of their 1997 funds. By March 1, 1998, 15 months after the federal awards, only 30 states and territories had awarded all or most of their FY 1997 STOP allocations:

Alaska	Connecticut	Idaho	Kansas
Arizona	Delaware	Indiana	Kentucky
Arkansas	Georgia	Iowa	Maine



Maryland	New Jersey	Northern	South Carolina
Massachusetts	New Mexico	Marianas	Vermont
Missouri	New York	Oklahoma	Virginia
Montana	North Carolina	Oregon	Wyoming
Nevada	North Dakota	Pennsylvania	

Most of these states did not begin to distribute their FY 1997 STOP funding until the second half of calendar year 1997, even though they received it by the end of November 1996. The remaining 26 states and territories had not yet awarded as much as 50 percent of their FY 1997 STOP dollars by the end of February 1998. This pattern of state spending indicates that delays in getting STOP dollars out to the project level, where actual services can occur, happens at the state level, where it is necessary to allow time for planning, competitive announcements, application rating, final decisionmaking, and the subgrant contracting process.

The VAWA requires state STOP coordinators and STOP subgrantees to report information to the Attorney General about subgrant awards, and specifically about subgrant performance. This information forms the basis of the Urban Institute's *Reports* and is used to meet the requirement for an annual report to Congress describing how STOP funds have been spent and what they have accomplished. In addition, the database created from the information contained in the subgrant reports is used by all evaluation grantees involved with the national STOP evaluation to select appropriate projects for more intensive examination (see Chapter 7 for more detail).

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

In 1996, OJP completed development of a Subgrant Award Report (SAR) and received approval for its use from the Office of Management and Budget (OMB). FY 1995 subgrant awards were reported on a paper version of this form, and the results were included in the *1997 Report*. To simplify the reporting and analysis of information about state subgrant awards, an electronic version of the Subgrant Award Report was developed for use through the OJP Information Systems Division (ISD), which placed the electronic version online. States encountered significant problems in using this version, primarily because the ISD version was in DOS and many state administrators operate in a Windows environment. States became frustrated; some of those who could not access the electronic version submitted paper versions of the reports, while

## *Developing STOP Reporting Forms*



others simply did not report. Although state STOP coordinators can now enter their data directly into the OJP computers via electronic transfer, the hardware and software problems encountered may be contributing to delays in reporting subgrant awards, described more fully in Chapter 3.

During 1997, OJP began developing a second form to be used by subgrantees to report their accomplishments with STOP support. This form, called the Subgrant Statistical Summary (SSS), is designed to provide the information required by VAWA, Subtitle A, Chapter 2, Sections 2002 and 2004, on services delivered by subgrantees and in particular on the numbers and types of women served with STOP funds. The statistical summary also collects a small amount of additional information on the activities of subgrantees as they deliver training, establish special units, revise or develop policies and procedures, create data systems, and develop expanded capacity to serve women victims of violence. Urban Institute research staff joined the group working on reporting forms to help shape forms that will meet the needs of future evaluations of the STOP program.

A draft form of the statistical summary was distributed to state STOP coordinators in September 1997, for voluntary use in reporting the accomplishments of any STOP subgrants that were active during 1996. Unfortunately, this mailing took place at the same time states were struggling with the electronic version of the Subgrant Award Report, and asked for information that many states had not previously required their subgrantees to collect. As a consequence, relatively few usable statistical summaries have been received to date.

At this writing, the Subgrant Award Report and statistical summary forms are being combined into a single reporting form, the Subgrant Award and Performance Report (SAPR), based on feedback received from state STOP coordinators at regional meetings and elsewhere. The combined report is shorter than the two reports it replaces, and it will be easier to use thanks to the many ideas for streamlining and simplifying received from state administrators. A final paper version will be produced by the end of June 1998, and an operational electronic version has been promised for September 1998. The numbers of subgrantees reporting performance data will increase greatly in coming years, as OJP obtains OMB clearance for the new forms and state STOP coordinators write subgrant contracts requiring systematic reporting of performance data.

### *OJP's Cooperative Agreements for Technical Assistance*

OJP enters into cooperative agreements with national organizations as part of its strategy to build the capacity of criminal justice agencies to respond effectively to violence against women. During 1997 OJP used STOP funds through cooperative agree-



ments to support the following projects offering technical assistance to STOP grantees and subgrantees:

- The American Prosecutors Research Institute (APRI) conducted five workshops for prosecutors on state-of-the-art procedures for handling domestic violence and sexual assault cases. Three workshops focused on domestic violence and stalking cases; two workshops focused on sexual assault cases. The workshops educated prosecutors to approach and handle criminal cases involving violence against women in a manner that best promotes victim safety, offender accountability, and a change in community climate toward rejection of such violence. The workshops were led by a multidisciplinary faculty and trained over 150 prosecutors nationwide.
- The International Association of Chiefs of Police (IACP) hosted five state summits on “Reducing the Incidence of Police Officers Who Commit Domestic Violence.” Through this cooperative agreement (funded jointly by OJP and the Department of Justice’s Community Oriented Policing Services Office), teams of police chiefs and victim advocates met to assist IACP in the formulation of a model policy, a background paper on the problem, and a training guide for police departments. The policy is now completed and implementation strategies are being developed.
- The Police Executive Research Forum (PERF) completed a curriculum for police officers, victim advocates, and others on “Community Policing to Reduce and Prevent Violence Against Women.” For more information on the curriculum, contact D’Arcy Morgan at (202) 466-7820.
- The NOW Legal Defense and Education Fund continued to offer workshops for judges on “Understanding Sexual Violence: The Judicial Response to Stranger and Nonstranger Rape and Sexual Assault,” based on a curriculum it developed with support from the State Justice Institute. The curriculum is relevant to both appellate and trial judges. Copies of the curriculum may be obtained by mailing your request, with a check for \$70.00 that covers shipping and handling, to *National Judicial Educational Program to Promote Equality for Women and Men in the Courts*, 99 Hudson Street, Suite 1201, New York, NY 10013. Phone: (212) 925-6635; Fax: (212) 226-1066.
- The University of Minnesota worked collaboratively with VAWGO to develop an Internet web site offering immediate access to a range of training and resource materials developed by STOP-funded projects as well as other sources. STOP grantees and subgrantees may access this material through the VAWGO web site:

*To obtain a copy of the Model Policy and accompanying discussion paper, contact: Nancy Turner, 800 THE-IACP, or visit the IACP’s web site: [www.theiacp.org](http://www.theiacp.org).*

*The VAWGO web address is: [www.ojp.usdoj.gov/vawgo](http://www.ojp.usdoj.gov/vawgo).*



*www.ojp.usdoj.gov/vawgo*, then click on "Violence Against Women Resources."

*Conference materials are available from: NCJFCJ's Family Violence Department, 800 527-3223.*

- Through a cooperative agreement with the National Council of Juvenile and Family Court Judges (NCJFCJ), VAWGO and the State Justice Institute co-sponsored an invitational conference titled "Full Faith and Credit: A Passport to Safety." The conference, held on October 27-30, 1997, in Albuquerque, New Mexico, was designed to enhance state and local jurisdictions' implementation of the full faith and credit provision of the Violence Against Women Act. Its 400 participants came as state, tribal, and territorial teams of judges, police officers, prosecutors, court administrators, and victim advocates. The conference addressed topics that included ensuring due process; crafting and issuing enforceable protection orders; developing model forms and procedures; the essentials of data systems to support full faith and credit; the police role in enforcing foreign protection orders; taking children across state lines; and promoting victim safety.
- VAWGO has established a new technical assistance project specifically on issues of sexual assault. Under this initiative, the Connecticut, Illinois, New York, Minnesota, and Washington Coalitions Against Sexual Assault each have been assigned 10 states to which they will offer assistance in expanding capacity, developing effective partnering with other agencies, and mentoring. The special emphasis of the new work will be to help new and emerging state coalitions; existing coalitions may also share this resource. For more information, see the VAWGO web site: *www.ojp.usdoj.gov/vawgo*, then click on "Violence Against Women Resources."
- The Pennsylvania Coalition Against Domestic Violence's STOP Technical Assistance Project continued its technical assistance activities (described below).

## **The STOP T.A. Project's Technical Assistance Activities**

OJP has designated the STOP Violence Against Women Grants Technical Assistance Project (hereafter "STOP T.A. Project") as having the primary responsibility for offering state STOP coordinators technical assistance and organizing the OJP-sponsored technical assistance activities of other programs as they relate to STOP grantees and subgrantees. Since the inception of STOP, states have consistently indicated an interest in receiving technical assistance on a wide range of topics from administration of their grants to guidance on effective activities appropriate for funding. This technical assistance has been well received and has played a critical role in helping states and subgrantees meet the requirements and goals of the legislation. In response to state interest, the STOP T.A. Project expanded the range of technical assistance opportunities it offered to state administrators, partner



agencies, and subgrantees in FY 1997. The STOP T.A. Project held regional meetings for state administrators, instituted regular communication with states and subgrantees through a bimonthly memorandum and conference calls, developed additional resource materials, undertook an initiative to identify and disseminate promising practices, built its resources in the fields of sexual assault and stalking, and worked collaboratively with other VAWGO-funded technical assistance providers. The STOP T.A. Project's most recent product is a Promising Practices Manual, the first installment of which appeared on the VAWGO Internet home page ([www.ojp.usdoj.gov/vawgo](http://www.ojp.usdoj.gov/vawgo)) on February 2, 1998. STOP T.A. Project staff and its partners, the Battered Women's Justice Project (see below) and the National Resource Center on Domestic Violence, annually respond to thousands of telephone requests for technical assistance from state administrators, STOP subgrantees, and others on a variety of issues.

The STOP T.A. Project convened regional meetings to build the administrators' capacity to implement the STOP programs. The agenda, developed collaboratively with participants, was designed to facilitate cross-state learning about the successes and challenges they faced in implementing the STOP program and to promote collaboration among victim services, law enforcement, and prosecution. Informal feedback and written evaluations indicated that participants found the meetings very helpful and relevant to their work. The number of technical assistance phone calls and other requests for technical assistance increased following each regional meeting.

The STOP T.A. Project has developed a number of mechanisms to enhance communication among state STOP administrators and subgrantees, to share information, strategies, and promising practices. One mechanism to do this has been a series of "dial-in" conference calls on specific issues relating to grant administration or program implementation. During these calls, state administrators have an opportunity to hear from peers about successful strategies for responding to challenging issues and to consult with resource people who have demonstrated competence in the given area. Topics included strategies to elicit applications from a broad range of grantees; using the application process to promote effective coordination among law enforcement, prosecution, and victim services; providing tools to potential applicants to strengthen their applications; and allowable costs within the VAWA guidelines. These calls have proven very successful, with over 20 states participating in each call and requests made to expand the length of the calls to two hours. Territories are particularly pleased to have the opportunity to interact with peers from around the country without incurring high travel costs.

### *Regional Meetings for State STOP Grant Administrators*

### *Enhanced Communication*



In the second quarter of 1997 the STOP T.A. Project instituted regular communication with states and subgrantees through the publication of an *Administrative Memorandum*. The purpose of the *Memo* is to keep state administrators and subgrantees up to date on what their peers are doing, resources that might be of interest to them, and information on issues such as the status of full faith and credit legislation on a state-by-state basis or how to develop data collection systems. Each memo includes sections on State Plan Highlights, The Administrator's Corner (discussing issues related to administering STOP grants at the state level), a calendar of upcoming events from around the country, Violence Against Women Resources (highlighting new and interesting resources), and STOP T.A. Project activities. Also in 1997, the STOP T.A. Project established the on-site technical assistance program designed to give in-depth support from national or state experts tailored to a state's or subgrantee's specific needs.

### *Sexual Assault Initiatives*

In 1997 the STOP T.A. Project increased its focus on sexual assault through a number of activities. The project published an annotated directory of resources on sexual assault covering almost 60 references. The materials include police training manuals, sample prosecutor protocols, forms for use during the forensic examination, and resources for working with women from diverse backgrounds. Other initiatives included an on-site consultation on sexual assault, information on sexual assault given to state administrators at regional meetings, convening a panel of experts in sexual assault working with the Promising Practices Initiative; and convening a sexual assault advisory group.

*On-site consultations* have been a very effective way for the STOP T.A. Project to help state administrators and others learn first-hand about communities that have developed coordinated responses to violence against women. The first of the STOP T.A. Project's five on-site consultations to focus exclusively on sexual assault was held in April 1997. Approximately 50 representatives from 23 states and territories (including state administrators, victim service providers, and criminal justice professionals) attended this on-site consultation in Newport, Rhode Island. Panel discussions provided participants with the opportunity to learn and exchange information about outreach to "underserved" sexual assault victims, approaches to training law enforcement on sexual assault issues, and specialized police and prosecution units. Plans reported by participants for changes based on the consultation include: hire a designated trainer on sexual assault issues, challenge the VAWA planning team to address diversity issues, integrate probation and parole issues into prosecutor training, develop a uniform protocol to be used statewide for the sexual assault forensic exam, and pay more attention to special needs clients.





*Promising Practices Initiative.* The STOP T.A. Project has undertaken a series of activities to highlight innovative practices that improve the criminal and civil justice system's response to violence against women. Selected practices will be presented in a forthcoming *Promising Practices Manual*, scheduled for publication in summer 1998. The practices will cover coordinated community responses; victim services; and court, prosecution, and law enforcement responses.

## **Publications**

The first publication of the Promising Practices Initiative is *Assessing Justice System Response to Violence Against Women: A Tool for Law Enforcement, Prosecution, and the Courts to Use in Developing Effective Responses*. This document offers a series of checklists containing elements of practice that each sector should adopt as part of a response that values victim safety and well-being and offender accountability. Profiles of 18 police departments, prosecutor's offices, and court programs from around the country accompany the checklists. Profiles of legal representation models were also included. This document is available through the VAWGO web site: [www.ojp.usdoj.gov/vawgo](http://www.ojp.usdoj.gov/vawgo), then click on "Violence Against Women Resources."

In addition to its routine responses to requests for technical assistance and publication of the *Administrative Memorandum*, in 1998, the STOP T.A. Project will release the first in a series of monographs on innovative programs funded with STOP monies. The first monograph will highlight the Summits on Domestic Violence and Sexual Assault held in North Carolina and attended by multidisciplinary teams from each judicial district in the state. The STOP T.A. Project will also finish and release the *Promising Practices Manual*, which will include elements of practices in stalking, domestic violence, and sexual assault as well as examples of programs that incorporate some of these practices in their work. The information on the VAWGO web site will be expanded to include checklists and program profiles on victim services and coordinated community responses.

### **North Carolina: Domestic Violence Protocol Summits**

In 1995, the North Carolina District Attorney's Association and the North Carolina Victim Assistance Network organized a three-day summit that brought a multidisciplinary team from each of North Carolina's 39 prosecutorial districts to discuss domestic violence. While at the summit, the teams heard from national speakers about cutting-edge practices in the law enforcement, prosecution, and judicial responses to domestic violence. Every team included a judge, a magistrate, a district attorney, law enforcement officers, and victim advocates. Following this focused opportunity to coordinate their district's response to domestic violence, 12 districts have designated assistant district attorneys to work on domestic violence cases; local protocols describing how each discipline will handle these cases have been developed in many districts; and several districts have established domestic violence coordinating councils.

Through STOP funds, OJP supports several other projects that offer a wide variety of technical assistance resources to STOP grantees and subgrantees and often work in partnership with the STOP T.A. Project. These projects are two components of the Battered Women's Justice Project (BWJP):

- One component, the Criminal Justice Center, is located in Minneapolis, Minnesota. It offers information and referrals for local grantees of STOP funds. Subjects cover all aspects of criminal justice response to domestic violence cases, from arrest through probation. The

## **Other Technical Assistance Projects Supported by OJP**



*The BWJP/Criminal  
Justice Center can be  
reached at:*

*Phone: 800 903-0111  
select "1" from the menu;*

*Fax: (612) 824-8965.*

*The BWJP/Civil  
Justice Center can be  
reached at:*

*Phone: 800 903-0111  
select "2" from the menu*

*Fax: (717) 671-5542.*

office has amassed a database and library of 1,900 published and unpublished materials in these subject areas, including: model arrest policies and training curricula, prosecution manuals and guidelines, legal advocacy training materials, probation manuals, curricula for judges' training, research on the efficacy of batterers' programs, and articles on coordinated community responses to domestic violence cases. Almost 1,500 calls a year are received from advocates, law enforcement officers, criminal justice personnel, legislators, policy makers, and victims in all 50 states.

- The second component, the Civil Justice Center, is located in Harrisburg, Pennsylvania, and is affiliated with the Pennsylvania Coalition Against Domestic Violence. It provides information, referral, problem-solving, technical assistance, and training to STOP subgrantees in states, territories, and tribes on all aspects of civil law and practice. In 1996-1997 the Center responded to more than 2,000 calls on civil legal issues ranging from protection orders to confidentiality of shelter records and communications, TANF and the Family Violence Option, mediation, divorce, child support, immigration, federal crimes of domestic violence, full faith and credit of civil protection orders, housing, crime victim compensation, custody, privacy, telecommunications regulation, and tort claims and other economic recovery. The Center offered assistance and/or developed exemplary profiles on civil practice and court structure issues including dedicated domestic violence courts, legal advocacy, unified family courts, coordinated community response, conciliation processes, protection order registries, pro se practice, court and case management databases, and court rules to facilitate practice and law reform; it also provided technical assistance and administrative support to several amicus briefs in cases with implications for national precedent related to custody, VAWA crimes, professional ethics, and confidentiality. The Center has also worked collaboratively with other OJP-funded technical assistance projects, conference organizers, and individual STOP subgrantees.

## **NIJ's Research Agenda Supporting the STOP Program**

The National Institute of Justice receives funds from OJP to conduct research and evaluation supporting the purposes of the STOP program and related programs under the Violence Against Women Act. These funds are intended to foster partnerships between the practitioner and the research communities to produce technically competent research data that are relevant and useful to practitioners.

The FY 1997 research and evaluation awards included projects related to critical issues identified in the VAWA and the STOP



program. Projects are addressing the following areas: stalking in domestic violence cases and the effectiveness of various anti-stalking efforts; evaluations of victim advocacy, police domestic violence training, and a felony domestic violence court; domestic violence in multi-ethnic rural communities; and medical records as legal evidence in domestic violence cases.

The Justice Research and Statistics Association (JRSA) is conducting an NIJ-funded study of domestic violence and sexual assault databases in the states. The study (1) documents databases and sources for domestic violence and sexual assault data in the states, including incident-based reporting systems, specialized data collection systems, victimization surveys, and data collected by domestic violence and sexual assault coalitions; (2) summarizes what was learned about the advantages and disadvantages of various data collection approaches during an all-day meeting with state Statistical Analysis Center directors whose states collect domestic violence and sexual assault data using these various systems; and (3) conducts case studies of three states that use quite different types of data collection systems—incident-based reporting (Iowa), a specialized data collection system (Connecticut), and data collected by state coalitions (Illinois). A final report on this project is expected in summer 1998.

Four evaluations funded by NIJ examined the impacts of specific activities supported by STOP funds. These evaluations continued over the past year along with the work of the Urban Institute. The four evaluators, their special focuses, and the status of their work are presented in Chapter 7. The Urban Institute continues to serve as overall evaluation coordinator for the STOP program. This responsibility includes ensuring that their activities and those of the four other evaluation grantees complement and support each other, do not duplicate efforts or present unnecessary burdens to state grantees and subgrantees, and cover the major areas of interest in the STOP program. The Urban Institute continues to have the responsibility for providing national data covering all STOP subgrants, which it carries out using databases it creates from the information submitted by state STOP coordinators regarding their subgrant awards and subgrantee activities and accomplishments. These databases are used by the Urban Institute and the other four evaluators to identify projects that might be appropriate for more focused evaluations on particular program models within each evaluator's subject area.

*To obtain a copy of  
its database study  
final report,*

*contact:*

*JRSA,  
777 North Capitol  
Street, N.E.,  
Suite 801,  
Washington, DC  
20002*

*Phone: (202) 842-9330*

*Fax: (202) 842-9329.*

Evaluations of the STOP program are anticipated to extend over the next few years. As these evaluative efforts progress, they will continue to produce results that reveal the impact of the national program. These results will offer measures of achievement, identification of difficulties encountered in implementing innovative programs, and accountability for the federal funds supporting the STOP program. At the state and local level, the *Evaluation*

**Planned NIJ-Funded  
Research Activities  
for 1998**



*Guidebook* produced by the Urban Institute (described in Chapter 8) is expected to stimulate various evaluations to guide the course of new programs and policy development.

NIJ's Research and Evaluation Program on Violence Against Women has been dramatically expanded in the 1998 fiscal year. The newly initiated research and evaluation work—all derived from the Violence Against Women Act—benefits from the STOP evaluation work. Looking ahead, it is likely that the STOP national evaluation efforts will benefit from the array of new initiatives noted below. These new initiatives include evaluations of two additional programs under the VAWA: the Grants to Encourage Arrest Policies and the Rural Domestic Violence and Child Victimization Enforcement Grant Program. In addition, another major initiative includes a broad research and evaluation program with the Centers for Disease Control and Prevention (CDC).

This major new joint program with CDC also has its roots in the Violence Against Women Act of 1994. Under VAWA Congress mandated that NIJ provide for the development of a research agenda to increase the understanding and control of violence against women. The agenda, sponsored by NIJ and CDC, was published by the National Academy Press as "Understanding Violence Against Women." A congressional appropriation of funds to implement this agenda was approved for FY 1998.

A five-year joint NIJ and CDC program has now been initiated. The focus of the program is on gaining a better understanding of the extent of violence against women, why violence against women occurs, how to prevent it, and how to increase the effectiveness of legal and health care interventions. The long-range goal of this initiative is to achieve highly effective, widely useful, interdisciplinary, and economical approaches to the prevention, intervention, and control of violence against women. In this regard, the joint research and evaluation program and the national evaluation projects assessing STOP will complement and enhance each other.

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## Recommendations

- OJP should expedite completion of paper and electronic versions of the Subgrant Award and Performance Report. In addition, OJP should help states set up mechanisms to obtain and submit all of the information requested, provide technical assistance in reporting procedures, monitor compliance with reporting requirements, and take steps to enforce reporting for states that fail to submit complete and timely reports.
- OJP should continue to support the ongoing technical assistance activities of the STOP T.A. Project, especially the regional meetings for state administrators.



- States should develop updated strategic plans for allocating STOP funds, using a coordinated planning process that includes representatives of law enforcement, prosecution, victim services, and victim advocates, as well as representatives of agencies administering other VAWA programs. Issues that OJP should require states to address in their updated plans include: (1) plans to institutionalize the gains achieved with STOP funds when the program ends; (2) plans to maximize the overall impact of funding related to violence against women in the state by coordinating or conducting joint planning with offices administering other relevant federal funds (e.g., Byrne grants, Victims of Crime Act grants, Rural Domestic Violence and Child Victimization Grants, Grants to Encourage Arrest Policies) or state funds; (3) plans to share achievements of existing subgrantees with other communities throughout the state to reduce “reinventing the same wheel” and capitalize on successes; and (4) evidence that the state is using its experience over the past three years of STOP funding to think strategically about how best to use its STOP funding. Without such planning, funding patterns and practices may diverge from the legislative goals of the STOP program.
- States should expedite the process of making subgrant awards. The delays in spending STOP funds are at odds with the legislative requirement to spend the funds within two years and have delayed the potential impact of the program.



# Meeting STOP Legislative Mandates—Preliminary Findings on Subgrant Awards

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VAWA places several legislative requirements on how STOP funds are spent. States may use VAWA funds to benefit victims of sexual assault, domestic violence, or stalking. They are required to award 25 percent of each year's funding allocation to each of three areas: law enforcement, prosecution, and victim services. STOP awards are restricted to seven legislatively designated purpose areas. These include: victim services, training, policy development, special law enforcement or prosecution units, and data systems, as well as special projects to address stalking and the needs of Indian tribes. Subgrantees other than private, nonprofit victim service agencies must provide nonfederal matching funds of at least 25 percent of STOP funding. This chapter presents data on progress toward meeting these legislative requirements and provides additional descriptions of subgrantee goals, activities, and evaluation plans.

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The analysis is based on reports of subgrant awards submitted by the states from the beginning of the STOP program through February 9, 1998. The data set includes 2,473 subgrant awards totaling \$91,875,206.<sup>1</sup> The reported subgrants account for 92 percent of the FY 1995 federal funds available for subgrant awards, about half the FY 1996 funds, and less than 10 percent of the FY 1997 funds. In most sections of this chapter, data on subgrant awards are reported cumulatively rather than broken out by fiscal year because few reports of FY 1996/97 subgrant awards are available for analysis. However, analyses using data elements introduced to the reporting forms at a later time or focusing on issues after the start-up year of FY 1995 are based on the FY 1996/97 award reports.

## Data for This Analysis

The extent to which data are available on subgrant awards for FY 1996 funds varied widely among the states. Forty-three states submitted reports on one or more FY 1996 awards. The 13 states and territories that did not report any FY 1996 awards received \$28,444,900 in FY 1996 funds (25 percent of federal disbursement for that year). Twenty-seven states reported for 75 percent or more



of their funds; six states submitted reports accounting for half to three-quarters of their funds; and nine states submitted reports for less than half of the money they received under STOP. At the extremes, a few states reported only one or two subgrants representing less than 5 percent of their FY 1996 funds, and a few other states reported all their funds. Thus, funds not accounted for in this data set are about equally due to a complete absence of reports from some states and partial reporting of subgrant funds by other states. It is not clear what portion of the funds not included in this year's report have not yet been awarded to subgrantees and what portion have been awarded but not reported. As noted in the previous chapter, states experienced problems using the reporting forms and procedures. Award reports received after February 9, 1998, will be included in next year's report.

Missing data on submitted subgrant award reports also present a problem to the analysis. Four states submitted only brief descriptive information in the form of summary listings of grant awards (13 percent of the subgrant reports). In addition, 25 percent of the subgrant reports were submitted on an old version of the reporting form that did not ask for certain information, such as whether the subgrant was a new or a continuation award. Information on missing data is provided to assist in interpreting the findings.

The data limitations mean that this report must be viewed as providing very preliminary indications of trends toward meeting the legislative requirements. There is no way to judge whether the reported subgrants are different in any systematic way from the unreported subgrants or whether they fairly represent all subgrants. It is, therefore, premature to make a final assessment as to whether the states have met their funding mandates.

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## **A Brief Profile of the Subgrant Awards**

STOP awards by states were generally small in FY 1995 when each state had \$380,084 available for subgrants. Compared with the first year of funding, states made many more FY 1996/97 awards and much larger awards, which is to be expected since they had over five times as much money to distribute. The 1,708 subgrants reported for FY 1996 and FY 1997 totaled \$72,216,015. They ranged in amount from \$332 to \$408,000, with a median award of \$29,000.

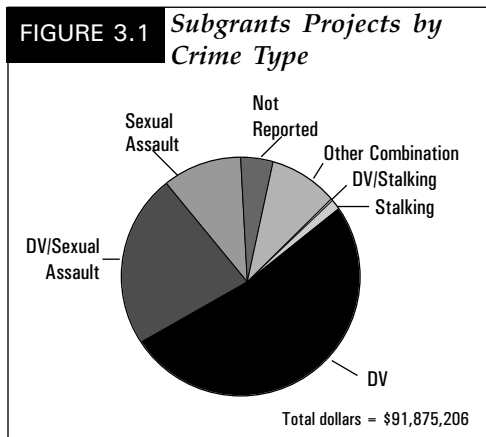
Some states tended to make small awards while other states awarded larger grants. In FY 1996/97, state-by-state averages for the 35 states reporting at least 10 awards ranged from \$8,687 to \$153,623. The average project length for the FY 1996/97 subgrants is 13 months, ranging from four days (for attendance at a conference) to 25 months.<sup>2</sup> Many of the FY 1996/97 awards supported new projects, but a substantial number continued previous awards made from earlier funding years. There were 712 new awards (42 percent of all FY 1996/97 reports) and 336 continuation





awards (20 percent). This information was not available for the other 660 subgrants (39 percent).

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



Source: Urban Institute 1996-1997 STOP Database.

Figure 3.1 shows which crimes are the focus of subgrantee efforts, based on the number of subgrant awards reporting a focus on domestic violence, sexual assault, and/or stalking. About half the funds addressed domestic violence alone, while less than 10 percent addressed sexual assault alone and less than 1 percent addressed stalking alone. However, a substantial portion addressed

several types of crime. The most substantial overlap in crime types was in subgrants that addressed both domestic violence and sexual assault, at 24 percent of funds. In addition, most of the “other combination” category consists of projects that addressed all three major crime types.

The emphasis on domestic violence is also reflected in our state-by-state analyses of the FY 1996/97 awards. These indicate that no state spent less than 43 percent of its STOP funds on domestic violence, and four states spent all their funds on domestic violence. The other 40 reporting states spent from 4 percent to 52 percent of their funds to address sexual assault issues. Seventeen states spent no money on stalking, but one state spent as much as 16 percent on stalking.

The VAWA requires states to use at least 25 percent of each year’s funds for each of victim services, law enforcement, and prosecution. The remaining 25 percent are discretionary funds that can be used for any of these three areas, or for additional areas such as the judiciary. As discussed in the *1997 Report*, we found in our site visits that states were interpreting this requirement differently, with some states considering an award to be “for” law enforcement (for example) if the subgrantee was a law enforcement agency, while other states used the beneficiary as the criterion, so that an award would be considered “for” law enforcement if project activities benefited law enforcement (such as officer training), no matter what

## Distribution of Funds Across Types of Crime

### Delaware: La Esperanza

La Esperanza, a domestic violence program in Georgetown, Delaware, has expanded services to low-income Latina women who are victims of domestic violence. The program offers services to address the myriad of barriers that low-income battered Latinas often face (including lack of English-language skills, cultural differences, and illiteracy), such as a 24-hour Spanish-language hotline staffed by on-call advocates with cell phones, and resource cards in Spanish that contain the phone numbers of police departments, prosecutors’ offices, the hotline, and social service agencies. The shelter provides outreach to the Latina community through a Carmelite sister, a trusted community member, who is often the first link to services for women not in immediate crisis.

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



type of agency received the award. OJP regulations allow states to interpret this requirement in either way, but they emphasize that states must demonstrate that they meet the requirements.

We use three approaches to assess how the 25/25/25 requirement is being met and the extent to which cross-disciplinary projects have been supported. The first is to use the funding category designated by the state. States can use two procedures for reporting funding category: the type of agency that receives the funds or the intended beneficiary of the project activities. In the following, we first look at the distribution of funds by the funding categories reported by the states and then examine the beneficiaries and types of agencies receiving the funds.

### *By Funding Category*

Victim services received the largest amount of funding, with smaller amounts going to law enforcement and prosecution and a much smaller amount remaining in the discretionary category. The cumulative distribution of subgrants reported to date is shown in Table 3.1.

**TABLE 3.1** *Cumulative Distribution of STOP Subgrants by Funding Category Designation*

Designated Funding Category	Number of Reported Subgrants	Median Amount of Reported Subgrants	Total Amount of Reported Subgrants	Percent of Reported Funds Designated Under Category
Law Enforcement	597	\$20,860	\$18,771,320	20
Prosecution	539	\$23,750	\$19,624,241	21
Victim Services	1,333	\$18,414	\$39,174,372	43
Discretionary	212	\$25,000	\$7,040,949	8
Funding Category Not Reported	189	\$30,000	\$7,398,181	8

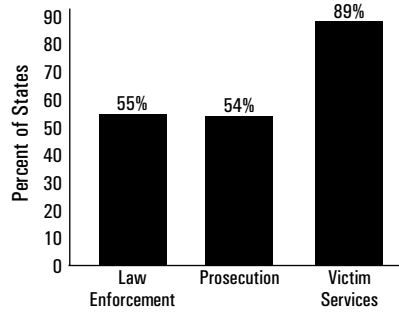
Although the level of missing data is high and later reports may change this picture, our preliminary conclusions are that: (1) most states are choosing to spend their discretionary funds for victim services and report them as such, and (2) awards to law enforcement and prosecution are each slightly below 25 percent each. This may occur

because the need for victim services is perceived by states to be more pressing than the need for law enforcement and prosecution assistance. It may be that law enforcement and prosecution have more funding alternatives, fail to apply for STOP funds, or are discouraged by matching requirements. Decisions by states on funding allocations and by agencies within the states on whether to apply will receive close scrutiny during the Urban Institute's national evaluation site visits scheduled for 1999.

State-by-state analysis provides a closer look at states' progress toward compliance with distribution requirements. As Figure 3.2 shows, more than half of the states and territories meet requirements in all three areas, based on the awards reported by February 9, 1998. Nearly 90 percent of the states meet the 25 percent requirement for victim service funds in awards reported to date and need only continue this trend in awards not yet reported. Only six states need to report proportionately more victim services funding in the subgrants yet to be reported to reach compliance. All states made at least one award under the victim services category.



**FIGURE 3.2** *Percentage of States Allocating 25% of Funds to Law Enforcement, Prosecution, and Victim Services Categories*



Source: Urban Institute 1996-1997 STOP Database.

Over half the states have designated at least 25 percent of their reported funds to each of law enforcement and prosecution, and need to maintain this trend in the awards not yet reported. The states that have designated less than 25 percent of reported awards as law enforcement and prosecution may report pro-

portionately more such funding in the awards yet to be submitted, thereby coming into compliance with the requirement. Of the few states not yet reporting any law enforcement or prosecution subgrants, only one has reported any FY 1996/97 funding at all, and it has reported less than 40 percent of its federal allocations.

States can define the funding category according to the people who benefit directly because they attend project activities (e.g., training) or use project services (e.g., counseling, special prosecution units, data systems). Attendees or users might include private individuals, such as victims, as well as public or private agencies and their personnel. Over one-third of the subgrants list several types of direct users.

As Table 3.2 indicates, victims are direct users of nearly three-quarters of the projects that listed any users.<sup>3</sup> Victims benefit from the direct victim services provided through STOP subgrants, as well as from the activities of special law enforcement or prosecution units with direct victim contact and from data systems/communications projects that have direct victim access (such as a victim notification system). The proportions of subgrants listed as directly benefiting prosecution (28 percent) and law enforcement (37 percent) exceed the mandated 25 percent. Victim service agencies benefited from nearly one-quarter of the subgrants. The “other” user category includes the public at large, children, health care providers, social service agencies, corrections and offenders.

**TABLE 3.2** *Cumulative Distribution of STOP Subgrants by Type of User or Attendee*

Type of User/Attendee	Number of Subgrants	Percent of 2,309 Subgrants Reporting Users/Attendees
Victims	1,704	74
Private Victim Service Agencies	517	22
Law Enforcement	846	37
Prosecution	658	28
Judiciary	257	11
Other Beneficiaries	741	32

Note: Information on users was not reported for 164 (7 percent) of the subgrants.

### *By Direct Users or Attendees of Project Activities*

#### **Virginia: Virginia Beach Police Department**

The Virginia Beach Police Department obtained a STOP Grant to hire two Domestic Violence Investigators to assist the Domestic Violence Unit after it noticed a sharp increase in the number of reported domestic violence cases. The Investigators build on the initial response of first responding patrol officers by applying state-of-the-art investigative techniques. Investigators work closely with local community-based victim service programs and the Commonwealth Attorney's Office. Since coming to the Unit in 1997, the Investigators have trained over 250 police officers regarding proper response to domestic violence cases. They have also assisted with over 900 cases.



### Michigan: Women's Center

The Women's Center, which serves two rural counties in the Upper Peninsula of Michigan covering a geographic area of 2,784 square miles, provides access to crisis services for victims of domestic and sexual violence who live in this extremely remote area. The distance victims formerly had to travel in order to receive services, coupled with harsh winter weather and/or lack of transportation, led the Women's Center to establish satellite offices throughout the two counties and teams of on-call victim advocates. The corps of victim advocates rotates 24-hour on-call duty; when paged, the advocates travel to the scene of the incident, a medical facility, or wherever the victim prefers to meet to provide crisis counseling, accompaniment to a medical center or police department, referrals and transportation to shelter, and emotional support. The satellite offices have demonstrated the need for their services: the Munising office served 55 clients during its first fiscal year of operation and has served 47 in the first six months of its second year; the Ishpeming office served 58 clients in its first year and 39 in the first six months of its second fiscal year.

Over time, the percentage of subgrants benefiting victims directly has increased and the percentage benefiting agencies has decreased. The percentage of projects indicating victims as direct users increased from 54 percent of the FY 1995 projects to 76 percent of the FY 1996/97 projects. The prevalence of private nonprofit victim service agencies and their staff as users, however, decreased from 40 percent in FY 1995 to only 13 percent in FY 1996/97. These two changes taken together suggest that more emphasis in the first year was placed on building victim service agencies' capacity (while still providing a significant amount of direct services) and that this emphasis has more recently shifted toward provision of direct services and away from capacity-building. The prevalence of law enforcement personnel as users decreased slightly, from 38 percent in FY 1995 to 32 percent in FY 1996/97, while prosecution has shown a larger drop (from 32 percent to 24 percent). In the more recent funding years, somewhat less emphasis has been placed on projects that directly benefit the judiciary, with prevalence dropping from 14 percent in FY 1995 to 9 percent of the FY 1996/97 awards.

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

### *By Type of Subgrantee Agency*

OJP has recommended that states meet their required 25/25/25 requirement by awarding funds to agencies in these three groups. Analysis of the type of grantee agency leads to conclusions on compliance with the mandate similar to those found in analyses by funding category designations. As shown in Table 3.3, private nonprofit victim services agencies have received well over 25 percent of the funds, with law enforcement and prosecution agencies receiving less than 25 percent of FY 1996/97 funds reported to date. However, one should note that the type of subgrantee agency was unknown for a fairly significant number of the reported FY 1996/97 awards (13 percent), so the true distribution may differ somewhat from that shown in Table 3.3.

Cumulatively, private nonprofit victim service agencies have received more than double the funds received by either law enforcement or prosecution agencies. The lower percentage of funds awarded to law enforcement and prosecution agencies may stem from several causes. Because these agencies have multiple funding sources and multiple mandates, they may be less dependent on STOP funds and less motivated to seek funds for additional projects in this area. The VAWA requirement for matching



**TABLE 3.3** *Cumulative Distribution of STOP Subgrants by Subgrantee Agency Type*

Type of Subgrantee Agency	Number of Reported Subgrants	Median Amount of Reported Subgrants	Total Amount of Reported Subgrants	Percent of Reported Funds Awarded to Each Subgrantee Type
Private Victim Services	1,239	\$20,511	\$38,895,220	42
Prosecution	382	\$27,000	\$15,670,419	17
Law Enforcement	408	\$25,133	\$13,627,624	15
Other Government	153	\$30,000	\$8,417,678	9
Other Private Sector/ Partnerships	93	\$29,900	\$3,742,478	4
Information on Type of Agency Not Reported	185	\$30,000	\$11,521,787	13

funds from these agencies, which does not apply to nonprofit victim service agencies, may make it more difficult for them to apply. They also have access to sources of funding for projects to address violence against women that nonprofit victim service agencies do not have.

Cross-disciplinary projects appear to be relatively rare. Statistical analyses contrasting the funding category designation with the type of subgrantee agency found little evidence of cross-disciplinary funding. That is, funds designated as law enforcement were given mostly to law enforcement agencies, prosecution funds mostly to prosecution agencies, and victim services funds mostly to private, nonprofit victim service agencies. Another possible indicator of cross-disciplinary or collaborative projects would be funding from multiple categories, but this also was rare; in FY 1996/97 only 173 projects (10 percent) were funded from two or more categories.

Using a stringent definition of victim service projects—awards to private nonprofit victim service agencies for the provision of direct services to victims—41 percent of STOP funds have been allocated to victim service projects—a total of \$32,459,851. The remaining \$6,714,521 (17 percent of the reported funds designated for victim services) is going to public-sector victim service agencies or to private nonprofit agencies for uses other than direct service provision. In state-level analyses of cumulative distributions using this more stringent criterion for victim services, 38 states have already met the requirement to allocate 25 percent of their funds to victim services based on reports received to date.

#### New Hampshire Office of the Attorney General

The New Hampshire Office of the Attorney General is using STOP funding to respond to the issues of violence against women on a statewide basis. Training has been provided in the most rural parts of the state, reaching professionals who are too often missed. As a result, crisis centers throughout the state have reported an increase in the sensitive handling of these cases by the various systems, and the improved response in turn has increased the number of victims seeking services. In 1993 the state's 14 crisis centers provided services to 5,126 battered women and 601 sexual assault victims. In contrast, after STOP-funded training, the centers served 8,116 women and 926 sexual assault victims in 1996.

The VAWA requires that subgrantees other than private, nonprofit victim service agencies provide a 25 percent cash or in-kind match. Compliance with the matching requirement was very high for the 1,458 FY 1996/97 projects that reported this information. Of those reporting the status of matching funds, legislative mandates were met by 97 percent of the law enforcement agencies, 99 per-

## Subgrantee Matching Requirement



cent of the prosecution agencies, and 89 percent of other governmental agency subgrantees. They reported a total of \$11,198,952 in matching funds, which is 33 percent of their total FY 1996/97 STOP award amounts. About 28 percent of matching funds were cash matches, about 63 percent were in-kind matches, and the nature of the other 9 percent is unknown.

## Distribution of Funds Across Legislative Purpose Areas

### Utah: Cache County Attorney's Office

In the seven years prior to hiring a part-time prosecutor to specialize in the prosecution of adult sexual assaults, Cache County, the fourth largest jurisdiction in the state, did not charge a single sexual assault case. Since designating a sexual assault prosecutor, the office has established innovative pretrial strategies and emphasized victim/witness preparation, and the caseload has grown. At the end of 1997, the office was handling more than 60 active cases, and 80 percent of victims whose cases are charged participate actively in the prosecution of their cases due to victim-centered prosecution practices.

The VAWA specifies seven purpose areas (activities) for which STOP funds may be used:

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

Over one-quarter of the subgrants address multiple purpose areas.<sup>4</sup> Table 3.4 presents the distributions across purpose areas reported to date. Victim services is by far the most frequently funded purpose area, followed by training, policy development,

**TABLE 3.4** *Cumulative Distribution of STOP Subgrants by Purpose Area*

Purpose Area	Number of Subgrants	Percent of 2,222 Subgrants That Reported a Purpose Area
Develop/Enhance Victim Services	1,545	70
Law Enforcement/Prosecution Training	635	29
Policy/Protocol Development	379	17
Special Law Enforcement/Prosecution Units	355	16
Data/Communications Systems	245	11
Stalking	70	3
Indian Tribes	67	3

Note: No purpose area was reported for 251 subgrants (10 percent of the total).

and special units. Only 11 percent of reported STOP projects have addressed data/communications systems, and very few have been awarded for stalking and Indian tribes. The small number of projects awarded to Indian tribes from these funds may be explained by the availability of other VAWA funds allocated specifically to services for Indian populations (see Chapter 7). However, the STOP set-aside for Indian tribal grants is only available for projects on reservations, and many Indian women living in urban areas, or near but not on reservations, may be left out of consideration in the distribution of STOP funds by states through confusion that the set-aside will cover all Indian women.

## Distribution of Funds for Full Faith and Credit Issues

The 1994 Safe Homes for Women Act requires that a civil protection order issued by a court of one state or Indian tribe shall be accorded full faith and credit by the courts of other states and tribes, and be enforced as if it were the order of the enforcing authority, as long as the due process requirements of the issuing



authority were met. While not a mandate directed specifically at STOP grantees, STOP funds may be directed toward meeting this requirement. These can include training, establishing cross-jurisdictional protection order registries, and resolving any legal barriers that may still exist at the state or local level.

As an initial indicator of the extent to which STOP funds are being used to promote compliance with the full faith and credit provision of VAWA, subgrantees were asked to report whether their project would address intrastate protection order enforcement, interstate protection order enforcement, or both. A total of 291 of the FY 1996/97 projects (17 percent) say they will address full faith and credit issues in some fashion. Most of these projects intend to address enforcement of protection orders both within and across state lines (171, or 59 percent of projects addressing full faith and credit). Another 108 projects (37 percent) address intrastate enforcement only, and 12 (4 percent) address interstate enforcement only.

Each project's major goals and types of activity, reported in the Subgrant Award Report, were grouped into three general categories:

- *Direct services to the public*, including services to victims to help them through the justice or other systems or to help them with personal needs such as counseling or safety; services to offenders; services to children or youth; and public education or awareness.
- *Activities to expand agency capacity*, including increasing staffing; purchasing equipment or supplies; developing resource materials; developing data/communications systems within a given agency; and training, special units, or policy development for agencies other than law enforcement or prosecution.
- *Activities to enhance community capacity*, including assessing needs or resources, or planning; providing technical assistance; developing data/communications systems across agencies; creating coordinated community response and similar efforts; and pursuing evaluation activities.

Information on these goals was provided for 1,471 of the FY 1996/97 subgrants (86 percent). Half of the subgrants providing this information (723) intended to address all three types of goals. Another quarter (396) intended to address two of the goals, and a final quarter (352) intended to address a single goal.

The large majority of the projects (91 percent) intend to provide direct services, alone or in combination with other activities. More than three-quarters (79 percent) plan to increase agency

## Distribution of Funds by Project Goals and Activities

### Vermont: Northwest Unit for Special Investigations

With STOP funds, the Northwest Unit (located in St. Albans) established a multidisciplinary approach to the investigation of adult sexual assault and domestic violence cases. By linking victims with advocacy programs at the time of the initial report, the Unit finds that more victims get needed services and support and thus participate in the investigation and subsequent prosecution. The State's Attorney's Office, which has designated a prosecutor to participate in the Unit, has implemented a new protocol for the prosecution of domestic violence cases. The protocol and the multidisciplinary approach are credited with an 80 percent conviction rate in domestic violence and sexual assault cases.



capacity (alone or in combination with other types of activities), and over half (56 percent) plan to increase community capacity.

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## Subgrantee Evaluation Plans

Subgrantees were asked to report the methods they planned to use to evaluate their projects; about three-quarters of the reporting subgrantees (1,249, or 73 percent) gave this information. Methods were grouped into three categories: (1) using standard project monitoring activities such as site visits and progress reports; (2) using statistical systems data (such as arrest records) to assess program impact; and (3) using questionnaires, interviews, surveys, or focus groups to solicit feedback from direct participants such as law enforcement, prosecution staff attending training sessions, or victims receiving direct services from STOP projects, or from indirect beneficiaries such as victims served by officers or prosecutors who have received training from STOP projects.

Standard project monitoring alone as the sole evaluation method was planned by 26 percent of these projects, while the combined use of monitoring and statistical systems data was reported by another 13 percent. Evaluation based on participant feedback was planned by over one-quarter of the subgrantees—11 percent plan to use it alone, while 15 percent plan to combine it with other evaluation methods.

Most (85 percent) of the projects that reported evaluation plans indicated who would be responsible for the evaluation. State administrative agency personnel will be responsible for evaluating about one-third of the projects, subgrantee agency personnel will perform evaluation tasks for another third, while both state and subgrantee agency personnel will be responsible for evaluation of 19 percent. Very few (2 percent) planned to use independent evaluators.

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





- States should encourage applications for STOP funds from law enforcement and prosecution agencies to meet the distribution requirements, and should examine and seek to reduce factors that work against making awards in these categories.
- OJP should encourage, and state administrators should fund, evaluation of innovative or important subgrants using rigorous evaluation methods.

## Recommendations

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## Notes

1. Throughout this chapter the funds available to states for subgrant awards are used as the denominator in calculating percentages. This excludes the portion of the state grant allocated for administrative costs.
2. Project length is not reported for 230 subgrants.
3. Since so many projects serve multiple audiences and it is not possible to divide project funding among them with any degree of accuracy, Table 3.2 presents only subgrant numbers.
4. Since many projects have multiple purposes and it is not possible to divide project funding among several purpose areas with any precision, Table 3.4 presents only subgrant numbers.



# Meeting STOP Legislative Mandates—Fee Waivers for Victims: Current Practices and Issues

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One of the goals of the VAWA legislation was to remove barriers that might prevent women from taking legal action when they are victims of violence. To this end, the VAWA requires, as a condition of receiving STOP funding, that states guarantee that victims will not bear the costs of prosecuting offenders in sexual assault or domestic violence cases. The VAWA expressly prohibits state or local requirements that sexual assault victims pay for the forensic medical examinations conducted primarily to collect evidence with which to prosecute the case. The Act also prohibits the practice of requiring domestic violence victims to pay fees for filing criminal charges and issuing or serving subpoenas, warrants, or other criminal processes. Such practices made justice system protections and remedies less available to victims, particularly those with low incomes or fleeing their homes due to violence from partners.

Section 2005 under Chapter 2 of the Violence Against Women Act requires states or other public entities to bear the full out-of-pocket costs of forensic medical exams for victims of sexual assault if they want to be eligible for STOP grants. Section 2005 specifies that public agencies may either provide free exams or reimburse victims for payment, and sets out several requirements for how the reimbursement process must work. Section 2006 requires, as a condition of STOP grant eligibility, that states certify that public agencies' laws, policies, and practices do not require victims of domestic violence to pay any fees for filing criminal charges or issuing or serving a warrant, protection order, or subpoena. States were required to certify that they met or would meet these requirements by VAWA-stipulated deadlines before they could receive STOP grants; all states have done so. The fee waiver provisions of the VAWA are intended to ensure public payment of prosecution costs and to make state and local justice system remedies more accessible to victims of violence against women.



As of summer 1997, 38 states had enacted legislation laying out terms for public payment of forensic sexual assault exams.<sup>1</sup> However, state statutes vary tremendously in terms of a number of important dimensions, including: what services can be provided with public funds; whether the victim must pay exam fees herself and then apply for reimbursement, or receive exams free of any charge at any time; whether the state is only a last-resort payer, covering what is left after insurance pays what it will; what requirements are imposed on the victim seeking public payment; how many agencies, and which ones, are responsible for payment; payment caps; and a wide range of additional special provisions and restrictions. Thus, the extent to which victims actually encounter barriers to medical examinations and bear costs they are unable to recover is open to question.

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## **The Fee Waiver Survey: Methods**

To begin assessing state compliance with Sections 2005 and 2006, in summer 1997 Urban Institute researchers conducted a survey of the domestic violence and sexual assault coalitions in each state. This survey gathered some basic information on the variety of payment practices in use across the nation. It also identified model practices as well as areas for improvement for both forensic sexual assault exams and domestic violence criminal process fee waivers. Advocacy groups were chosen to receive the survey because they are in the best position to hear victims' experiences with the medical and legal systems, to have worked with a variety of public agencies in developing regulations and policies, and to know what is working well and what needs improvement. This survey provides general, introductory information on current practices and important issues in the implementation of fee waivers. A copy of the survey is available on request.

The survey went to the 86 state and territorial coalitions around the nation that advocate on behalf of victims of domestic violence, sexual assault, or both types of violence against women. Completed surveys were received from 60 respondents representing 45 of the 56 states and territories (a 70 percent response rate). Nonrespondents tended to be those who felt they did not know enough about the questions to answer the survey. These surveys contain information on forensic sexual assault exam fee waiver practices in 37 states (66 percent), and on domestic violence criminal process fee waiver practices in 36 states (64 percent).

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## **The Fee Waiver Survey Findings: Practices for Sexual Assault Forensic Exams**

The Violence Against Women Act specifies that governmental agencies must pay out-of-pocket costs of forensic exams by providing or arranging for free exams, or by reimbursing victims for their costs. When victims are reimbursed, several additional requirements are imposed:

- They must be reimbursed for the full charge of the exam,
- They must have at least one year to apply for reimbursement,



- They must receive payment within 90 days of application, and
- They must be informed about how to obtain reimbursement at the time of the exam and must receive this information regardless of their English proficiency.

OJP regulations specify that the basic forensic exam components required under VAWA include examination of physical trauma, determination of penetration or force, patient interviews, and collection and evaluation of evidence, including laboratory fees. Additional services may also be provided without charge at the state's discretion. Our survey assessed the extent to which states are meeting these VAWA requirements and obtained additional information describing exam fee practices.

In general, states are in technical legal compliance with VAWA requirements, but many problems exist with implementation. We look first at the services included for possible payment, then at payment mechanisms, state-imposed eligibility requirements, and issues related to funding sources and exam costs.

According to our respondents, the vast majority of states in our survey offer public payment of exams that covers the four basic required components. All 37 states in the survey reported that they provide the collection and evaluation of evidence free of charge; 95 percent (35 of the 37) provide examinations of physical trauma and determination of penetration or force; and in 92 percent (34) of the states, public payment covers patient interviews.

States vary a good deal more in the optional services that may be covered with public funds. States are most likely to include as possible covered items:

- Diagnostic services, such as pregnancy testing or testing for sexually transmitted diseases (29 of 37 reporting states);
- Forensic examination with a colposcope (27 of 37 reporting states);
- Medical treatment to prevent pregnancy or to treat sexually transmitted diseases (27 of 37 reporting states).

Other services that coalitions in about half the states reported are paid from public funds include:

- Medical services to treat injuries (21 of 37 reporting states);
- Psychological counseling services (19 of 37 reporting states);
- Ambulance or other transportation services (20 of 37 reporting states).

In addition, five respondents volunteered that public payment in their states covered additional medical services (such as wellness exams, prescriptions, and treatment for dental injuries)

### *What Services Does Public Payment Cover?*



or compensation for other damages (including replacement of clothing seized as evidence, broken eyeglasses, and compensation for lost wages). These items are most likely to be included when a payment mechanism is a state crime victims' compensation board, as the items are standard claims in that context regardless of the crime involved.

### *What Payment Arrangements Are Used?*

Victims of sexual assault are much more likely to obtain free exams with no up-front payments required than to pay up-front costs and get reimbursed from public funds. There was a considerable amount of uncertainty about a third possibility, in which victims or their insurance companies pay exam costs without public reimbursement, but respondents believed this was relatively uncommon.

The 37 states included in these data reported whether "most or all," "many," "some," or "few or no" sexual assault victims receive basic forensic exams under each of three payment methods:

(1) getting free exams with no up-front payments required,<sup>2</sup> (2) paying for the exams and subsequently applying for reimbursement from public funds, and (3) paying for the exams without getting reimbursed from public funds (although victims may be reimbursed by insurance companies). A summary of the findings is presented in Table 4.1.

**TABLE 4.1** *Payment Methods for Forensic Exams*

	How Many Sexual Assault Victims. . . ? (Number and Percent of Reporting States)									
	"Most/All"		"Many"		"Some"		"Few/None"		DK/NA	
	N	%	N	%	N	%	N	%	N	%
1. Get free exams with no payment required up front?	26	70	3	8	2	5	2	5	4	11
2. Pay exam costs up front and get reimbursed from public funds?	1	3	1	3	5	14	25	68	5	14
3. Pay exam costs without getting reimbursed from public funds (may receive insurance compensation)?	1	3	1	3	7	19	17	46	11	30

### *How Does the Reimbursement Process Work?*

In states and localities where victim reimbursement procedures are used, respondents were quite uncertain about how well practices comply with VAWA requirements. The information that respondents could provide indicates a mixed degree of compliance; it seems that certain requirements are less likely to be met than others.

In 27 states, "most or all," "many," or "some" sexual assault victims are reimbursed for the costs of forensic examinations. A summary of the findings on compliance with VAWA requirements in these states is presented in Table 4.2.

Based on the limited information available, it seems that allowing the full one-year application period might be the requirement states can most readily meet, while providing timely reimbursement and information in languages other than



English are the most challenging requirements. However, compliance in all areas is far from perfect and clearly needs to be analyzed to identify obstacles and ways to overcome them.

Respondents were also asked to report reasons for denial of victims' applications for reimbursement. The most common reason was failure to comply with reimbursement guidelines, reported in 7 of the 27 states (26 percent). This might include providing insufficient information in the reimbursement application, failing to apply for reimbursement within a year, failing to comply with state-imposed requirements (such as reporting to police), or applying for reimbursement for exams due to assaults that occurred in other states. In addition, advocates in four states (15 percent) noted that victims' applications for reimbursement may be denied if the evidence is not sufficient to show that a crime was committed and the case is therefore not prosecutable. This in effect adds an implicit requirement that the evidence obtained from the exam (or other sources) meet a certain level of proof for the exam to be publicly paid. Coalitions in three states (11 percent) reported that reimbursement may be denied if the victim is thought to have contributed to the sexual assault by drinking, using drugs, or being involved in illegal activities at the time of the assault. This requirement may be due to blanket regulations of crime victim compensation agencies funded by the Victims of Crime Act, but is of concern in that it seems to bolster rape myths and hold victims responsible for their own victimization.

Many states require sexual assault victims to fulfill certain obligations if they want to receive public payment for their forensic exams. The most common requirement, reported in 26 of the 37 states (70 percent), is that victims report the assault to the police. In 21 (57 percent) of the states, the exam must be performed within a certain time period after the assault, nearly always 72 hours. Fifteen states (41 percent) require victims to cooperate with prosecution to receive public payment for exams. Fourteen states (38 percent) require victims to file insurance claims before receiving public funds to supplement any available insurance compensation, since the public agency is stipulated to be the payer of last resort. In two states, payment may depend, at least in some areas of the states, on obtaining a conviction in the court case. In one state, public funds cannot be used to pay for exams when the vic-

**TABLE 4.2** *Reimbursement Procedures Specified by VAWA*

	Are Victims Typically. . . ? (Number and Percent of Reporting States)							
	"Yes"		"It Varies"		"No"		DK/NA	
	N	%	N	%	N	%	N	%
1. Allowed the full one-year application period?	13	48	5	19	1	4	8	30
2. Reimbursed in full for up-front costs?	8	30	9	33	0	0	10	37
3. Reimbursed within 90 days of filing an application?	4	15	8	30	5	19	10	37
4. Given detailed, easily understood information about how to apply for reimbursement at the time of the exam?	8	30	10	37	2	7	7	26
5. Given useful information about how to apply for reimbursement in a language they can understand, if they do not understand English?	2	7	9	33	6	22	10	37

### *What Requirements Are Imposed on Victims in Order to Receive Public Payment?*



tim is an illegal immigrant.

Some advocates expressed concerns about these requirements. The requirement that victims make claims for insurance coverage particularly troubles these advocates since often there are no clear privacy protections, but only one state has included special provisions for confidentiality in its statutory language (National Victim Center, 1996). This is an area that Congress may wish to address in future versions of the VAWA. In addition, any practice that makes payment contingent on a conviction in court may be contrary to the intent of Congress in passing the VAWA, since many factors beyond the victim's control may intervene to prevent a criminal conviction. Refusal to pay for exams based on the victim's national origin or immigrant status may also be contrary to the VAWA's intent.

Since these are forensic exams performed primarily to collect evidence, it is not surprising that victims may be required to participate in the criminal justice system, including reporting to police, cooperating with prosecution, and having the exam done before the evidence is destroyed. However, the meaning of "cooperation" may be influenced by negative attitudes toward women that bias compensation officials in their disbursement of funds to cover exam costs. In addition, there may be many cases in which an inflexible application of these requirements can harm both victims and the justice system. For example, victims who are uncertain whether they wish to file an official police report may decide against reporting and forego the exam if they feel pressured to make that decision right away in order to avoid being charged for the exam. They may reconsider, but only after it is too late to collect evidence from an exam. A more flexible policy in which victims can receive free exams right away, are encouraged to report to the police, and are given a time period (such as 30 days) to make the reporting decision might correspond more closely to the intent of the VAWA to smooth the way for easier reporting by women victims of sexual assault.

### *What Public Funds Are Used to Pay for Exams?*

A wide variety of public agencies provide funds to cover forensic exams, and more than one source is used in most states. Only eight states (22 percent) use a single source of funds to pay for exams. States most often use two sources of payment, with 15 states (41 percent) reporting two payment sources. Seven states (19 percent) use three sources, and six states (16 percent) draw on four, five, or even six sources for payment.

State crime victims' compensation funds are the most common source of payment, reported by 30 states (81 percent). State prosecuting attorneys' funds are used in seven states (19 percent), and other state funds (such as state police, state supreme court, or state funds especially designated for forensic exam pay-





ment) are used in 13 states (35 percent). Local authorities are also frequently responsible for exam payment. Local law enforcement agency funds are used in 14 states (38 percent), local prosecuting attorneys' funds are used in nine states (24 percent), and the funds of other local agencies (such as city or county hospitals) are used in nine states (24 percent).

Such a wide variety of funding sources sometimes leads to marked differences in payment amounts or procedures even within a single state. One alternative is to have a single source of payment funds and a single agency that administers the payment program. The state crime victim compensation agency seems a natural choice, and exam payments administered by this agency may be eligible for the 40 percent federal payback under the Victims of Crime Act. However, the victim compensation agency's funding levels, regulations, and procedures should be scrutinized carefully to see if they will meet federal requirements (for issuing payment within 90 days, for example) and if they are sufficient and appropriate for victims of sexual assault.

Exam costs and reimbursement amounts vary tremendously across the nation, both from state to state and within an individual state. Few states have passed laws or regulations to control exam fees by specifying how much hospitals may charge or how much government agencies will pay. Seven states cap public payment but not hospital charges, so victims or their insurance companies may be responsible for hundreds of dollars in exam charges over the amount paid from public funds. Payment practices sometimes vary within states depending on the area or region of the state, which may be due to differences in practices or regulations of the multiple paying agencies in these states.

Thirty-one states (84 percent) reported typical costs for forensic exams, most often as a range of costs. The low end of the range varied from \$75 to \$600 across states, averaging \$268. The high end ranged from \$150 to \$2,000 across states, averaging \$756. Taking the midpoint of the range given for each state, exams averaged \$512 across the nation, with individual states averaging from \$150 to \$1,100.

Exam fees vary not only from state to state, but within states as well. Only 6 states (20 percent) reported a uniform cost across the state, with 25 (68 percent) giving a range of fees, indicating that costs vary across the state. For these states, costs vary by as little as \$100 (e.g., exams in a given state may cost anywhere from \$200 to \$300) to as much as \$1,800 (e.g., exams in another state may cost anywhere from \$300 to \$2,100). The average variance for these 25 states is \$488 (e.g., exam fees may range from \$400 to \$888, as one possible example).

### *How Much Do Exams Cost and How Much Do Public Funds Pay?*



Few states have passed laws or regulations to control exam fees. Only six states (16 percent) place a cap on how much hospitals can charge, and 12 states (32 percent) place a maximum on how much the government will pay. Advocates in nine states specified the amount(s) of the cap(s) as well as fees actually charged. In two states the cap on public reimbursement is the same as the cap on hospital charges, and this amount is uniformly charged across the state (\$150 in one state and \$300 in another). In the other seven states, there is a cap on public payment but no cap on what hospitals may charge. In these states, actual charges may range from \$400 under the cap to \$1,200 over it. This means that in some cases, victims or their insurance companies may be responsible for hundreds of dollars in exam charges over the amount paid from public funds.

Respondents were also asked what may account for differences in public payment across the state. In 10 states (27 percent), payment practices vary in different areas or regions within the state. These variations may be due to different practices and regulations of the paying agencies, since all of these states draw funds from multiple sources (6 of the 10 states use three or more sources). In nine states (24 percent), payment varies depending on which hospital or other health care provider performs the exam.

### *What Are the Other Issues or Concerns in Exam Fee Waiver Practices?*

The survey offered respondents the opportunity to comment on any other aspects of fee waiver practices they thought were important, and many advocates provided very useful qualitative information.<sup>3</sup> Many respondents mentioned the lack of standardization in policies and practices across their states, in both service provision and billing and payment practices. Some called attention to particular problems in exam authorization, billing, and payment practices. Others noted positive features of the payment system, such as safeguards to be sure victims are never billed and user-friendly aspects of the payment process logistics.

One of the most frequent comments was that policies and practices are not uniform across the state (as the findings just reported make clear). Different types of agencies may be responsible for payment in different areas of the state, and their policies and processes may vary widely. Hospitals may also differ on what services are billed as part of the exam, whether they bill victims for medical services not covered by public payment, and whether they use Sexual Assault Nurse Examiner or other standardized forensic evidence collection kits. Some states noted that medical personnel, justice personnel, and staff at agencies with payment responsibilities need training to keep them current on the relevant laws, coordination across agencies, and victimology. This training would improve standardization, smooth functioning of the payment process, and services to victims.



Another frequent remark was that victims may get billed for at least part of the exam costs. In some cases, victims may be billed for the amount over the public payment cap and their insurance coverage, although in other cases hospitals may write off the expense. One state noted that hospitals sometimes turn the bill over to a collection agency before notifying the victim of her obligation to pay amounts not otherwise covered. In a few states a victim may get billed for her exam when the case is unfounded, when public agencies disagree over who should pay it, or when public funds have been depleted.

A few respondents pointed out particular problems with how the payment system works in their state, including problems with prosecutors or law enforcement agencies who may sometimes be unwilling to authorize exams for public payment; negative attitudes from some justice system and medical personnel; payment procedures that can be very slow and cumbersome; problems with payment amounts such as caps that are too low or insufficient funds allocated to the payment pool; and complaints about requirements for police reporting or insurance claims.

On a brighter note, several respondents noted that in their state victims are never billed for these exams. In some cases hospitals must accept public payment as payment in full, and in other states hospitals may bill the victim's insurance for charges not covered by public payment and absorb any charges not covered by either source. Several respondents remarked that public funds are available to cover medical services as well as forensic services, whether from the same agency that pays for forensic services or a different agency. A few states noted that their claim form is easy to use, processing time has improved, verification procedures are minimal, and the claims process has improved interagency collaboration on collection and review of evidence.

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The survey included another section asking advocates to report victims' experiences with paying fees in their domestic violence-related criminal cases. The focus was on fees for criminal cases rather than both criminal and civil, since OJP has published regulations interpreting the VAWA Section 2006 provision to apply to criminal cases only. However, we did include a few questions about fees in civil cases since domestic violence victims are so frequently involved in civil actions. We received information on fee waiver practices from 36 states.

Only a few states still require victims of domestic violence to pay fees for criminal processes. When fees are assessed, they may vary within the state based on the jurisdiction, the victim's indigence (requiring the victim to certify her inability to pay before she will be granted a fee waiver), and indicators that the case is invalid.

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## **The Fee Waiver Survey Findings: Practices for Domestic Violence Criminal Processes**



About half the states charge victims' fees for civil processes; the other half do not assess civil fees.

### *How Common Are Criminal Process Fees?*

Only four states (11 percent) indicated that victims ever have to pay any fees for any criminal processes related to a domestic violence case, and 31 states (86 percent) reported that victims never pay any such fees. For those few states in which fees may be charged, victims may be required to pay for filing charges (\$35); serving a subpoena (\$18); obtaining a police report (\$1-\$3); or for charges associated with protection orders, discovery, or notice by publication (\$20-\$50). In some cases victims may be reimbursed for these expenses. Fees may vary by a number of factors, including:

- Characteristics of the jurisdiction—what area of the state it is in; whether criminal processes, such as serving court orders or warrants, cross state lines; the particular court, judge, or clerk; or the particular prosecution agency.
- Demographic characteristics of the victim, primarily indigence.
- Factors thought to indicate that the case may be invalid—the victim may be more likely to have to pay fees if she drops charges; if she has failed to follow through in previous cases; if no permanent protection order is granted (she may be required to pay fees for the temporary order); and if she is thought to have lied (she may be charged a “frivolous prosecution” fee of \$50 in some localities). These practices may be due to a lack of knowledge about battered women’s needs and experiences, or negative attitudes toward women in general.

### *How Common Are Civil Process Fees?*

Coalitions were also asked about civil process fee practices, since many more victims may become involved in civil cases than criminal cases. Civil process fee practices vary widely and generally are not related to criminal fee practices or to whether the victim has a case in the criminal court. Victims in half the responding states are exempt from paying civil fees. This exemption is usually independent of whether the same couple is also involved in a criminal case (16 states or 44 percent), but occasionally the civil fee exemption may not be applied for victims who do not also have a criminal case (2 states or 6 percent). Victims in the other half of the states pay civil process fees, regardless of whether there is also a criminal case.

## **Recommendations**

- OJP should prohibit, through regulation, all requirements that specific legal outcomes (e.g., conviction) occur as a condition of receiving reimbursement for the expenses of



forensic medical examinations. VAWGO should monitor compliance with this regulation, and investigate states where it is clear that the prohibition is being violated.

- OJP should investigate states in which there is evidence of long delays in reimbursement for the cost of forensic examinations, denial of reimbursement for questionable reasons, and/or payment of less than the full cost charged by hospitals with the consequence that women or their insurance companies must pay the balance. If these difficulties are found to cause undue hardship to women within the state, VAWGO should work with the state to improve its policies and practices to achieve compliance with VAWA statutory requirements and goals.
- OJP should promulgate regulations stating explicitly what minimum services or activities must be included in forensic medical examinations in sexual assault cases for the purpose of public payment or reimbursement. In addition, regulations should describe desirable areas for additional coverage, such as extending payment coverage for sexual assault victims to the diagnosis and treatment of injuries and diseases resulting from the attack.
- NIJ should fund research to examine the effects on women of particular policies related to fee waivers for forensic examinations in sexual assault cases, such as (1) the level of out-of-pocket expenses still incurred due to inadequate insurance coverage or state designation of different or multiple payment sources; and (2) secondary harm to victims from required testimony, loss of privacy through insurance disclosure, or denial of benefits in the absence of a conviction or other criminal justice outcome. Questions to be examined might include:
  - How can states improve their procedures for planning and allocating sufficient funds to meet payment obligations for basic forensic exams?
  - What additional services, besides the basic forensic components, are most needed and how can public funds be obtained to cover these services?
  - What aspects of the reimbursement process need improving and how might they be improved?
  - How can requirements imposed on victims be modified to better suit victims' needs and experiences? For example, how can confidentiality be protected in insurance claims? How can requirements to work with police and prosecutors be made more flexible? How can implicit



requirements around strength of evidence and victim culpability be brought into line with a more progressive understanding of the nature of sexual assault and victims' perspectives?

- What funding sources and agencies are best suited for exam payment responsibilities, and what regulations, policies, and procedures work best? How is the balance best struck between the need for uniformity within and across states and the need to respond to local conditions?
- How should exams be priced, and how can costs and public obligations be kept under reasonable control?
- NIJ should sponsor additional research on practices related to waivers of civil processing fees in domestic violence cases, including service of orders across state lines. This research should explore legal, procedural, and financial issues in the possible expansion of fee waivers to the *civil* justice system.
- Congress should consider adding requirements to the VAWA for waiver of *civil* court processing fees in domestic violence cases.

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## Notes

1. Miller, N. *Review of Sexual Assault Laws, 1997*. Alexandria, VA: Institute for Law and Justice. Available through ILJ's home page: [www.ilj.org](http://www.ilj.org).

2. This option may include arrangements whereby hospitals bill the woman's insurance company directly without the victim having to pay anything; some states mandate this arrangement.

3. This feedback was solicited through an open-ended, unstructured, write-in question. With this type of format, just because a respondent does not provide a certain piece of information does not mean it is not true in her state. Therefore, a count of how many states described a certain practice would be an inaccurate assessment of its actual prevalence. The more qualitative summary we give here of the themes most commonly mentioned is a fairer way of presenting this type of information.

# Meeting VAWA Goals— Subgrants for Underserved Populations

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Special evaluation efforts will examine the impact of STOP funds on improving access to, and the quality of, services for groups of women who have routinely received little or no culturally appropriate help in dealing with their experiences of violence. These groups include rural women; women in some isolated urban environments; women on Indian tribal lands; women members of racial, ethnic, or language minorities, including nonreservation Indian women; and women with special needs due to age, health, disability, or other special situations.

This chapter describes the nature of STOP subgrants addressing this issue, and how the subgrantees are approaching their work, using data from the FY 1996/97 Subgrant Award Reports. These findings update and extend the analysis in the *1997 Report*, based on subgrants awarded with FY 1995 STOP funds.

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The data available for this analysis are limited to the subset of STOP funds for which Subgrant Award Reports have been submitted. The data limitations, described in Chapter 3, result in reports on about half of the FY 1996 funds awarded to states and less than 10 percent of the funds awarded in FY 1997. Other caveats from the *1997 Report* apply as well to the information reported below. The reports indicate only what subgrantees *intend to do*, not what they have actually done. Further, they reflect the intentions of the subgrantee but do not contain any indication that the women in underserved groups who are the intended recipients of subgrant activity know about, accept, or want to use the new service or approach. The information we report in this chapter is, therefore, only a preliminary look at how STOP subgrants help underserved populations. It does, however, lay the foundation for conducting further analyses and more in-depth investigation of how subgrants on these topics are working.

## Data for This Analysis



## Identifying Subgrants Focusing on Underserved Populations

### New Jersey: Manavi

With STOP funding, Manavi was able to increase by 78 percent the culturally specific services it provides to South Asian survivors of sexual assault and battered women. Manavi has translated outreach materials on violence against women into five South Asian languages (Bengali, Hindi, Tamil, Urdu, and Gujarati). A central function of Manavi is providing training to allied service providers about the challenges facing South Asian women who are victims of violence. Recent funding has supported the establishment of a legal clinic, which has served 30 women to date.

The states reported whether each subgrant intended to make a special effort to reach underserved populations. The project should include a new or significantly altered or expanded service to be included in this category. The activities supported by the subgrant should reach a previously unserved geographical area, hire staff who come from underserved communities to make women from those communities feel more welcome and understood, train existing staff in cultural competence, offer new modes of communication (e.g., TTY for hearing-impaired individuals, interpreters for those who are not fluent in English), enlist new service providers who are known to and accepted by women in the focal populations, and so on. An agency that serves only members of underserved populations simply by reason of the agency's location (e.g., a police department in the inner city), but which does not do anything new or special to improve services to those women, should not be considered as making a special effort to reach underserved populations. However, we have little way of knowing that subgrantees answered this question correctly until we conduct follow-up surveys during summer 1998.

Slightly fewer than half of STOP subgrants for which reports were submitted indicate that they intend to do something special to reach underserved populations (48 percent; 828 out of 1,710). These subgrants account for a bit less than half of the funds reported (45 percent; \$32,676,958 out of \$72,685,133). If these subgrants are representative of all subgrants funded so far with STOP dollars, substantial effort is going into developing new and/or expanded services and approaches to reaching women in previously underserved groups.

## Which Underserved Populations Are STOP Subgrants Trying to Reach?

Subgrantees were asked to describe which underserved populations they intended to reach. Many subgrants focused on several populations at once. For a first look at these populations, we have grouped any focus by geographical location (rural, urban, tribal) into one indicator, any focus by racial/ethnic/language group (African-American, Asian/Pacific Islander, Hispanic, Indian, Other) into one indicator, and any focus by special needs (mental or physical disabilities, elderly, children, sexual orientation, migrant workers, HIV/AIDS, other disabilities) into one indicator.

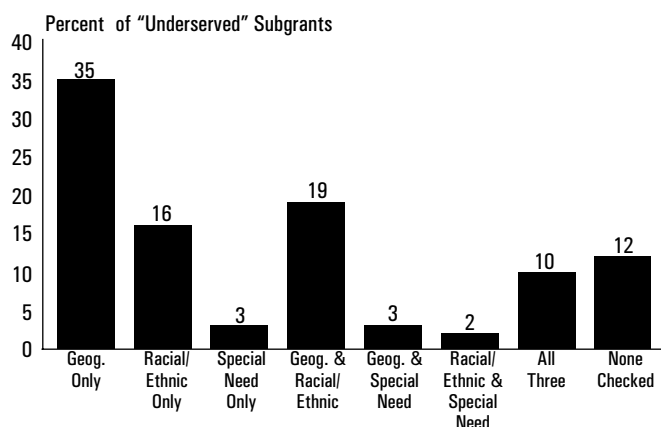
Figure 5.1 shows that a slight majority (54 percent) of STOP subgrants with an underserved focus cover only one major category of underserved women. Geographic areas only are identified as the focus of 35 percent of "underserved" subgrants, racial/ethnic groups only as the focus of 16 percent, and special need only as the focus of 3 percent of these subgrants. Forty-six percent of "underserved" subgrants identify more than one major category of women for whom they will offer services. The combination of one or more geographic locations and one or more racial/ethnic designations is the most common, accounting





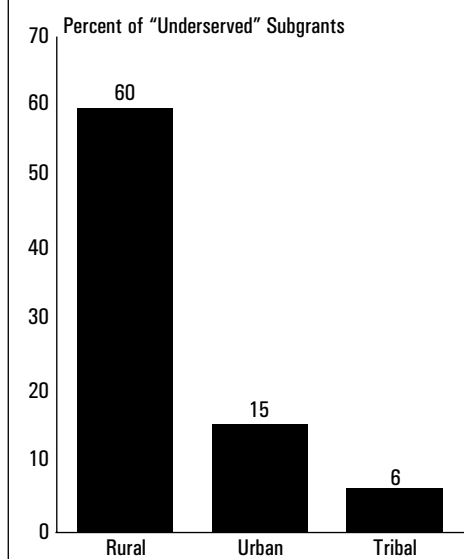
for 19 percent of “underserved” subgrants. A full 10 percent of “underserved” subgrantees report that they intend to focus on all three major categories. Finally, 12 percent of the grantees included in the “underserved” analysis said they intended to mount a special effort to reach and serve women from underserved groups but did not indicate which groups would be the focus of their efforts. Figures 5.2, 5.3, and 5.4 provide a closer look at the specific groups within the geographic, racial/ethnic, and special needs categories that will be the focus of subgrantee efforts.

FIGURE 5.1 “Underserved” Focus of STOP Subgrants



Source: Urban Institute 1996-1997 STOP database, “underserved” subgrants, N = 828.

FIGURE 5.2 Geographic Focus of STOP Subgrants



Source: Urban Institute 1996-1997 STOP database, “underserved” subgrants, N = 828.

The most common way of focusing these “underserved” grants was geographic. Two-thirds of subgrants with an underserved mission (551 of 828) focused on a geographic area. For the most part, rural areas were the focus (60 percent of subgrants; see Figure 5.2). But 15 percent of these subgrants focused on urban areas, and 6 percent had a focus on tribal lands. Many subgrants with statewide and regional scope checked two or all three possible geographical focuses. Of the 77 subgrants checking both urban and rural, 33 were statewide and 36 were regional.

A full 35 percent of the “underserved” subgrants, or slightly more than half of those with a geographic focus, concentrated only on reaching women defined by geography, without additional criteria of racial/ethnic groups or special needs populations. However, about 2 in 5 subgrants with a geographic focus also included one or more racial or ethnic groups, 1 in 5 included at least one special needs population, and about 1 in 7 subgrants with a geographical focus also covered at least one racial or ethnic group and one or more special needs populations. Statewide subgrants were more than four times as likely as other subgrants to include all three criteria (35 percent versus 8 percent).

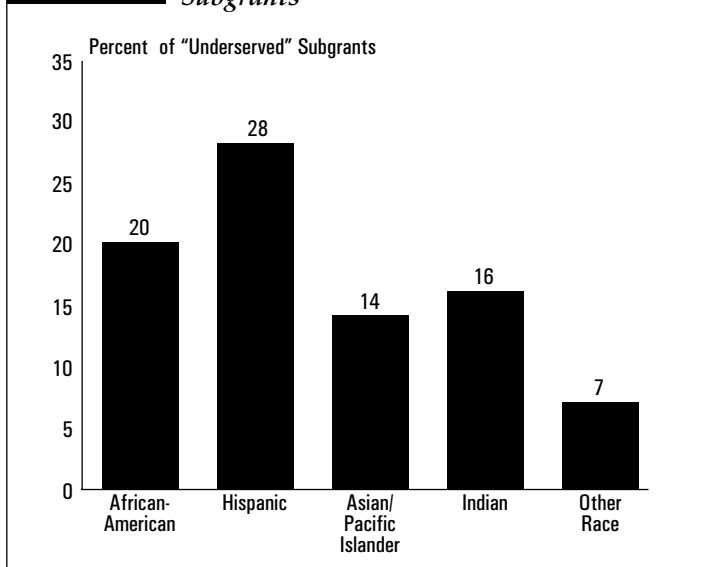
The next most common focus was one or more racial/ethnic groups, comprising 47 percent of subgrants (387 subgrants).

#### California: Líderes Campesinas

Migrant farmworker women are often isolated from the services for women victims of violence. Líderes Campesinas, or the Farmworker Leadership Development Project, has a three-year STOP-funded pilot project to create a grassroots network of migrant farmworker women to help others. The project has trained 187 local service providers (including social, mental, and human services) on cultural barriers that prevent farmworker women from obtaining services. In four communities the project has placed a trained farmworker woman with an existing domestic violence program. In 1997 the project conducted workshops on violence against women, victim rights, and available services for over 1,000 farmworker women. In addition, 318 battered farmworker women or sexual assault victims sought help from Líderes members.



**FIGURE 5.3** *Racial/Ethnic Group Focus of STOP Subgrants*



Source: Urban Institute 1996-1997 STOP database, "underserved" subgrants, N=828.

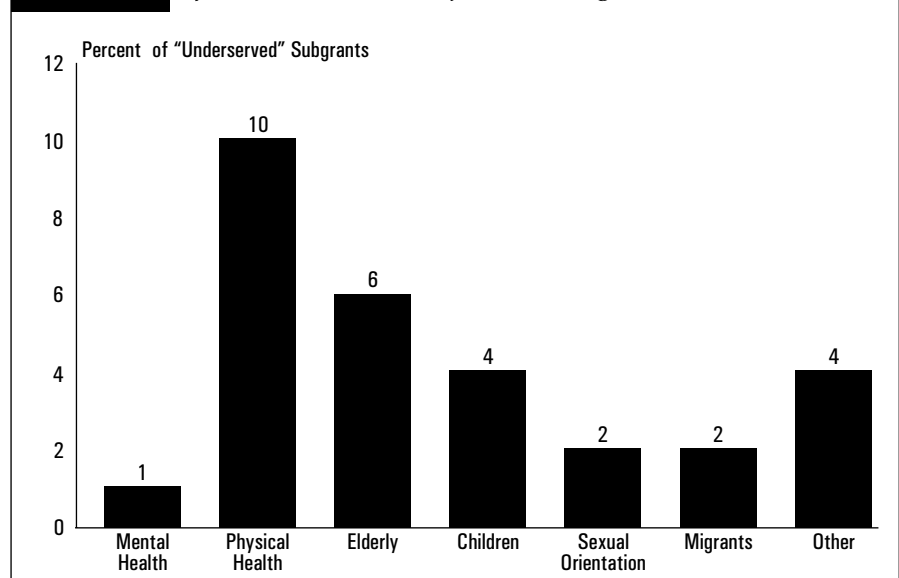
About 3 in 5 of these also included a geographic focus, and 1 in 4 included attention to special needs populations. Figure 5.3 shows how many of the subgrants for the underserved focused on particular racial/ethnic groups. Hispanics were the group most frequently mentioned, with 28 percent of all subgrants for the underserved concentrating on women in this population. African-Americans were next, at 20 percent of subgrants, followed by Indian women (16 percent)<sup>1</sup> and Asian/Pacific Islander women (14 percent) (in the future, these two categories will be reported separately).

Many subgrants named more than one racial or ethnic group as the focus of their activities. Fifty-seven percent of subgrants naming any racial or ethnic group named only one group, with Hispanics appearing

most often at 78 subgrants. One in 5 subgrants named two racial/ethnic groups (African-American and Hispanic was the most common combination of two, followed by Hispanic and Indian), while about the same proportion (22 percent) named three or more racial/ethnic groups. Of the 84 subgrants specifying three or more ethnic or racial groups as the focus of their efforts, 24 were statewide projects, 6 were regional, and 35 were countywide.

As Figures 5.1 and 5.4 show, only 18 percent of subgrants (147 subgrants) described a focus of their activities as special needs populations. Persons with physical disabilities were mentioned most often (10 percent of the subgrants for the underserved), followed by the elderly (6 percent), children (4 percent), and persons with other disabilities (4 percent).

**FIGURE 5.4** *Special Needs Focus of STOP Subgrants*



Source: Urban Institute 1996-1997 STOP database, "underserved" subgrants, N=828.



Most subgrants specifying one or more special needs populations (124 of 147 subgrants) also include other underserved populations defined by geography and/or racial or ethnic identity. The subgrants most likely to include special needs populations are those that checked all three criteria (79 subgrants). These inclusive subgrants are also the most likely to be statewide or regional.

STOP grantees reported the nature of the organization that received funding to reach underserved populations; the geographic scope of the project; its focus on domestic violence, sexual assault, and/or stalking; and the project's goals. For each of these topics, Table 5.1 presents the number and percent of subgrants reporting different answers, the median subgrant award amount (half the subgrants received funding amounts above the median and half below it), and the percent of all STOP funds allocated to projects with a focus on reaching underserved populations.

The type of organization most likely to receive STOP funding for the underserved was private nonprofit victim service agencies. As can be seen in the first panel of Table 5.1, private nonprofit victim service agencies received 493 subgrants to reach underserved populations, or 61 percent of all subgrants for this purpose. They also received the greatest proportion of total funding for reaching the underserved (55 percent), but the median size of a grant tended to be fairly small (\$25,000). Prosecution and law enforcement agencies *other than* victim witness assistance programs were the organizations next most likely to receive funding with a goal of reaching underserved women. Law enforcement grants were about the same size as those going to victim service agencies (median of \$22,953), but prosecution grants were a bit larger (median of \$30,924). The largest grants, in terms of medians, went to courts, state administrative agencies, and non-criminal-justice government victim services programs, but very few of these grants were awarded (38 grants, with median funding levels of \$55,000-\$60,000).

The second panel of Table 5.1 shows the geographical scope of projects funded to reach underserved populations. Most projects are countywide (47 percent) and received 41 percent of all STOP funding for the underserved. Regional projects are the next most frequent (28 percent) and received 24 percent of the funds. Statewide projects are relatively infrequent (12 percent of all projects), but they received larger grants (median of \$54,996) and a larger share of the total funds (21 percent) than would be expected just from their frequency. As we saw earlier, these Table 5.1 statewide projects tend to cover more ground, both geographically and in terms of the populations and issues on which they focus.

The substantive focus of STOP projects for underserved populations appears in the third panel of Table 5.1. Eighty-seven percent of projects covered the issue of domestic violence, either by

## Who Received STOP Funds to Reach Underserved Populations, and for What?

### New York: Reduce Violence Against Elderly Women

The Westchester County District Attorney's Office is using STOP funding to create a comprehensive response to reduce crimes of physical and sexual violence against elderly women. The office has designated an Assistant District Attorney position in its Special Prosecutions Division to handle the vertical prosecution of cases involving elderly women. A full-time investigator has also been hired within the division to initiate sexual and physical assault investigations involving elderly women and to assist local police in their assault investigations. The Project Prosecutor and Victim Advocate will work with local advocacy programs to train law enforcement officers regarding special issues in the investigation of these crimes to increase reporting of these incidents.

**TABLE 5.1** *Who Got STOP Funds for Underserved Populations, and for What?*

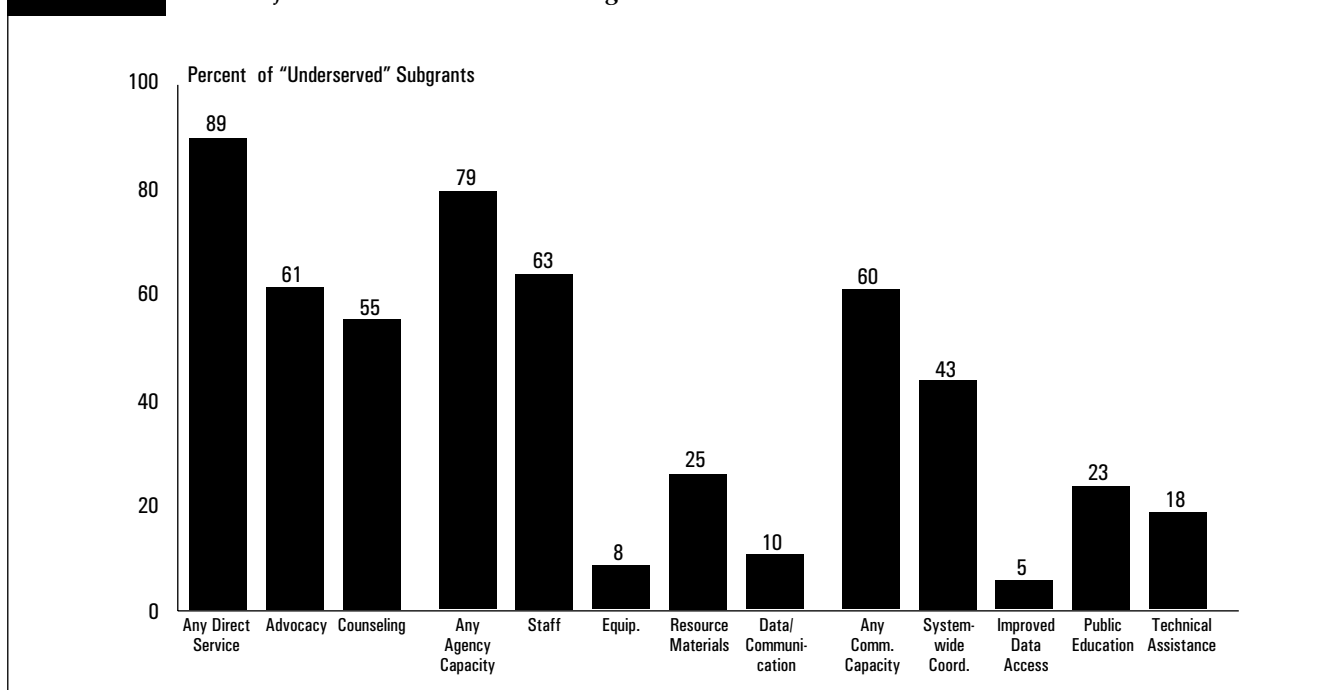
	Number of "Underserved" Subgrants	Percent of "Underserved" Subgrants	Median Subgrant Award Level	Percent of All "Underserved" STOP Funds
<b>Recipient Organization (N = 812)</b>				
Law enforcement, not victim/witness	84	10	\$22,953	7
Law enforcement, victim/witness	23	3	25,098	2
Prosecution, not victim/witness	113	14	30,924	17
Prosecution, victim/witness	36	4	26,539	5
Nonjustice government victim services	21	3	55,000	5
Private nonprofit victim services	493	61	25,000	55
Court	5	1	60,000	5
State administrative agency	12	1	55,264	1
Tribe	11	1	28,000	3
Professional association	10	1	41,552	1
911	4	<1	34,140	<1
<b>Scope of Project (N = 809)</b>				
Statewide	97	12	\$54,996	21
Regional	229	28	25,800	24
Countywide	383	47	24,620	41
Local	86	11	29,402	10
Tribal	9	1	15,166	1
Other	5	1	45,626	1
<b>Focus of Project (N = 818)</b>				
Domestic violence only	446	54	\$26,496	51
Sexual assault only	83	10	26,000	9
Domestic violence and sexual assault	182	22	25,224	23
Domestic violence, sexual assault, and stalking	67	8	35,408	11
Other specifications	40	6	31,740	6
<b>Goals of Project (N = 828)</b>				
Direct service only	117	14	\$20,000	10
Agency capacity-building only	33	4	25,502	4
Community capacity-building only	12	1	46,982	2
Direct service/agency capacity	155	19	21,936	14
Direct service/community capacity	16	2	41,617	3
Agency and community capacity	23	3	38,500	4
All three	445	54	30,455	62
None stated	27	3	28,626	3

Source: Urban Institute 1996-1997 STOP grant database, 828 subgrants to reach underserved women.

Numbers (Ns) for each analysis, excluding missing data, are given in bold in the first line of each panel.

itself (54 percent) or in combination with other issues (33 percent). In contrast, only 41 percent of projects addressed issues of sexual assault, either by itself (10 percent) or in combination with domestic violence and/or stalking (31 percent). Stalking was hardly ever addressed alone (less than 1 percent of subgrants). However, it was included in 12 percent of all grants, in combination with both domestic violence and sexual assault (8 percent of all the subgrants for the underserved) or in other combinations.

Agencies were also asked what they were trying to accomplish with their projects, with respect to direct service delivery, building their own agency capacity, and building the capacity of their community to deliver services and create a coordinated community response for underserved women. The last panel of Table 5.1 shows that most subgrantees were trying to do all three (54 percent of grants) and that an even higher percentage of funds (62 percent) was allocated to these complex projects, with a median grant size of \$30,455. Other goals frequently mentioned


**FIGURE 5.5** Goals of “Underserved” STOP Subgrants


Source: Urban Institute 1996-1997 STOP database, “underserved” subgrants, N = 828.

included performing direct service only (14 percent of grants and 10 percent of funds) and performing direct service along with building agency capacity (19 percent of grants and 14 percent of funds). Grants in these categories tended to be quite small, with medians in the range of \$20,000-\$22,000.

Subgrantees reported their project goals in considerably more detail than is conveyed in Table 5.1. In Figure 5.5 we show specific activities that agencies were committed to undertake in efforts to reach underserved populations. Many subgrantees checked several of these more detailed goals. Virtually all subgrantees who are focusing on reaching underserved populations (89 percent) reported their intent to expand direct services for victims, such as increased counseling, hotline access, changes in time and/or location of services, changes in who delivers the service, and increased system advocacy. Three in five subgrantees (61 percent) expected to offer women victims of violence advocacy services to help them get through justice systems, and 55 percent expected to offer counseling.

Overall, 79 percent of subgrantees planned to increase agency capacity. Sixty-three percent were adding staff to their agency, which will clearly be a primary way to increase victim services and make them more culturally competent. Other methods of expanding agency capacity included equipment improvements (8 percent), development of resource materials (25 percent), and/or development or expansion of data and communication systems within an agency (10 percent).



Three in five subgrantees expected to increase community capacity. They anticipated making this happen through increased systemwide coordination (43 percent), improved data access across agencies (5 percent), and public education (23 percent). Also planned were technical assistance activities in agencies other than law enforcement and prosecution (18 percent of subgrants).

Several major approaches were described for realizing these goals, in addition to new staffing. Twenty-eight percent of these subgrants included training for law enforcement and prosecution (25 percent with law enforcement, 14 percent with prosecution), while 12 percent offered training to personnel of other agencies. Fourteen percent intend to create special units (9 percent in law enforcement and 10 percent in prosecution agencies). Finally, 19 percent are committed to developing new policies and procedures, for law enforcement and/or prosecutors (14 percent each) or for other types of agencies (6 percent).

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## What Next?

The information available from the Subgrant Award Reports gives only the briefest hint of what STOP projects are doing to enhance services to women in underserved groups. They raise interesting questions about the actual methods being used to involve women from underserved communities and to create culturally competent services in which these women will feel welcome, understood, respected, and well served.

Urban Institute staff will fill in a good deal of the picture through a telephone survey planned for the summers of 1998 and 1999. During the summer of 1998, staff will survey STOP subgrantees with major activities addressing underserved populations. Telephone interviews will be conducted with each project director and with at least one member of the community outside the grantee agency who is well informed as to the subgrant's impact on its focal populations or organizations. The Subgrant Award Report and telephone interview data collection will be repeated in 1999. Half of the 1999 sample will be newly selected projects, to include projects funded with FY 1997 and FY 1998 STOP monies. The other half of the 1999 sample will be repeat interviews with projects included in the 1998 survey, to assess how projects develop their ability over time to address these complex issues and obtain community response. Results will appear in the *1999 Report* and the *2000 Report*.

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## Note

1. The Indian women under consideration here are those being served by projects awarded through the state STOP administrators, using their regular STOP allocation. They are not the Indian tribal grants awarded by OJP with a special set-aside through the STOP Grant Program for Reducing Violence Against Indian Women.

# Meeting VAWA Goals— Subgrants for Promoting System Change

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One area of particular importance in the VAWA is its emphasis on improving interagency communication, coordination, and collaboration to create whole communities that work together to combat violence against women. As part of the process evaluation of how STOP grants are being implemented, the Urban Institute is examining subgrants directed toward system change.

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The subset of FY 1996/97 STOP projects for which Subgrant Award Reports have been submitted is used for this analysis. The data limitations, described in Chapter 3, thus apply to this analysis as do other caveats. In particular, the reports indicate only what subgrantees *intend to do*, not what they have actually done. The information reported in this chapter is, therefore, only a preliminary look at how STOP subgrants promote system change. It does, however, lay the foundations for conducting further analyses and more in-depth investigation of how subgrants on these topics are working.

## **Data for This Analysis**

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Subgrantees were asked whether their project would enhance their community's capacity to help women victims of violence. All subgrantees answering "yes" were included in this analysis exploring how STOP funds are being used to promote system change. The idea of building capacity in a community is not really the same thing as changing systems in a permanent way, although capacity-building may certainly be part of system change. Nevertheless, it is the best indicator available to identify projects that are making a systematic effort to alter the way things are done in local communities.

## **Identifying Subgrants Focusing on System Change**

Once subgrantees had indicated their intention to enhance community capacity, they described their project in more detail as doing one or more of the following: assessing needs or resources, or planning; providing technical assistance to other agencies; enhancing coordination on a larger community or sys-



### Arizona: Mesa Police Department

The city of Mesa has leased a separate building where it houses multiple agencies to promote coordinated handling of sexual assault and domestic violence cases. The following entities are housed at the Center Against Family Violence: domestic violence and sex crimes detectives, two child protective services workers, an on-call doctor, a county attorney, and advocates from two local community-based programs. The center eliminates multiple victim interviews by arranging joint interviews with detectives, child protective services, and the county attorney. There is also a forensic medical examination room on-site.

temwide basis, within or across disciplines; and evaluation. Slightly fewer than half of the STOP subgrants for which we have reports indicate that they intend to do one or more of these activities to build system capacity (48 percent; 820 out of 1,710). These subgrants account for slightly more than half of the funds reported on the Subgrant Award Reports (56 percent; \$40,793,962 out of \$72,685,133). If the reporting subgrants are representative of all subgrants funded so far under STOP, this level of activity suggests a considerable commitment to developing new and/or expanded services and approaches to helping women victims of violence.

## Who Received STOP Funds to Expand Community Capacity, and for What?

STOP subgrantees reported the nature of the organization that received funding to expand community capacity; the geographic scope of the project; its focus on domestic violence, sexual assault, and/or stalking; and the project's goals. For each of these topics, Table 6.1 presents the number and percent of subgrants reporting different answers, the average subgrant award amount, and the proportion of STOP funds allocated to projects intending to increase community capacity.

### Colorado Multidisciplinary Training Team

The Colorado Multidisciplinary Training Team has provided 2-3 days of training, protocol development, and community coordination development to 21 rural communities in Colorado. The team, composed of a law enforcement officer, a prosecutor, and one representative each from the Colorado domestic violence and sexual assault statewide coalitions, trains representatives of local criminal justice system agencies (police, prosecutors, and judges), victim services agencies, and other relevant agencies and organizations (including religious leaders and medical professionals). The training agenda includes two days focused on domestic violence and sexual assault basics, police response and investigation, and prosecution of domestic violence and sexual assault cases. During these two days community teams begin to develop inter- and intra-agency protocols for handling violence-against-women cases. Trainers devote the third day to helping community teams develop a community coordinating body. Trainers are also available to provide follow-up technical assistance and training. Since it began, the team has trained over 700 people. Thirteen participating communities began coordinating councils after attending the training.

The type of organization most likely to receive STOP "community" funding was private nonprofit victim service agencies (58 percent of subgrants), as shown in the first panel of Table 6.1. They also received the greatest proportion of total funding for reaching the underserved (51 percent), but the size of the median grant tended to be fairly small (\$34,509). Prosecution and law enforcement agencies *other than* victim witness assistance programs and non-criminal-justice government victim assistance programs were the organizations next most likely to receive funding to build community capacity. Law enforcement grants were about the same size as those going to victim service agencies (median grant of \$36,345), as were prosecution grants (median of \$38,964). The largest grants, in terms of median size, went to non-criminal-justice government victim services programs, but very few of these grants were awarded (34 grants with a median size of about \$95,812).

The second panel of Table 6.1 shows the geographical scope of projects funded to expand community capacity. Most projects are countywide (45 percent) and received 45 percent of all "community" funding. Regional projects are the next most frequent (25 percent) and received 21 percent of the funds. Statewide projects are relatively infrequent (17 percent of all projects), but they received larger grants (median of \$49,343) and somewhat more of




**TABLE 6.1** *Who Got STOP Funds to Expand Community Capacity, and for What?*

	Number of "Community" Subgrants	Percent of "Community" Subgrants	Median Subgrant Award Level	Percent of All "Community" STOP Funds
<b>Recipient Organization (N = 818)</b>				
Law enforcement, not victim/ witness	90	11	\$36,345	10
Law enforcement, victim/ witness	42	5	33,687	4
Prosecution, not victim/ witness	96	12	38,964	14
Prosecution, victim/witness	32	4	42,659	6
Nonjustice government victim services	34	4	95,812	9
Private nonprofit victim services	467	58	34,509	51
Court	10	1	30,000	1
State administrative agency	17	2	36,043	2
Tribe	3	<1	32,448	<1
Professional association	13	1	41,617	2
911	5	<1	38,489	<1
<b>Scope of Project (N = 813)</b>				
Statewide	141	17	\$49,343	23
Regional	203	25	36,208	21
Countywide	369	45	34,200	45
Local	91	11	32,642	10
Tribal	4	<1	30,562	<1
Other	6	1	56,050	1
<b>Focus of Project (N = 818)</b>				
Domestic violence only	429	53	\$34,777	49
Sexual assault only	90	11	31,688	9
Domestic violence and sexual assault	143	18	41,617	25
Domestic violence, sexual assault, and stalking	68	9	45,256	11
Other specifications	49	7	16,670	6
<b>Goals of Project (N = 828)</b>				
Community capacity-building only	25	3	\$52,496	4
Direct service/community capacity	32	4	41,617	5
Agency and community capacity	37	5	38,376	4
Service, agency, and community	685	88	35,803	86

Source: Urban Institute 1996-1997 STOP grant database, 820 subgrants focused on expanding community capacity. The numbers (Ns) for each analysis, excluding missing data, are given in bold in the first line of each panel in the table.

the total funds (23 percent) than would be expected just from their frequency.

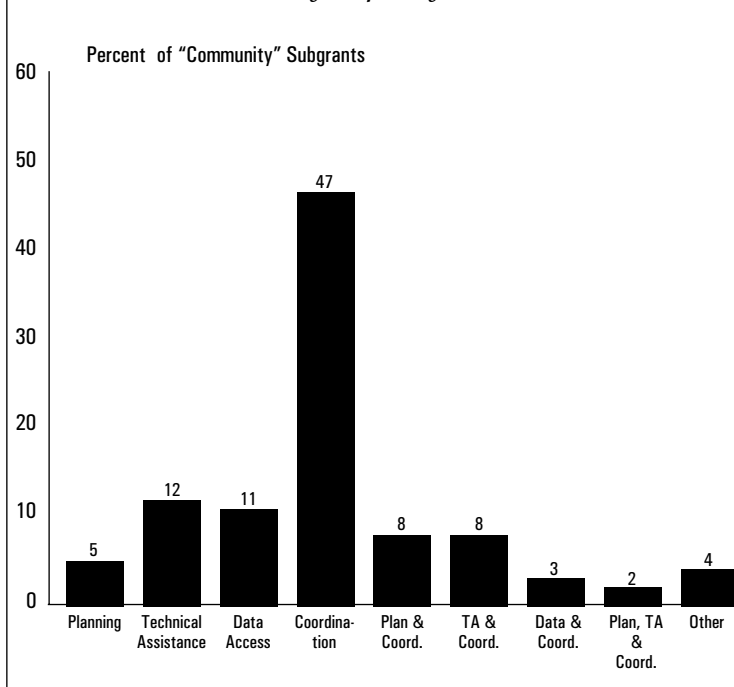
The substantive focus of STOP projects to expand community capacity appears in the third panel of Table 6.1. Eighty-four percent of projects covered the issue of domestic violence, either by itself (53 percent) or in combination with other issues (31 percent). In contrast, only 39 percent of projects addressed issues of sexual assault, either by itself (11 percent) or in combination with domestic violence and/or stalking (28 percent). Stalking is somewhat more likely to be addressed by these community capacity subgrants (12 percent) than was true for projects focusing on reaching women in underserved populations (8 percent). But, as

#### West Virginia: Calhoun County STOP Team

A coordinated community response team was created in Calhoun County, a mountainous rural area with virtually no services for domestic violence victims until STOP funding arrived. Team members include a specialized prosecutor, County Sheriff's officers in a rural police department substation, a full-time victim advocate, and several community volunteers. The team offers legal advocacy, court accompaniment, increased law enforcement response, and increased prosecution of offenders. In its first year of funding, the team served 142 women victims of domestic violence who previously would have had little chance for legal recourse.

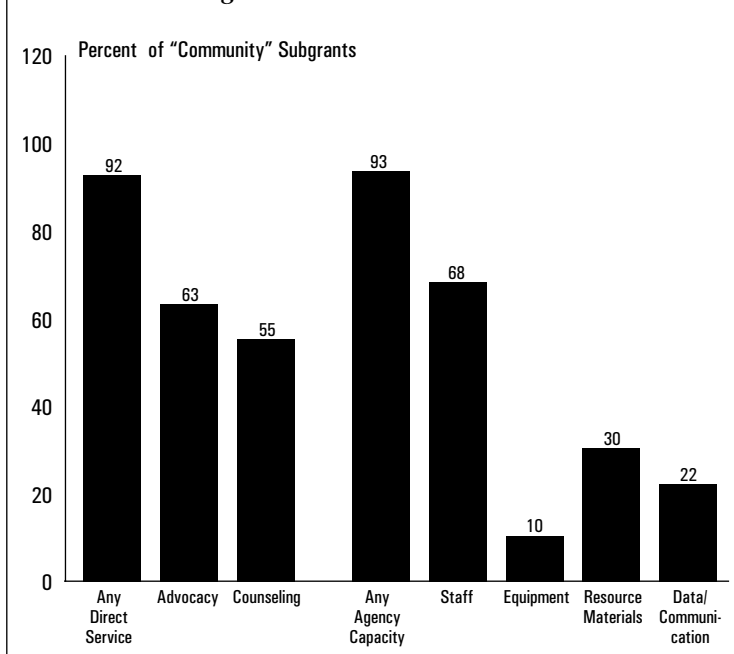


**FIGURE 6.1** *Activities of STOP Subgrants to Build Community Capacity*



Source: Urban Institute 1996-1997 STOP database, "community" subgrants, N=781.

**FIGURE 6.2** *Inclusion of Direct Service and Agency Capacity Goals in STOP "Community" Subgrants*



Source: Urban Institute 1996-1997 STOP database, "community" subgrants, N=781.

with subgrants to reach underserved women, it was hardly ever addressed alone (fewer than 1 percent of subgrants).

Agencies were also asked what they were trying to accomplish with their projects, with respect to direct service delivery, building their own agency capacity, and building the capacity of their community. Community capacity-building included activities to expand services in the subgrantee's and other agencies and to create a coordinated community response for women victims of violence. The last panel of Table 6.1 shows what subgrantees reported. The subgrants in Table 6.1 were selected because they reported community capacity-building as a goal, so every choice reported in the table includes community capacity-building. Even more than with the subgrants for underserved women (see Chapter 5), these community capacity subgrantees report that they are trying to achieve all three goals (88 percent of grants). However, there is no advantage in terms of average grant size to taking on more goals; in fact, the grants with the highest median amounts (\$52,496) went to subgrantees that intended to focus completely on community capacity-building.

Looking in more detail at the project goals reported by the "community" subgrants, Figure 6.1 shows specific activities that agencies said they would initiate as ways to expand community capacity. Coordination, with or without other activities, is the most common intended activity of these programs, indicated by 68 percent of subgrantees. Mostly this coordination occurs by itself (47 percent of subgrantees), but sometimes it is combined with planning, technical assistance, improved data access, or some combination of these additional activities.

Many "community" subgrantees also indicated their intent to pursue goals related to direct services and/or expansion of agency capacity, as would be expected from the data in Table 6.1 showing that 88 percent of the "community" subgrantees checked all three major goal domains. Figure 6.2 shows that virtually all subgrantees (92 percent) intending to



expand community capacity also reported plans to expand direct services for victims, while the same proportion (93 percent) also expect to expand the capacity of their own agencies. Approaches to expanded victim services included direct system advocacy for individual women (63 percent) and counseling (55 percent). Adding staff was the main way these subgrantees expected to increase their own capacity (68 percent), while 30 percent intended to develop new or expanded resource material, and 22 percent planned to increase access, efficiency, or effectiveness of data and/or communication systems within their own agency.

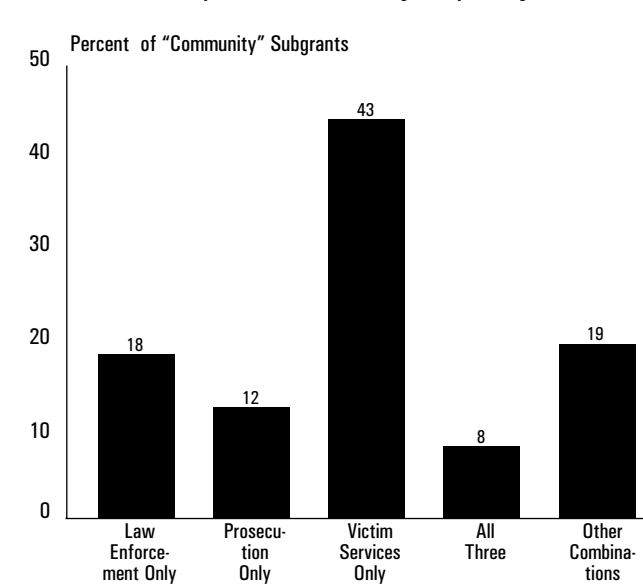
Each reader, and each subgrantee, may have a different conception of what is meant by “expanding community capacity,” which, in turn, may or may not correspond to what one might mean by the concept of promoting lasting system change. A key element in system change, as articulated in the VAWA and repeatedly stressed for the STOP program by OJP, is the creation of a coordinated communitywide response to violence against women. This response, in turn, almost always means that many service systems must actively participate in planning and carrying through changes within their own agencies that embody a spirit of cooperation and mutual respect. The Subgrant Award Reports contain only limited information to help us understand the extent to which the STOP “community” subgrants share this vision of system change, but we have examined what we have available as indicators of multi-agency involvement.

The first indicator of multi-agency involvement is the designation of funding categories for these community capacity-building subgrants as law enforcement, prosecution, and/or victim services. Figure 6.3 shows that almost three out of four of these subgrants (73 percent) were funded out of only one category. The victim services funding category supported the most subgrants (43 percent), followed by law enforcement (18 percent) and prosecution (12 percent). The remaining one in four subgrants were funded from two or more categories, as one might expect if the purpose of the subgrants is to involve more than one type of agency in changing the whole system of aiding victims within a community. Only 8 percent of projects received funding from all three categories.

The funding categories from which projects are funded are a possible indicator of multi-sector involvement in a project, but often state coordinators fund projects out of only one category as a matter of convenience, frequently using the nature of the recipient agency as the indicator of the category to which they will attribute the funding. Thus we

## Indicators of Cross-Sector Involvement

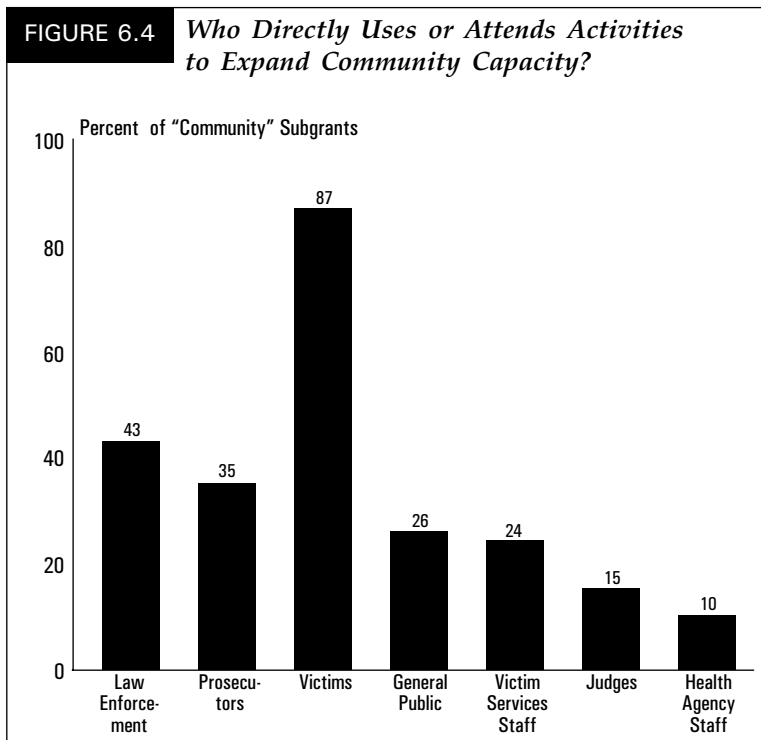
**FIGURE 6.3** *Funding Categories for Subgrants to Expand Community Capacity*



Source: Urban Institute 1996-1997 STOP database, “community” subgrants, N = 781.



should also look at other indicators of multi-sector participation, of which the subgrant reports contain two. The first is intended direct beneficiaries—who is expected to attend or use the services or activities of the project. The second is purpose area designations—e.g., law enforcement training, special units for prosecution, policies and procedures for law enforcement and prosecution. Figures 6.4 and 6.5 display results for these indicators.



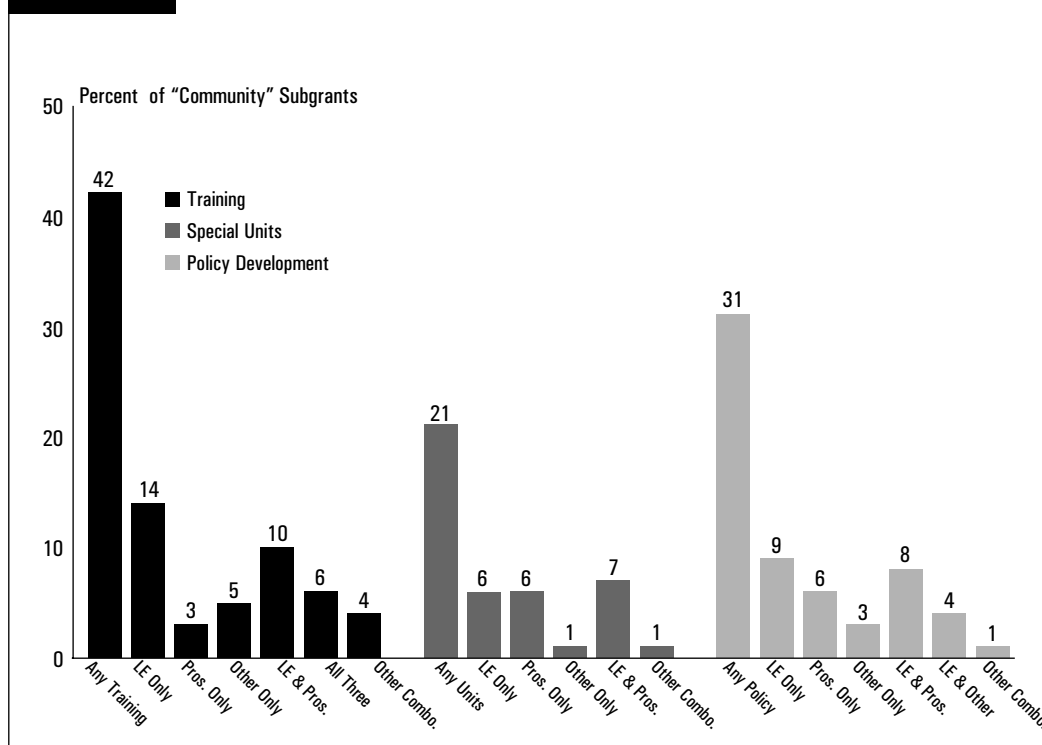
Source: Urban Institute 1996-1997 STOP database, "community" subgrants, N=781.

About one-third of "community" projects (31 percent) expected to reach only one type of user or attendee. About one in five projects expected to reach two types of users or attendees (22 percent), and almost the same proportion (20 percent) expected to reach three types. One in four of these projects (26 percent) expected to reach four or more types of users or attendees, indicating quite a high degree of multi-sector involvement. Figure 6.4 shows the types of users or attendees these projects expect to reach. The most frequent category is victims, who are expected beneficiaries for 87 percent of projects aimed at expanding community capacity. Next most common were law enforcement personnel (43 percent), prosecutors (35 percent), the general public (26 percent), victim service agency staff (24 percent), judges (15 percent), and health agency staff (10

percent). A variety of other potential beneficiaries were each named by fewer than 10 percent of subgrantees.

Purpose areas are the seven topics designated by VAWA as acceptable categories for which STOP subgrants may be given. For three of the purpose areas (training, special units, and development of policies and procedures), we can examine the inclusion in the same subgrant of one or more types of agency. If we see that training or policy development is being done jointly for staff of two or more types of agency, we might feel confident in saying that some cross-sector changes are under way. Figure 6.5 shows findings pertaining to this question.

Forty-two percent of STOP subgrants with the goal of expanding community capacity were funded under the training purpose area; 21 percent were funded under the special units purpose area; and 31 percent were funded under the policy and procedures purpose area (some subgrants may have been funded in more than one of these purpose areas). Of the "community" subgrants funded for training, fewer than half (155 out of 327)


**FIGURE 6.5** Multi-Agency Focus of “Community” Subgrants


Source: Urban Institute 1996-1997 STOP database, “community” subgrants, N = 781.

involved staff of more than one type of agency. The proportion is even lower for “community” subgrants focusing on the development of new policies and/or procedures (105 out of 241), while it is lowest for subgrants funded for special units (62 out of 164).

The analysis reported in this chapter has highlighted some interesting aspects of projects funded to expand community capacity. Obviously there is a good deal more to learn, but data relevant to assessing the possible effects of STOP funding on permanent system change are particularly weak in the subgrant reports. The Urban Institute will be using the results of this preliminary analysis as the basis for constructing a telephone interview protocol to be used with projects focused on promoting system change; findings will be reported in subsequent *Reports*.



# Meeting VAWA Goals— Four Purpose Area Evaluations

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

- Institute for Law and Justice, Washington, D.C.; Tom McEwen, Project Director. Subject: law enforcement and prosecution activities including training, creating and operating special units, developing policies and procedures, and addressing stalking;
- National Center for State Courts, Williamsburg, VA; Susan Keilitz, Project Director. Subject: data collection and communication projects;
- American Bar Association, Washington, D.C.; Barbara Smith, Project Director. Subject: impact of victim services on victim outcomes;
- Tribal Law and Policy Program, University of Arizona, Tucson, AZ; Eileen Luna, Project Director. Subject: Activities of Indian tribes receiving STOP Violence Against Women Indian Grants through a special set-aside.

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



## Institute for Law and Justice: Law Enforcement and Prosecution<sup>1</sup>

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

The Institute for Law and Justice, Inc. (ILJ), is conducting an evaluation of law enforcement and prosecution subgrants awarded for these purposes. Through this grant, ILJ is engaged in (1) determining the scope of police and prosecutor projects funded under VAWA, (2) assessing the statutory environment in which domestic violence and sexual assault criminal justice initiatives are undertaken, (3) conducting process evaluations of 25 subgrantee projects, and (4) conducting impact evaluations of 10 projects chosen for their potential for being model projects and the representativeness of their activities. The types of grants under examination include those:

- Developing new training programs and materials,
- Establishing special domestic violence and/or sexual assault units, and
- Developing agency policies and procedures for handling domestic violence and sexual assault complaints and cases.

ILJ conducted legislative reviews of state statutes related to domestic violence and sexual assault. A third review detailed relevant legislation enacted in the 1997 legislative year. ILJ also surveyed state POST (Police Officers Standards and Training) agencies to determine their training requirements for recruits in domestic violence, sexual assault, and related topics. In addition, ILJ conducted a survey to assess state-level prosecutor training. Respondents to this survey included directors of state prosecutor associations and officials in state attorney general offices with responsibility for either managing local prosecution itself or providing technical assistance to local district attorneys. A final survey covered police and prosecutor recipients of FY 1995 STOP grants involving training or policy development.

A final project activity was the construction of an Internet page that links to over 350 different sites with domestic violence





content. A collection of the “best” of the materials found at these sites has been compiled into a loose-leaf notebook.

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### *Key Findings of “Domestic Violence Legislation Affecting Police and Prosecutor Responsibilities in the United States”*

### **Legislative Review Findings<sup>2</sup>**

ILJ’s principal findings begin with substantive criminal law. At common law, domestic violence was rarely prosecuted. When it was, the crimes charged included homicide, assault and battery (for serious injury), and criminal trespass. Some recent legislative changes include the following:

- The major domestic violence crime not prosecuted at common law was rape. Until recently many states’ laws provided for a marital exception to rape. This has changed; only one state today still has a pure marital defense statute. Four states continue the marital defense when the two parties still live together and when there is no formal separation agreement. Two states limit rape prosecutions to situations in which a complaint was filed within 30 days of the alleged incident. In the remaining states, spousal rape can be prosecuted either under the state rape law, under a special spousal sexual assault law, or both.
- The most important change from the common law is laws that charge domestic violence as a separate offense rather than under assault and battery laws (24 states). The major reason for these new laws is to provide for enhanced punishment, especially for repeat offenses.
- A brand new type of law covers the crime of stalking, often a corollary of the issuance of a protective order. Every state now has an antistalking law. These laws supplement older remedies such as laws against harassment or threatening behavior. These laws typically provide for more punishment than do the older laws: usually this is done by designating stalking as a felony offense (21 states). However, in the real world, stalking behavior may be prosecuted as a misdemeanor since criminal court judges may be more easily persuaded to give jail time than superior court judges are to order a prison term.
- Another important domestic violence crime is that of violating a civil order of protection. Forty-one states and the District of Columbia make order violation a crime. In two states, violating the order may be subject to a special criminal trespass law. In the remaining states, order violation may be treated as criminal contempt of court.

Parallel changes have also occurred in the laws regulating criminal procedure. These include the following:



- The first step in the criminal process is arrest. At common law, police can make a warrantless arrest only in felony cases. But most cases of domestic violence involve misdemeanor assaults. To resolve this problem of lack of authority, every state today authorizes a warrantless arrest based on probable cause where domestic violence is reported. In 18 states, arrest is mandated. In 8 states arrest is preferred (the officer typically must explain why an arrest was not made), and in 1 state the law is ambiguous.
- Arrest for violation of a court order is mandated in 28 states and preferred in 2 states. In the remainder of the states, arrest for violation of a court order is authorized at the discretion of the officer.
- In 33 states police must file incident reports in domestic violence cases. This allows for supervisory monitoring and for state-level review in states where these reports are sent to the state police.
- In 10 states criminal procedure laws bar police use of citations in lieu of arrest.
- A number of states authorize or even mandate the issuance of a criminal protective order as a condition of pretrial release.
- State victim rights laws require police to inform victims of their rights. In many states police responding to domestic violence calls have additional duties such as helping the victim obtain medical treatment or get to a shelter. Police may also be asked to help the victim remove personal property from the residence.

*Key Findings of  
"Review of State  
Sexual Assault  
Laws, 1997"*

ILJ's second report, on state sexual assault laws, found that penal code amendments directed at sexual assault crimes include (1) increased penalties, (2) new marital rape laws, and (3) repeal of applicable statutes of limitations. Marital rape laws have become increasingly common as states undertake to repeal the doctrine that rape in the context of marriage is an impossibility. At least three states have repealed their laws that establish a statute of limitations for sexual assault crimes involving rape.<sup>3</sup> In one of these states, Florida, repeal of the statute of limitations for rape was premised, at least in part, on the emergence of DNA testing evidence, the significance of which is not affected by the passage of time.

Prosecution of sexual assault crimes can be weakened by the lack of willingness among victims to undergo the ordeal of a criminal prosecution. To help ease victim fears, states have enacted



two types of laws: rape shield laws and counselor privilege laws.

- Laws in 49 states limit the evidentiary use of a victim's prior sexual history as part of an effort to undermine the credibility of the victim's testimony. Where the prior sexual history is relevant, however, most states' laws authorize the judge to permit cross-examination on this topic at the court's discretion. Only Arizona does not have a rape shield law.
- Rape victims are often in need of counseling both immediately after the rape is reported and for long-term treatment. While an evidentiary privilege against revealing the contents of a treatment session with a physician, psychiatrist, or clinical psychologist is available in almost all states, there has been no such privilege for communications between a victim and a rape counselor. In about half the states, legislation has recently been enacted to establish such a privilege.

Improved effectiveness in the collection of evidence is an objective of efforts to improve prosecution against persons charged with sexual assault. Among the legislative initiatives identified are:

- Establishment of police evidence protocols to ensure uniformity and completeness (9 states).
- Training for health care providers in evidence collection (8 states).
- Victim right to have an advocate present at interviews or examinations (1 state).

Federal funding through the Violence Against Women Act includes a significant commitment to increased services for victims of sexual assault. Often this includes funds for treatment centers and battered women's shelters. Two service areas of specific concern to law enforcement have been state payment of medical exam costs and AIDS testing of offenders.

- The most important evidence of rape comes from the medical examination of the rape victim. At this time, evidence of forced sexual intercourse is gathered and semen samples left by the rapist retrieved. Thirty-eight states have enacted laws that explicitly provide that the state will pay for the costs of the medical examination. However, in three of these states the state pays only for costs not covered by insurance, and in Pennsylvania hospitals are encouraged to bill insurance companies but may not bill victims. Three states also provide for defendant restitution of victim's medical costs to the state upon conviction.



- Fear of exposure to HIV and AIDS is a common reaction among rape victims. Indeed, there have been several instances of rape victims asking the rapist to use a condom before committing the rape.<sup>4</sup> Thus, 44 states have laws that require that offenders charged or convicted of sexual assault be tested for AIDS and the victim be notified of the test results.

Many rape victims need a number of important services to help with the trauma of rape. These services begin with the initial police contact and continue through short- and long-term counseling. Ten states have laws that require police and prosecutor training in handling rape cases. These laws are, of course, in addition to other victim rights laws that provide generally for officer referral to services and more generalized training in dealing with crime victims.

One recent innovation in legislative efforts to reduce sexual assaults is the enactment of laws requiring convicted sex offenders to register with local police in any community in which they reside. These laws typically also provide that community members may have access to local registration information. Notwithstanding the newness of these laws, every state has now adopted some form of a sex registration law.<sup>5</sup>

Miscellaneous laws that have recently been enacted against sexual assault address the following:

- Statewide investigative and prosecution units (1 state);
- A ban on mandatory polygraph of victim by prosecutors or police (5 states);
- Rape units in every police force (1 state);
- A special telephone number for rape reports (1 state); and
- Statewide rape hotline (2 states).

### *Key Findings of "1997 Domestic Violence Legislation"*

ILJ reviewed session laws enacted in the 1997 legislative year. In sum, in 1997 all but seven states and the District of Columbia enacted one or more laws related to domestic violence. The Maryland, Minnesota, Nevada, and Texas legislators were the most active in passing new laws. Texas passed seven distinct acts relating to domestic violence, including reenactments of the code provisions relating to civil protective orders and stalking.

Among the states in which legislatures enacted domestic violence laws, the types of laws passed ranged from creation of new criminal offenses to technical amendments of existing statutes to clarify language ambiguities. Among the most important areas of change were new criminal law provisions, criminal procedure amendments, stalking law changes, provisions for full faith and credit to out-of-state protective orders, other amendments to civil



protection order provisions, police training requirements, and collateral effects of a conviction for domestic violence.

Ten states amended their penal codes in 1997. These new laws ranged from creation of new crimes (6 states) to technical amendments that expand the scope of existing law, e.g., increased the types of persons covered by stalking law (7 states). Other criminal law changes included increased penalties for violating a domestic violence-related criminal provision (6 states). The most significant of these laws included provisions making harassment of a minor a separate felony offense (Florida), establishing the crime of interference with a 911 call as a gross misdemeanor (Minnesota), making interfering with a report of domestic violence a crime (Alaska), and establishing that violation of a stalking protective order is a crime (South Dakota).

Changes in state criminal procedure laws include increased arrest authority (6 states), authority for criminal protective order as part of pretrial release (2 states), and elimination of civil compromise or other outcomes as alternatives to prosecution (3 states). Among the more significant changes in state criminal procedure were establishment of public policy against dual arrests (Florida), the right of domestic violence victims to see a copy of an incident report (Maryland), a pilot project to use breath analyzers to monitor domestic violence offenders (Minnesota), and mandatory offender fingerprinting if released by citation (Nevada).

Thirteen states enacted legislation to strengthen their laws against stalking. Of these, 5 states amended their criminal laws, 3 states amended their civil protection order laws, and 4 states amended both types of laws. Among the most significant of these laws was Texas's reenactment of its stalking law to meet constitutional objections that struck down the former law.

Nine states enacted legislation implementing the federal Violence Against Women Act (VAWA) requirement for full faith and credit between states for orders of protection. In 1997, two types of such laws were noted—those requiring law enforcement authorities to enforce orders meeting due process requirements and those first requiring registration of out-of-state orders with a local court. A variant on the latter approach is for registration of a protective order with the state order registry. Among the more interesting laws implementing full faith and credit are ones calling for a \$5,000 bail for contempt of a foreign state court order (Oklahoma) and one requiring that all protective orders reference the applicable federal criminal code provision for interstate domestic violence (Minnesota).

- *Criminal Law Enactments*

- *Criminal Procedure Changes*

- *Stalking Law Provisions*

- *Full Faith and Credit*



- *Civil Protection Orders*

Fifteen states amended their civil protection laws in 1997. These included two states instituting a central registry of orders, three states limiting filing fees, and two states authorizing a firearm possession bar as part of any civil protection order. Among the more interesting new civil protection laws is a Rhode Island law making forwarding of a protection order to the police discretionary with the victim; previously, forwarding of the order was mandatory. In contrast, a new Virginia law authorizes police to seek an emergency protective order electronically, and places a priority for emergency order registration within the state system. An Illinois law requires that a judge be available 24 hours a day to hear applications for emergency protective orders.

- *Police and Prosecutor Training*

Two states enacted legislation requiring police training in domestic violence. Another state now requires police to develop policies and procedures for handling domestic violence cases. Still another state requires entry and in-service training for its prosecutors, without any specification of content, however.

- *Collateral Effects of Domestic Violence Conviction*

Laws providing for collateral effects of a conviction for domestic violence are of two main types. First are laws implementing the federal requirement barring convicts from obtaining gun licenses (2 states). Second are laws prohibiting a person from serving as a law enforcement officer if that person has a domestic violence conviction (2 states). A significant variation on these laws is Tennessee's requirement that offenders offering pleas of guilty to a domestic violence offense must be informed of the federal law requirement barring their possession of a firearm.

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## **Police and Prosecutor Training Surveys**

ILJ conducted a national survey of agencies that set police training standards and found that 42 states set a minimum level of domestic violence training for police recruits. The amount of training required ranged from 2 to 30 hours with a median of 8 to 9 hours of required training. Related police training requirements include those for rape (38 states, with a median of 4 hours) and stalking (12 states, with a median of 1-2 hours).

A parallel survey of state prosecutor agencies and organizations obtained responses from officials in 47 states (three states did not respond) about state-level prosecutor training; only one of these states did not provide training in domestic violence. The type of training available included training focused exclusively on domestic violence (training conferences of several days' duration in 17 states; 1-day training seminars in 15 states; regional training in 12 states); domestic violence training presentations at sessions within more general training conferences (21 states); trial advocacy training focusing on domestic violence issues (10 states); atten-



dance at out-of-state training conferences (11 states); and related training in victim services (19 states).

The survey also identified 29 states in which local prosecutors have instituted in-house training for the attorneys in domestic violence. Most of these states used VAWA funds to support much of their prosecutor training initiatives, especially for the longer 2- to 3-day conferences that often also involved police and service providers (12 of 17). In contrast, only 6 of the 21 states providing training at state prosecutor conferences used federal funds, and only two sessions at these conferences were interdisciplinary.

Five states have a statewide prosecutor coordinator for domestic violence training and policy development. In Michigan and California the coordinators also publish a newsletter on domestic violence. Five states developed prosecution manuals or other training materials as part of their training activity. Two states also developed model prosecution protocols.

FY 1995 STOP funds supported 277 subgrants for training or developing policies and protocols for police and/or prosecutors related to domestic violence and sexual assaults. The largest categories of subgrants included:

- Attending training (85 subgrants),
- Developing training materials (55 subgrants),
- Hiring personnel (47 subgrants), and
- Developing policies and procedures (37).

ILJ conducted a telephone survey of the subgrantees in these four categories using special interview protocols. Of the 224 subgrantees surveyed, 179 (80 percent) completed the interview protocols.

### *Attending Training*

Telephone interviews were completed with 69 of the 85 STOP subgrantees whose projects involved providing training to police and/or prosecutors. Key findings cover training attendees, topics covered, and outcomes:

- Training attendees were primarily police officers (68 percent of subgrantees receiving training monies). However, the majority of these training programs also involved prosecutors (55 percent). Prosecutor training was the primary focus of 37 percent of the subgrants.
- Police training included investigation techniques (23 percent) and forensic services (14 percent). Other training topics included the use of cameras in evidence collection and

## Police and Prosecutor STOP Subgrants Survey

### Alaska: Rural Sexual Assault Project

Standing Together Against Rape (STAR), an Anchorage-based sexual assault program, conducted 12 three-day training sessions for rural and bush communities in Alaska. These sessions brought together teams of Village Peace and Safety Officers, local police, troopers, medical personnel, health aides, and advocates to discuss how to overcome identified barriers to create an effective criminal justice response to sexual assault. A total of 630 people participated in the sessions, which were given by a district attorney, a state trooper, and a sexual assault victim advocate. Since participating, eight communities have established Sexual Assault Nurse Examiner and Sexual Assault Response Team programs.



interview techniques. Under the rubric of domestic violence advocacy (33 percent), police were trained in how to calm victims at the scene and the use of referrals for services.

- Prosecutor training content included multidisciplinary topics such as the use of victim services and police investigation methods. A common topic of interest was prosecution of domestic violence without the victim's testimony.
- Most subgrants focused on domestic violence. However, subgrants awarded to shelters and crisis centers commonly included sexual assault training. Overall, 33 percent of subgrants included sexual assault training.
- Reports of training outcomes included improved police handling of domestic violence incidents, improved inter-agency coordination, establishment of multidiscipline response teams, and anticipated higher conviction rates. Seventy-four percent of the subgrantees are planning future training, over half of which will be funded locally or by the state.

### *Developing Training Materials for Locally Funded Training*

Thirty-five of the 55 subgrants awarded for the development of police and/or prosecutor training materials completed a survey interview. They reported the following products they developed, the topics covered, and outcomes:

- Grant activities for the agencies receiving funds to develop training materials included the production of manuals, bench books, training videos, and training curricula. Ninety percent of these subgrants were for training materials development; in addition, some of them trained people who would go back to their home departments and train others.
- Development of law enforcement protocols was a second major activity for these subgrantees (55 percent). Prosecutors focused on the development of strategic plans and on victim advocacy (42 percent of these subgrantees).
- Compared to direct training activities, training development subgrants were somewhat more evenly divided between sexual assault (58 percent) and domestic violence topics (78 percent).
- Subgrantees reported that training following development of training materials was even more successful than simply funding training attendance. Increases in conviction rates (36 percent), referrals (33 percent) and arrests (27 percent) were reported by the subgrantees. Ninety percent plan future training.

#### **California: Statewide Stalking Training**

The California Peace Officers Standards and Training Board (POST) used STOP funds to develop a two-hour live telecast on stalking. The first law enforcement video to address stalking specifically, it features national experts talking about law enforcement response and investigation techniques. POST has satellite down-links in every police and sheriff's department in the state. This allowed POST to reach at least 6,000 officers when the program first aired via satellite video conferences around the state. The program in video form has also reached prosecutors and judges in the state and throughout the country.





All 47 of the STOP subgrantees using their grants to hire new personnel responded to the survey. Principal findings with respect to these subgrants include the type of personnel hired, the nature of the hiring agency, and the perceived impact of the new personnel:

- Most hiring of new staff to implement the training or policy development went to types of workers not commonly found in police and prosecution agencies. Victim service providers or advocates were the staff in this category most commonly hired (33 percent), with domestic violence coordinators next (21 percent). Court advocates were hired by 15 percent of the subgrantees. Only 21 percent of the grantees hired new prosecutors. These subgrantees hired a total of 91 new staff: 16 victim coordinators, 10 domestic violence coordinators, 10 prosecutors, 7 court advocates, 4 investigators, and 22 miscellaneous positions such as sexual assault coordinator and juvenile advocate.
- About half (48 percent) of STOP subgrants to hire new staff went to prosecution offices, with almost as many (46 percent) going to nongovernmental, nonprofit victim service agencies. Only 6 percent of the agencies receiving subgrants to hire new staff were police agencies.
- Reported results from the new hires included increased victim cooperation and satisfaction (60 percent of grantees). Agency coordination and cooperation was also a common report (35 percent). Twenty percent of grantees reported improvements in case management, while 23 percent said the new hires had increased conviction rates.

Twenty-three of the 37 STOP subgrantees receiving funds to develop policies and procedures related to domestic violence or sexual assault completed ILJ's telephone interview. They reported results about the topics covered by their new policies and procedures, who was involved in policy development, training following the introduction of new policies or procedures, and the impact of the new directives:

- Almost all of these grantees reported developing new policies or revising existing policy statements (95 percent). Most of the new policy statements were for domestic violence (82 percent) and law enforcement protocols. However, sexual assault and victim assistance procedures were also common (both 69 percent). Prosecution policy development was reported by 65 percent of the subgrantees.
- Most policy development was done by a multidisciplinary team (70 percent).

## *Hiring Personnel*

### **Louisiana: "Collaborating to Stop Violence Against Women" Conference**

The Louisiana District Attorneys Association received VAWA funds to organize an unprecedented training opportunity. Its three-day conference brought together over 200 elected officials, including district attorneys and chiefs of police, to learn about improving the criminal justice system response to domestic violence and sexual assault. The presentations by national experts addressed effective investigation and prosecution techniques and strategies. The governor opened the conference, in which every session stressed the importance of multidisciplinary collaboration on cases involving violence against women. This was the first meeting of its kind in the state, and the Louisiana District Attorneys Association is planning to hold annual conferences on issues relating to violence against women in subsequent years.

## *Developing Policies and Procedures*



- Most jurisdictions followed up policy development with training for police (80 percent of the subgrants). Follow-up training for prosecutors was reported by 40 percent of the subgrantees; victim service provider follow-up training was reported by 80 percent of the subgrantees. Most subgrantees also produced training manuals (70 percent).
- Reports of results from new policy development included improved inter-agency coordination (78 percent), increased referrals for services (50 percent), improved case management (39 percent), and improved incident handling and arrest rates (30 percent).

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## Best of the Net Summary

The Internet has rapidly become a major source of information for millions of individuals. Public and private agencies use the Internet to communicate directly with the public in a variety of ways. ILJ identified over 350 sites related to domestic violence. The information provided at these sites falls into three general types. First are sites providing general information about domestic violence for the public, including information about the incidence of domestic violence, its etiology, and warning symptoms. Second are sites providing information to practitioners, including police, prosecutors, physicians, and service advocates. The third type of domestic violence site includes those directed at providing victims of domestic violence with information about where to obtain help. This includes addresses and phone numbers of advocacy organizations, shelters, police or prosecutor agencies' domestic violence unit staff, and hotlines.

Many web sites directed toward a practitioner audience offer information that can be adopted by other agencies. This information includes:

- Model police protocols for arrest policies and procedures,
- Model protocols for prosecutor agencies,
- Model training programs for police and other criminal justice personnel,
- Guidelines for enforcement of out-of-state civil protection orders under the constitutional full faith and credit clause,
- Interagency agreements and plans among county agencies to enforce domestic violence laws,
- Batterer intervention program operational manuals,
- Informational pamphlets for victims of domestic violence, and
- Physician guides for recognizing and treating domestic violence as a health problem.

ILJ's link page to more than 350 sites is located at <http://www.ilj.org/dv>.



# National Center for State Courts: Data and Communication Systems<sup>6</sup>

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

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

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

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

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National Center project staff are creating a descriptive typology of STOP projects related to data collection and communication systems. Several evaluation methods are being used to develop and refine the typology, including analysis of the Urban Institute's database of STOP projects, review of selected Subgrant Award Reports, and subsequent mail and telephone surveys of relevant projects. Staff will select up to five sites for more extensive field research. Based on the surveys and field research, staff will evaluate the effectiveness of these STOP projects and will examine, document, and report (1) user satisfaction with the data and communications systems; (2) policy, operational, and technical issues related to data integration and coordination among law enforcement, prosecution, courts, corrections, victims services, and other sources of data; and (3) obstacles to implementation and methods used to overcome them. The National Center's evaluation activities are coordinated with those of the other STOP grant evaluators.

## Evaluation Methods



## Products and Preliminary Findings

### *Initial STOP Grant Project Analysis*

An initial step in the evaluation of the STOP data system projects was an analysis of the Urban Institute's database of 1995 projects that noted some activity related to data collection and communication systems. This analysis indicated some important dimensions along which these STOP grants differ, including their purposes, users, and types of systems.

**Purposes** for which systems are being developed with STOP funds include:

- Protection order enforcement,
- Law enforcement tracking of past incidents where no arrest was made,
- Bail and charging decisions,
- Crafting court orders,
- Sentencing,
- Enhancing victim services,
- Research, planning, and needs analysis, and
- Policy development and report production.

**Intended users** of these systems are:

- Law enforcement,
- Pretrial services,
- Prosecutors,
- Courts,
- Probation,
- Victim services,
- Social services, and
- Researchers.

**Types of data systems** include:

- Protection order registries,
- Court case management systems,
- Law enforcement incident reporting systems,
- Criminal history records,
- Victim notification systems,
- Victim hotline and service delivery databases, and
- Locally integrated data systems.

### *Database of Existing Data Systems*

To provide a context in which to assess the impact of these various STOP subgrants, the National Center collected information about current data collection and communication system activities in the states. This information was compiled from a variety of sources, including a survey of all state court administrators to determine the states' capacities to comply with the full faith and credit provisions of the Violence Against Women Act,<sup>7</sup> a follow-up telephone survey of states operating or planning a protection order registry, and a database of information available in state



criminal history records developed by the Justice Research and Statistical Association. This information was shared with other VAWA STOP grant evaluators at a coordination meeting in June 1997 as part of a comprehensive mapping exercise by all the evaluators.

The principal National Center mapping activity was the extensive telephone survey of all states with a planned or operational database/registry for domestic violence protection orders. The survey elicited information about how the registries are managed, what information they contain, what methods and time limits apply to entering protection orders, how and by whom information is accessed, and whether the information is updated or verified. The survey results were catalogued in a database using ACCESS software. Five analyses generated from the database include state-by-state summaries of:

- The status, scope, and management of the registry,
- The type of information available in each registry,
- The specific data elements containing that information,
- Who has access to and currently uses the system, and
- Any reported problems or additional comments.

The database and analyses are currently available in paper and electronic form, and copies of the analyses will be available from the National Center's web site ([www.ncsc.dni.us](http://www.ncsc.dni.us)).

The findings from this mapping activity indicate that 24 states have a protection order registry in some stage of operation and 17 states are developing one (these figures now are likely higher). Most of the 41 registries are or will be statewide (see Table 7.1).

Although this level of development in the individual states indicates significant progress toward the goal of a national information system, the state data systems are far from achieving universal participation in a reliable and integrated national network. Great diversity of system structure, management, content, and technological capabilities currently exists across the states. This diversity is impeding efforts to transmit information across jurisdictions or to a national database.

Examples from the survey demonstrate some of the variation among the state data systems and the problems the states face. These range from issues of who controls the system(s), through procedures for entering orders on the systems, to the scope of information captured in the database. **Who controls the system(s)** varies a good deal across the states. Management responsibilities for the registry are equally likely to rest with law enforcement agencies, the court system, or other entities. Over half of the systems are managed by the same entity that manages the criminal history records, although this does not always translate to integration of the criminal and protection order records.


**TABLE 7.1** *States with a Protection Order Registry*

Existing (24)		Being Developed (17)	
Alabama	Massachusetts	Alaska	Nevada
Arizona	Michigan	District of Columbia	New Jersey
Arkansas	Missouri	Georgia	New Mexico
California	New Hampshire	Hawaii	Pennsylvania
Colorado	New York	Indiana	Rhode Island
Connecticut	Ohio	Louisiana	Tennessee
Delaware	Oregon	Minnesota	Virginia
Florida	Puerto Rico	Nebraska	Washington
Illinois	South Dakota		Wisconsin
Iowa	Texas		
Kentucky	Utah		
Maryland	Vermont		

**Who does data entry** also varies. The extremes of existing procedures for entering orders on the systems have profound implications for victim safety across the states. Examples of situations likely to reduce the comprehensiveness or timeliness of the registry include the following:

- In California, the victim has the responsibility to deliver the order to the local law enforcement agency for entry into the registry.
- In Arizona, time limits allow up to four days to elapse before an order must be entered in the registry.

At the other end of the spectrum, Delaware instantaneously transmits every order to the registry as the judge generates it on a computer in the courtroom. This practice assures the most complete and timely registry.

**The scope of the information** captured in the registry database also varies considerably across states. For example:

- Only 11 states currently include or plan to include out-of-state orders in their registries.
- In several states, the manner in which protection orders are stored in the state's criminal information system means that the system *cannot* include criminal history records or violations of protection orders. For instance, several of the registries were incorporated into the file for outstanding warrants so some elements unique to protection orders were difficult to integrate into the existing system.
- Only 17 states have a system to check periodically whether an in-state order has been modified or terminated, and only three states can monitor out-of-state orders.

Many states report that resources are limited for developing automated systems for registries, achieving technological compatibility among systems, and producing standard protection orders across the state. Creating and maintaining cooperative relationships with law enforcement and other units of government involved in developing and managing registries can be problematic. Other states struggle with identifying *ex parte* orders and termination dates in foreign orders. The several states in which tribal courts operate need to coordinate with the courts of different tribes throughout the state or tribal governments that span state boundaries.



This mapping exercise illuminates the many difficulties to be overcome in continuing to develop and expand data systems through STOP grant funds. On the other hand, the findings accent the great need for this funding, which will have the potential to improve data collection and communication system efforts within and among the states.

The National Center is developing a second database to catalogue grants from various funding sources designated for improving data and communication systems to better respond to violence against women. These grants include the STOP Grant projects, the Bureau of Justice Statistics' National Criminal History Improvement Program (NCHIP) grants, and technology projects funded through OJP's Grants to Encourage Arrest Policies. This database and reports from it will be available in either paper or electronic form, and reports from it also will be posted on the National Center's web site ([www.ncsc.dni.us](http://www.ncsc.dni.us)). The National Center will continue to update this database as more information about grant activities becomes available.

The grant database highlights the substantial overlap in funding for these various data system improvements. Although federal funding agencies have made a significant investment in improving data systems, the potential for achieving optimum results is likely to be diminished if these overlapping efforts are not integrated or coordinated. Through the survey and field research components of the STOP grant evaluation, staff will try to assess the extent to which the efforts are able to link data from different systems in useful ways, and determine what mechanisms may be needed to enhance this type of integration.

### *Database of Funding for Data System Improvements*



## American Bar Association/Victim Service Agency: Impact of Victim Services<sup>8</sup>

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The overarching goal of the Violence Against Women Act is to aid women victims of violence. To this end, the STOP program sets aside 25 percent of its support for victim services delivered through nonprofit nongovernmental victim service agencies. In addition, it funds direct services to victims within justice system agencies. The ABA is evaluating the impact of STOP grants on victim service programs housed in criminal justice agencies that have been funded to provide direct victim services and/or to work with private nonprofit victim service agencies as a team to provide services to victims.

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### Evaluation Goals

The ABA is examining the impact of STOP grants for victim services on two different levels—recipient organizations and their communities—through telephone interviews with 60 STOP subgrantees. FY 1995 STOP grants were generally small and often went to recipient programs that provide multiple types of assistance and that have multiple sources of funding. The STOP grants were usually modest attempts to add new services or extend existing services within the context of an established service program. FY 1996 STOP subgrants were sometimes bigger and were certainly spread across a wider range of agencies. The ABA is exploring how each STOP subgrant complements the objectives of its host agency, its range of services to victims, types of victims served, and ways of carrying out its mission.

In addition, the ABA is exploring how STOP funds affect service delivery mechanisms for domestic violence and sexual assault victims, addressing questions such as: Are appropriate referrals to services more frequent as a result of the STOP subgrant? For example, a STOP program to link service organizations by computer may result in more domestic violence victims who seek crisis counseling services being relocated to safer locations by city housing authorities. The ABA is also assessing the extent to which STOP funds have increased desirable criminal justice outcomes in communities, including whether arrests, prosecutions, or convictions increased as a result of STOP funding.

Finally, the ABA is looking at how STOP funding changes the network of service to female victims of violence, such as whether a greater range of services is available to female victims of violence as a result of STOP funding. It will also explore whether STOP funds have been able to broker additional changes in the system of services for victims of violence—whether the availability of federal STOP funds triggered changes in the recipient program, other service organizations, or criminal justice agencies





that extend beyond the modest amounts of the grants themselves.

The ABA conducted exploratory interviews with 24 programs funded with FY 1995 STOP funds to explore the types of services funded with STOP monies, the types of programs that received funding and all of the services they provide (including those not funded with STOP money), the community context in which they operate, and their views on important impact measures. The subgrantees were from a cross-section of program types including shelters, hotlines, crisis intervention programs, court advocacy services, and community education initiatives. The survey covered several areas of potential program impact on victims and on the community, and sought to develop a better understanding of unanticipated program effects and advocacy culture.

Survey findings emphasized the fact that FY 1995 STOP grants were, for the most part, quite small. They typically added a small component to existing programs, which often had multifaceted activities (e.g., programs operated shelters and/or hotlines, and acted as advocates for victims). The extent to which those interviewed indicated that their program was accepted by the criminal justice system was striking. Indeed, administrators often indicated that referral of victims to their programs was part of police or prosecutor protocol when dealing with female victims of violence. Whether this was stimulated in whole or in part by STOP-supported activities is not clear and will be explored more precisely in future work. The ABA was able through these telephone calls to confirm its initial impression that STOP funds support a wide range of services and types of programs.



## University of Arizona: Indian Tribal Grants<sup>9</sup>

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### **Purpose of the STOP Grants for Indian Tribal Governments**

The primary purpose of the STOP Violence Against Indian Women Discretionary Grants Program, hereinafter referred to as the Program, is to reduce violent crimes against Indian women. The Program provides federal financial assistance to Indian tribal governments to develop and strengthen the response of tribal justice systems to violent crimes committed against Indian women. The Program encourages tribal governments both to develop and implement effective strategies tailored to address their unique circumstances in responding to violent crimes against Indian women, and to develop and enhance services provided to Indian women who are victims of violent crimes.

The goal of the Program is to encourage tribal governments to develop and strengthen the tribal justice system's response to violent crimes against Indian women and to improve services to Indian women who are victims of domestic violence and sexual assault. The Assistant Attorney General, Office of Justice Programs (OJP), is authorized to award discretionary grants to develop and strengthen tribal justice system strategies to address violent crimes against Indian women, and to develop and strengthen victim services in such cases.

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

The Program offers an opportunity to learn about promising approaches and practices used by various tribal justice systems and Indian victim services programs in preventing violence against Indian women and assisting Indian women victimized by violent crimes. Currently, there are few resource materials describing Indian programs that address violence against Indian women. The Program therefore requires tribal governments that receive grants to develop a product describing their respective



projects to be shared with other tribal governments. The products generated through the Program will become part of a package of resource materials available to tribal governments in the succeeding years of Program implementation.

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

The Tribal Law and Policy Program (TLPP) at the University of Arizona is conducting a two-year impact evaluation of the 14 tribal grant programs funded with FY 1995 STOP funds. The impact evaluation has three primary goals:

- To develop a basic understanding of the cultural and legal contexts of reducing violence against women among Indian tribes;
- To evaluate the impact of tribal programs aimed at reducing violence against women in terms of effectiveness and the identification of program elements that require adjustment or modification; and
- To recommend improvements to existing programs and assist in developing effective new programs for tribes to reduce violence against women.

## **Purpose of the University of Arizona Indian Tribal Grants Evaluation**

TLPP is using the case study approach to understand developments in the 14 tribal groups that received FY 1995 STOP funding. The research has four distinct methodological phases. In Phase I, significant historical and legal research was done regarding each of the 14 tribal grantees funded in FY 1995. TLPP contacted each of the 14 tribal grantees to request and obtain documents including (1) STOP grant progress reports, (2) financial records tracking STOP grant spending, (3) narrative reports outlining first-year activities, (4) reports describing how the STOP grant was implemented, (5) copies of tribal codes regarding domestic violence and sexual assault, and (6) copies of tribal police and prosecution protocols regarding domestic violence and sexual assault.

Phase II of the research involved site visits to the 14 tribal grantees. Site visit time was spent interviewing the people who work directly or indirectly with STOP grant programs. At most locations police chiefs, police officers, victim advocates, tribal

## **Evaluation Methods**



judges, prosecutors, victim services providers, and grant coordinators were interviewed. In some locations client contacts were also made. The interviews have helped to paint an overall portrait of violence against women programs and issues at each location (all 14 projects focused on domestic violence rather than sexual assault). Phase II also included a survey of the 14 tribal grantees to gather more data to complete the portrait of domestic violence programs and issues within each tribal group.

Phase III of the research, currently under way, involves analyzing all of the Phase I and II data. Internal post-site visit reports summarize the data gathered from each tribal group. In Phase III, the data from the surveys sent to the 14 tribal grantees to receive STOP funds in FY 1995 will also be analyzed and summarized.

During Phase IV, TLPP will write a final report summarizing data, assessing the strengths and weaknesses of the various program components used by the tribes, and making recommendations for future tribal STOP grantees.

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## **Preliminary Findings**

STOP funding is being used in many ways to create positive changes in American Indian communities. These changes began with the process of writing the STOP grant proposal. The actual receipt of STOP funding has consistently worked to focus attention on the issues surrounding violence against women in Indian communities. The presence of STOP funding has raised community as well as tribal leadership awareness of the prevalence of violence against women, while grant activities have promoted various approaches to confronting the problem of violence against Native women.

Each of the 14 FY 1995 tribal STOP grantees faces unique cultural, social, and economic realities as it uses STOP funds to push for changes. However, some generalizations can be drawn from TLPP's work during the past year. There follows a glimpse at some of the findings that will be developed more fully in TLPP's final report.

### *Coordination of Tribal Criminal Justice Systems*

Tribal governments utilized STOP funding to enhance coordinated community responses to violence against women. Site visit interviews revealed that some of the FY 1995 tribal STOP grantees have had some difficulty in coordinating the various elements of the STOP program within the tribes. In some instances law enforcement and victim services components have few formal channels of communication. There may not be a mechanism in place to notify victim services personnel when law enforcement responds to a domestic violence call. Often it is up to the individual officer or dispatcher to contact the victim services workers to notify them that there has been an incident. With the STOP Violence Against Indian Women funding, tribes were able to



enhance their criminal justice system coordination efforts by developing protocols to improve intratribal communication. Frequently, one element of a domestic violence protocol is to have the dispatcher or officer officially notify the victim services personnel each time a domestic violence call occurs. This formal protocol is extremely effective in bringing victim services personnel into each domestic violence case in a clear and consistent manner.

When law enforcement officers receive appropriate, continual, and high-quality domestic violence training in conjunction with the development of domestic violence police protocols, findings from the site visits indicate that perpetrator arrests increase and arrests of both victim and perpetrator decrease. Persistent, high-quality training of law enforcement officers is clearly helping to change opinions and bring the views of police officers more in line with the literature and research about the dynamics of domestic violence. When training is accepted by officers, it appears to make a measurable difference.

Even in those instances where training is effective, there still can be high turnover within tribal police units, which may require ongoing training of new recruits. As is often the case with non-Indian governments, many tribes experience police shortages and frequent turnover, making domestic violence training a constant expense. Further, many tribes do not have tribal jails. The cost of housing domestic violence perpetrators in state or county facilities can be prohibitive, and facilities are often overcrowded or far away from the specific reservation.

Tribal justice systems vary dramatically in Indian country. In addition to Western prosecutors, several of the tribes employ motivated tribal members in a limited prosecutorial role. The unique nature of tribal governments and their constitutions often allows for personnel who are not formally trained as attorneys to fill some of the roles traditionally held by lawyers in the American court system. Such prosecutorial advocates are knowledgeable about their own tribal constitution, as well as the cultural norms of their group. There are several benefits to the prosecutorial advocate system, including the relatively low cost to the tribe and the cultural and social knowledge a prosecutorial advocate brings to the courtroom.

The role of shelters for domestic violence victims in Indian country varies considerably among the 14 FY 1995 tribal STOP grantees. For some, a shelter is a viable and acceptable way to provide safe housing for domestic violence victims fleeing an abusive situation. For other tribes a shelter is not viable due to a lack of resources to acquire and maintain the facility, and geographic isolation. In some cases available shelters are off-reservation and

### *Enhancement of Law Enforcement Response to Violence Against Indian Women*

### *Innovative Approaches to Tribal Prosecution*

### *New Approaches to Shelter*



non-Native, raising a new set of problems for the victim (e.g., distance from home/family, inability to bring children, expense of travel to and from the shelter, expense of staying in the shelter, cultural alienation). For tribal grantees who can afford to operate their own on-reservation shelter, the shelter offers a useful and effective short-term safe space for a victim to assess her situation.

Safe houses are generally on-reservation homes of tribal members who are willing to take in a domestic violence victim for a very brief period of time. Safe houses have several benefits, the most prominent of which are the extremely low cost to the tribe and the fact that the victim is kept within the tribal family. Safe houses, though, are generally only available for a few days; often they are only utilized the night of the attack. A safe house provides immediate protection to the victim, and our data imply that in this limited role they are useful.

### *Implementing the Full Faith and Credit Provision of VAWA*

Full faith and credit and reciprocity have emerged as significant jurisdictional issues in domestic violence cases for many of the 14 FY 1995 tribal STOP grantees, particularly with reference to protection and/or restraining orders. While VAWA refers to "full faith and credit," that terminology has not been uniformly extended to treatment of tribal court orders and judgments. There is little recourse for a tribal victim of domestic violence when an off-reservation law enforcement agency fails to recognize and enforce a tribal court order. In some places in Indian country, as, unfortunately, with many states as well, this failure to recognize the orders of their courts is a significant challenge. In several locations, tribes have established a significant and solid working relationship with the law enforcement agencies that surround them and have thereby helped to alleviate the tendency of state and local agencies to disregard tribal court orders. The general rule seems to be that every tribe must take a proactive role in establishing and maintaining a good relationship with every law enforcement agency with which it has contact.

Public Law 280, passed in 1953 and amended in 1968, established limited state jurisdiction over civil and criminal acts in Indian country without abolishing tribal jurisdiction. Therefore, in those states which have assumed jurisdiction under P.L. 280, the powers to govern are concurrent between the tribes and the state. As a result, some of the tribes in P.L. 280 states do not have fully developed tribal court systems and frequently do not have tribal police units. Tribes often find themselves with no voice in developing or implementing domestic violence codes and protocols for state and local law enforcement exercising jurisdiction over Indian lands. Ultimately, the absence of a complete tribal government infrastructure in P.L. 280 states can result in tribes not being able to offer relevant or sensitive input into the states' domestic violence laws or law enforcement policies that affect tribal members.



## Notes

1. This section is based on the Institute for Law and Justice's semi-annual report to NIJ on its project, "Impact Evaluation of STOP Grants: Law Enforcement and Prosecution" (96-WT-NX-0007), submitted by Tom McEwen, Neal Miller, and Cheron DuPree and covering July - December 1997.
2. Legislative findings are available by request from ILJ or they can be downloaded by Internet users (see the Publications icon of ILJ's home page at <http://www.ilj.org>).
3. Florida, New Jersey, and Rhode Island.
4. Two states' laws provide that a rape victim request that the rapist use a condom does not signify consent.
5. See also Sex Offenders Act 1997, Acts of Parliament Ch. 51.
6. This section is based on the National Center for State Courts' report to NIJ for its evaluation grant, "Data Collection and Communication Systems Evaluation" (96-WT-NX-0002), submitted by Susan Keilitz and Neal Kauder and covering activities from October 1996 through December 1997.
7. The Violence Against Women Grants Office provided funding to the Conference of State Court Administrators to conduct this survey during the first quarter of 1997.
8. This section is based on the American Bar Association's Fund for Justice and Education/Criminal Justice Section's report to NIJ, "Impact Evaluation of Victim Services Programs: STOP Grants Funded by the Violence Against Women Act" (96-WT-NX-0003), submitted by Barbara E. Smith, Robert C. Davis, and Laura Nickles and covering the period October 1996 through December 1997.
9. This section is based on the report to NIJ from the University of Arizona's Tribal Law and Policy Program, "Impact Evaluation of STOP Grant Programs for Reducing Violence Against Indian Women" (96-WT-NX-0006), submitted by Eileen M. Luna, J.D., M.P.A., and covering the period October 1996 through December 1997.





# Developing an *Evaluation Guidebook* for STOP Projects

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A major goal for OJP is to document the scope and impact of activities funded through the STOP program. Some of this work is being done through the standardized information submitted on the reporting forms that each STOP subgrantee completes. However, the information on these forms gives only a very limited picture of STOP's impact and, as was reported in Chapter 3, only a handful of subgrantees have plans to collect the kind of information from which one could clearly infer the influence of STOP-funded projects. Conversations and presentations at the four regional meetings held for state STOP administrators by the STOP T.A. Project reveal that some states are planning more intensive state-level impact evaluations, but even these states report the need for help in knowing what their evaluation options are and what types of resources would need to be committed to serious impact evaluation. Because this type of guidance was not available, the Urban Institute created an *Evaluation Guidebook* during 1997 under the auspices of its ongoing STOP evaluation grant from NIJ. The *Guidebook* is designed to aid state STOP coordinators and STOP subgrantees in designing and implementing thorough evaluations of major STOP activities. Presentations on evaluation design and using the *Guidebook* were offered at each of the four regional meetings attended by state coordinators.

The *Evaluation Guidebook* is intended as a resource for all people interested in learning more about the success of programs that try to aid women victims of violence. It was written especially for projects funded through STOP formula grants, but has wider application to any program addressing the needs of women victimized by sexual assault, domestic violence, or stalking.

The *Evaluation Guidebook* is designed to help subgrantees document their accomplishments and to help state STOP coordinators as they fund statewide evaluations or support evaluations by individual subgrantees. The first six chapters introduce the reader to



issues in doing evaluations, working with evaluators, using the subgrant reporting forms, and choosing an evaluation design:

- **Chapter 1** covers reasons to participate in evaluations, and participatory approaches to conducting evaluations.
- **Chapter 2** explains how to think about a program in relation to possible evaluation approaches. It introduces the “logic model,” a picture of how the daily activities of a program are expected to cause the desired outcomes for program users. It discusses the benefits to any program of developing its own logic model, and how to develop and use one.
- **Chapter 3** describes how to get what one wants from an evaluation, including how to work with evaluators.
- **Chapter 4** discusses ways to use evaluation results to improve a program’s functioning and performance, promote a program, and avoid being misunderstood.
- The only evaluation activity that VAWGO requires of projects receiving STOP funds is that they complete a Subgrant Award Report at the beginning of their project and for each add-on of funding, and provide information about what they have accomplished during each year for which they receive STOP funding. Accomplishments may vary depending on the type of subgrant and may cover training activities, the activities of special units, new policies or procedures developed and put in place, the amount of services offered to women victims of violence, the number of victims served, and so on. **Chapter 5** explains these reporting requirements, how to get data to meet them, and how to fill out the forms.
- **Chapter 6** is a technical discussion of evaluation design and would be relevant to someone who must actually design an evaluation or who intends to work closely with an evaluator to select an appropriate design.

The remaining *Guidebook* chapters offer resources to measure and evaluate a program’s activities and impact. Chapters 7 through 12 focus on **the types of outcomes** a program might need to measure. Any given program may need to draw on resources from several chapters to get a complete picture of what the program has accomplished. Chapter 13 on training and Chapter 14 on data system development describe evaluation issues and measurement approaches to two fairly complex activities that can be funded with STOP grants. Chapter 15 offers some background and critical contextual information about conducting evaluations of programs on Indian tribal lands, as these pose some unique challenges of both program development and evaluation.



Most STOP-funded projects will need to draw on at least one of these resource chapters; many projects will need to incorporate the suggestions of several chapters into their evaluation design. The following brief chapter descriptions indicate the types of projects that would benefit from reading each chapter:

- **Chapter 7** focuses on immediate and long-term outcomes for women victims of violence. The measures in this chapter are relevant for any project that ultimately wants to make a difference for women's short- or long-term outcomes. That probably includes most projects funded under STOP.
- **Chapter 8** focuses on indicators of the scope, variety, and organization of victim services, from within a given agency up to a network that encompasses the whole community. Projects devoted to victim services would want to read this chapter, as would projects trying to achieve changes within the justice systems and/or increased community collaboration.
- **Chapter 9** focuses on changes that might occur within specific civil and criminal justice agencies as they work to improve their handling of cases involving violence against women. Any project for which these are immediate or ultimate outcomes (e.g., training, special units, policies and procedures, data systems projects) would want to look at the measures in this chapter.
- **Chapter 10** focuses on changes that might occur within the service network of an entire community (including victims services, law enforcement, prosecution, the judiciary, and other elements of the network) as it attempts to develop more cooperative and collaborative arrangements for handling situations involving violence against women. Projects of any type that have a collaborative or system-building aspect would want to look at this chapter.
- **Chapter 11** focuses on communitywide issues such as attitudes toward violence against women, levels of violence against women, and signs that businesses and other community elements with low historical involvement in the issue are beginning to get involved. Projects trying to bring more elements of the community into partnership in reducing violence against women, and any project that has the reduction of the overall level of violence against women in its community as its ultimate goal, might want to look at this chapter.
- **Chapter 12** focuses on women's perceptions that the civil and criminal justice systems do or do not treat them fairly. Since we hope that system changes (as indicated by



measures from Chapters 9 and 10) improve the fairness of the system, the measures suggested in this chapter might be used to learn whether women perceive that the fairness of their treatment has increased.

- **Chapter 13** describes the issues to address when conducting evaluations of training projects, including four levels of evaluation: reaction, learning, behavior change, and impact on violence against women. The chapter contains its own logic model for a training project. It also includes some concrete measures of immediate outcomes, especially attitude change on the part of trainees.
- **Chapter 14** describes the issues to address when conducting evaluations of projects that are developing data systems for justice agencies, although the same issues pertain to data systems for victim services. This chapter also contains its own logic model. In addition to projects that directly address the data systems purpose area, any project that is *developing or using* a data system to track project activities should take a look at this chapter. This might include a victim services project that uses a client tracking system, a special prosecution unit project that has a case tracking data system, and so on.
- **Chapter 15** lays out factors that are important to understand when conducting evaluations of violence against women projects on Indian tribal lands. Many of the factors discussed in this chapter could be considered background or antecedent variables in a logic model framework—things that need to be understood and documented to provide the context for the project's eventual success or failure. Also included in the chapter is some advice for working with people who are involved with these projects, so that a lack of cultural competence does not cloud the progress of the evaluation.

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## **Impact of the *Evaluation Guidebook***

Response to the *Evaluation Guidebook* has been extremely positive. The Urban Institute placed the unformatted text (HTML) version of the *Guidebook* on its web page in early January 1998, and the PDF version (formatted page image text) on the web page in early March 1998. Since becoming available through the Internet, the HTML version has received more than 500 "hits" of people interested in its contents, and more than 250 people have already downloaded the PDF version of the *Guidebook* for their own use in the month that it has been available. To view or download the *Guidebook*, visit the Urban Institute web page ([www.urban.org](http://www.urban.org)), then click on "researchers by name" and then on "Burt"). Copies are also available from state coalitions for domestic violence and/or sexual assault. In addition, state STOP coordinators can supply copies for STOP-funded projects.



Feedback from state administrators and researchers has been positive; the STOP T.A. Project is already feeling the effects in the form of greatly increased requests for technical assistance related to evaluation. We hope that the *Evaluation Guidebook* will stimulate and improve research on STOP projects and others with similar goals and contribute to a growing understanding of effective responses to violence against women.

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- OJP should support technical assistance in evaluation for state administrators, subgrantees, and evaluators of STOP projects. Various formats are all appropriate, including enhanced technical assistance capacity in evaluation design, implementation, and interpretation within the STOP T.A. Project, regional or national meetings or forums on evaluation issues, and dissemination of evaluation results using designs that could be replicated by many STOP projects.

## **Recommendation**