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***VICTIM ADVOCACY SERVICES IN URBAN PROGRAMS:  
A DESCRIPTION BY STAFF AND CLIENTS  
OF SERVICE PROVISION AND GAPS***

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## *EXECUTIVE SUMMARY*

The focus of this research and evaluation endeavor was on direct service programs, particularly victim advocacy services, in Ohio receiving funding through the *S.T.O.P. Formula Grants* under the Violence Against Women Act (VAWA) of 1994. It was undertaken as a collaborative partnership between the Ohio Office of Criminal Justice Services (OCJS) and The Ohio State University (OSU).

The objectives of this project were to: describe and compare existing advocacy services in Ohio; compare victim advocacy typologies and identify key variables in the delivery of services; develop a better understanding of how victim advocacy services are defined and delivered; and, assess the effectiveness of those services.

This project was completed in two phases. The first phase focused on gathering comprehensive information about thirteen VAWA-funded programs providing direct services in Ohio. Descriptive information on funding, staffing, number of clients served, and other agency demographic information was collected through interviews with agency administrators and a survey. Focus groups with clients and service providers were also conducted in each of the agencies.

The second phase of the research focused on developing ways to evaluate service outcomes. Two agencies with different service objectives were selected to participate in the evaluation phase. One of the agencies selected was a shelter program, and the other program selected was based in a prosecutor's office.

A number of themes emerged from the client and staff focus groups in terms of the kinds of services provided by the participating VAWA-funded agencies. When asked during the focus group interviews, most clients and service providers spoke of advocacy in operational terms. The implications for this study are broad-reaching, and future research could go in many directions.

## ***PURPOSE AND BACKGROUND***

The passage of the Violence Against Women Act (VAWA) in 1994 reflected public recognition of the seriousness of violence against women. It acknowledged, among other things, the need to improve the criminal justice system's response to domestic violence and sexual assault by improving the range and effectiveness of services provided to victims of domestic violence, stalking, and sexual assault. Before these improvements can be initiated, however, information is needed about what services are currently available and the extent to which they are effective. This research represents an effort to provide this information.

This research and evaluation project focused on direct service programs, particularly victim advocacy services, in Ohio receiving VAWA funding. It was undertaken as a collaborative partnership by the Ohio Office of Criminal Justice Services (OCJS) and The Ohio State University (OSU).

OCJS is charged with administering, in part, the Violence Against Women Act (VAWA), and furthering knowledge on the causes of violence against women. Increasingly, OCJS is interested in collecting more systematic information on service outcomes and more specific descriptions of how VAWA monies are being used to assist victims of domestic violence and sexual assault.

The objectives of this project were to:

- Describe and compare existing advocacy services in Ohio.
- Compare victim advocacy typologies and identify key variables in the delivery of services distinguishing each typology.
- Develop a better understanding of how victim advocacy services are defined and delivered.
- Assess the effectiveness of those services in terms of helping women to pursue adjudication of the perpetrator and achieve goals identified in other areas of personal functioning.

This project was completed in two phases. The first phase focused on gathering comprehensive information about thirteen VAWA-funded programs providing direct services in Ohio. Descriptive information on funding, staffing, number of clients served, and other agency demographic information was collected through interviews with agency administrators and a survey. Focus groups with clients and service providers were also conducted in each of the agencies.

The second phase of the research focused on developing ways to evaluate service outcomes. Two agencies with different service objectives were selected to participate in the evaluation phase. One of the agencies selected was a shelter program, and the other program selected was based in a prosecutor's office, which focused on the impact of efforts to implement victimless prosecution and changes in how police officers responded to domestic violence cases.

### *The Partnership*

In 1997, OCJS and researchers from OSU applied for and received funding from the National Institute of Justice (NIJ) to complete an evaluation of VAWA-funded advocacy programs in Ohio. The OCJS staff and OSU researchers collaboratively produced the funded proposal and worked cooperatively to complete the project. In Phase I, researchers from OCJS designed and conducted the agency survey, and analyzed the survey data. In addition, OCJS researched and analyzed the Ohio domestic violence data. The research team from OSU conducted the agency visits and collected and analyzed the focus group data. In Phase II, the OSU researchers worked with two victim service agencies to develop and implement quantitative outcome measures, and analyzed the outcome data provided by these agencies. The final report reflects the combined efforts of OCJS and OSU.

## *Administration of VAWA Funds in Ohio*

The Violence Against Women Act (VAWA) Grant Program assists states 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 crimes against women. Beginning in 1994, OCJS was designated by Governor George V. Voinovich to administer the *S.T.O.P. Violence Against Women Formula Grant Program* in Ohio.

OCJS allocates federal dollars to geographic areas of Ohio based on a crime rate to population formula. During the first funding year, FY 1995, the Ohio VAWA Oversight Committee funded statewide training programs throughout nine regions across the state. The Committee also commissioned a statewide needs assessment to identify deficiencies in combating violent crimes against women throughout Ohio. VAWA project funding then began for the first time in Ohio during the following funding year, FY 1996.

As an Ohio's administrative agency, OCJS, has taken the position that all VAWA projects must collaborate with law enforcement, prosecution, and victim service providers at a minimum in order to effectuate the purpose of the VAWA. The purpose of VAWA is to improve the criminal justice system's response for women victims of domestic violence, sexual assault, and stalking. Therefore, Ohio's approach promotes a seamless response for adult women victims of the above-referred crimes.

In the last four years of Ohio's VAWA Directives, the Application has stated:

All applicants must demonstrate a Collaboration among law enforcement, prosecution, and victim service providers. An existing board or a new Collaboration with participants from each of these three disciplines is required to make ongoing



decisions for the project. The law enforcement and prosecution representatives must have jurisdiction in the victim service provider's target area. A victim service provider may be part of more than one Collaboration applying for a subgrant. OCJS encourages the participation of other disciplines on the Collaboration including representatives from courts, corrections, health, judiciary, parole, probation, government, social service, trauma centers, victims, and others.

The Ohio VAWA Directives further asks applicants under the Collaboration section to:

Describe in one Memo of Understanding or three Letters of Participation how the project will establish and/or continue to ensure Collaboration among law enforcement, prosecution, and victim service providers to promote a seamless and cohesive response of the criminal justice system by serving women victims of violent crime, including domestic violence, sexual assault, and stalking. The documentation must include how the Collaboration will make ongoing project decisions. The documentation must include a signature by each representative of the Collaboration. The documentation must be current (this year). Under each

signature, type the name, title, agency, and phone  
number of the Collaboration member.

Ohio has averaged approximately 70 projects per funding cycle since FY 1996. Currently, there are seven funding categories:

- Law Enforcement and/or Prosecution Training
- Law Enforcement and/or Prosecution Enhancement
- Law Enforcement and/or Prosecution Policies
- Data Collection and Communication Systems
- Victims Services Programs
- Visitation Centers
- Stalking Programs.

Services vary greatly across funding categories. Although there may be an average of 70 VAWA projects subsidized during any given funding year, the objectives of the programs can differ not only across categories but also within each category. For example, one law enforcement project may use VAWA funds solely for domestic violence response training, while another law enforcement project may use its VAWA funds to revise policies referring to the collection evidence to better document incidents of domestic violence, stalking, and/or sexual assault. Additionally, during the same funding year, VAWA funds also may subsidize all or part of the salary of an advocate. Regardless of specific project objectives, the collective purpose of VAWA funding is to provide a seamless response from the criminal justice system to adult women victims of domestic violence, sexual assault, and stalking in Ohio.

## *Domestic Violence Statistics in Ohio*

Almost 4 million American women are abused by their husbands or boyfriends each year (The Commonwealth Fund, 1993). Domestic violence is one of the most common of all crimes. Acts of domestic violence occur every 15 seconds in the United States (Pennsylvania Attorney General's Family Violence Task Force, 1998). According to the Family Violence Prevention Fund (FUND), more than 1 in 3 Americans has witnessed an incident of domestic violence (FUND, 1995).

Domestic violence occurs regardless of age, race, ethnicity, mental or physical ability, sexual orientation, socioeconomic status or religious background. Victims come from all walks of life but most often are women. Nationally, the most rapid growth in domestic relation caseloads is occurring in domestic violence filings. For example, between 1991-93, of 24 state with three year filing figures, 18 reported an increase of 20 percent or more (National Center for the State Courts, 1995).

Ohio is no exception to this national propensity toward domestic violence. According to data reported to the Ohio Bureau of Criminal Identification and Investigation (BCI&I), a division of the Ohio Attorney General's Office, over 755,000 domestic violence calls<sup>1</sup> were placed to law enforcement agencies between 1993 and 1998 (*See Table 1*).

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<sup>1</sup>In Ohio, domestic violence is defined as knowingly causing or attempting to cause physical harm, recklessly causing serious harm, and/or threatening to knowingly cause imminent physical harm to a family or household member. A *family or household member* is defined as any of the following, who is residing or has resided with the offender: a spouse, person living as a spouse, or former spouse of the offender; parent or child of the offender; and/or, another person related by consanguinity or affinity to the offender. "Person living as a spouse" means a person who is living or has lived with the offender in a common law marital relationship, who otherwise is cohabiting with the offender, or who otherwise has cohabited with the offender within five years prior to the date of the alleged commission of the act in question (*ORC §2919.25*).

**Table 1: Incidents of Domestic Violence: 1993-98<sup>2</sup>**

	1993	1994	1995	1996	1997	1998
<b>Domestic Violence Calls</b>	83,884	102,854	151,895	159,497	139,964	117,067
<b>Domestic Violence Arrests<sup>3</sup></b>	14,830	16,682	42,709	44,393	44,860	40,634
<b>No Action Taken</b>	40,526	52,333	50,020	54,259	55,018	37,734
<b>Complaints Filed<sup>4</sup></b>	29,895	32,413	60,032	62,052	63,258	55,747
<b>No Complaint Filed</b>	48,869	51,827	50,511	55,195	58,172	60,811

Source: Ohio Bureau of Criminal Investigation and Identification

All domestic violence calls and arrests in Ohio are tracked through the Ohio Attorney General's Office. As stipulated in the *Ohio Revised Code (ORC)* §3113.32, incidents of domestic dispute and domestic violence are reported to BCI&I by the sheriff of a county, constable or chief of police of a township, city, or village. The Ohio Attorney General oversees the statistical reporting, required pursuant to the *ORC* §3113.32, to ensure accuracy and integrity of the data.

Counties, townships, and municipalities report monthly on relevant domestic dispute and domestic violence problems as determined by the superintendent of BCI&I. The statute specifies the following information must be reported:

- The number of domestic violence problems and disputes
- The relationship of the alleged victim of the domestic violence to the alleged offender

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<sup>2</sup>Reporting has been mandated since September 1984; however, complete data are only available for years 1993 through 1998.

<sup>3</sup>Domestic violence arrests are based on an aggregation of arrests recorded under *ORC* § 2919.25, 2919.27, or other *ORC* sections or equivalent local ordinances.

<sup>4</sup>Complaints filed are based on an aggregation of total complaints filed under *ORC* § 2919.25, 2919.27, or other *ORC* sections or equivalent local ordinances.

- The relationship of the complainant to the alleged offender
- The relationship of all other persons involved
- The action taken by the law enforcement officers who handled the incident.

Additionally, arrests and referrals to “other agencies” are tracked as well as cases in which “no action” was taken. “Other agencies” may include other local law enforcement agencies, as well as referrals of domestic violence cases or cases involving a violation of a protection order for prosecution under federal law as stipulated under the *ORC* §2935.032(G)<sup>5</sup>.

According to data reported to BCI&I between 1993 and 1998, domestic violence calls, arrests, and complaints have steadily increased (*See Table 1*). In particular, domestic violence arrests have more than doubled over the five year reporting span. This increase may be attributed to several factors.

Domestic violence arrest rates may have increased as a direct result of the introduction of VAWA funding throughout Ohio. In 1995, VAWA-funded, regional training programs took place to raise awareness about the criminality of domestic violence. Then, in 1996, VAWA funding for local projects began. These projects included law enforcement training, enhancement, and policy development programs.

Additionally, in 1997, Ohio passed legislation<sup>6</sup> requiring law enforcement agencies to adopt a written domestic violence response policy. The legislation modified many aspects of the Ohio Revised Code referring to domestic violence. Specifically, the state’s “preferred arrest” arrest policy was broadened. In the case of domestic violence, a “preferred” or warrantless arrest, may be made

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<sup>5</sup>Each agency, instrumentality, or political subdivision has authority to arrest an offender for an alleged incident of the offense of domestic violence or an alleged incident of the offense of violating a protection order shall consider referring the case to federal authorities for prosecution under 18 *U.S.C.* 2261 if the incident constitutes a violation of federal law.

<sup>6</sup>Amended Substitute Senate Bill 1, 122<sup>nd</sup> Ohio General Assembly.

by a peace officer if upon arrival to the scene said officer has reasonable ground to believe a person at the scene committed the offense of domestic violence or the offense of violating a protection order or a consent agreement based on a temporary protection order or civil protection order issued by a court within the state or by a court of another state.

From information provided on both the state and federal level, it is understood that domestic violence is more than "a private family matter," as once commonly thought. In fact, nearly nine out of ten Americans say that women being beaten is a serious problem facing many families (FUND, 1995). This concern cuts across race, gender and age groups. According to the Family Violence Prevention Fund, 81 percent of those polled in their *1995 Survey on Domestic Violence* believed something can be done to reduce domestic violence in America (FUND, 1995).

The intent of this research project is to evaluate the direct service programs, particularly victim advocacy services, as funded through VAWA, thus, creating greater understanding of the effectiveness of the grant program in Ohio. Through evaluation, a better understanding of the impact of VAWA is gained. Evaluation also allows areas of strength and weakness to be identified. Consequently, it creates opportunities for improvement while continuing to reduce domestic violence.

### *Definitions of Victim Advocacy*

Despite a sizable body of literature regarding advocacy for victims of domestic violence, there remains a great deal of confusion about how to define advocacy and what activities constitute advocacy services. It seems definitions differ in part depending on who is providing the information and whether advocacy is occurring at an individual or systemic level. For example, in 1994, Peled and Edleson noted, "(The) literature defining advocacy is almost nonexistent and there is no

systematic research on the parameters of advocacy." They conducted a national survey which asked service providers themselves how they defined advocacy and to describe the nature of the services they performed for battered women. Peled and Edleson discovered most domestic violence service providers identified themselves as engaging in some form of "advocacy." They also found that definitions were framed in terms of the following: providing direct services; representing battered women and acting as liaison for them; and, community education and policy work.

Generally, advocacy activities are categorized as either individual-based (i.e., working specifically with or on behalf of individuals to ensure access to resources and opportunities) or systems-based (i.e., advocating to change and improve institutional responses).

At the individual level, activities identified as individual-level advocacy employ a variety of services including activities such as helping a woman safely move her belongings out of her residence or accompanying a woman through the court process (Sullivan and Keefe, 1999). Facts about domestic violence, medical assistance, and emergency shelter/ transportation to shelter are also frequently provided to the victim (Gwinn and O'Dell, 1993).

Systems-level advocacy, or class advocacy, generally targets the criminal justice system, the health care system, the welfare system, and other similar institutions (Sullivan and Keefe, 1999). System advocacy is an effort to reform institutional responses to battered women, collectively, so that the totality of their experience is taken into account, leading to greater safety for victims, and greater accountability for batterers. Kutchins and Kutchins (1987) see advocacy as that which takes place within an adversary forum. They trace the origin of advocacy to the activity of lawyers working in the sixties for *Mobilization for Youth* and in the *War on Poverty*. For them, advocacy has a more adversarial meaning, and can be defined as "helping his or her client when there is a conflict."

Legal advocacy, in particular, has been discussed by numerous authors. The rape crisis movement in the 1970s began the practice of providing a person to accompany victims through the system (Koss and Harvey, 1991; Karmen, 1990: 248). Similarly, many programs for survivors of domestic violence have also involved legal advocacy (Andrews, 1992; Shorr, 1986).

Legal advocacy was also discussed by Hart in the 1995 Justice Research Statistics Association (JRSA) *Conference on State and Local Program: Innovative Court Programs*. Hart stated that the objectives of legal advocacy include, “[T]o assure that battered women are informed about the full array of legal options available; to assist battered women in developing safety plans; to enable timely, effective access to the justice system; to provide support and accompaniment for battered women as they proceed through the justice system; to enhance the quality of representation of victims therein; and, to improve the outcomes for battered women participating in all parts of the civil and criminal justice system” (p. 1).

Many authors have noted that advocacy actually involves varying degrees of *both* assisting individuals as well as working to change systems. Herbert and Mould (1992) wrote, “[A]dvocacy is not primarily concerned with providing a service, but rather with assuring the availability and relevance of the service provided. It implies a pro-active step beyond the mandated delivery of service” (p. 117). Grigsby and Hartman (1997) provide another comprehensive models for intervening with battered women. Their model is a response to what the authors describe as, “the strong codependency movement of the late 1980s that pathologized battered women without recognizing or addressing the external or internal oppression accounting for their behavior and symptoms.” They address barriers in the environment which include information (and misinformation), the behavior of the batterer, money, transportation, police assistance, the criminal justice system, attorneys, religious counseling, the mental health system, physical/cultural



accessibility to shelters/services, discrimination, language, physical barriers, culture, immigration, and affordable housing. Helping clients with these potential barriers could be called providing advocacy. Interestingly, they do not use the term itself, though they provide the most comprehensive description of the areas in which a helping professional could be involved in advocating for his/her client.

### *Outcome Studies on Advocacy*

Questions about the effectiveness of advocacy services have also received some attention in the literature. This work has important implications for both service providers and those who fund such services. Considering the importance of the topic, there have been relatively few studies on the outcome of advocacy for survivors of domestic violence or sexual assault. An exception to this was a study by Sullivan and her colleagues on advocacy for battered women (Sullivan et al., 1994). Sullivan and her colleagues conducted an experimental study in which a group of battered women were provided with the services of an advocate for four to six hours a week for ten weeks post-shelter. In the follow-up study six months later, they found no significant differences in the amount of physical abuse suffered by the experimental group as compared to the controls. They did find, however, those women who had advocates reported they were more satisfied with their overall quality of life.

There appears to be no parallel empirical work on the outcome of advocacy for sexual assault survivors. Even those studies which have examined treatment programs for rape survivors suffer from design difficulties which prevent drawing conclusions about effectiveness (Foa et al., 1993).

The connections between legal advocacy and advocacy more broadly defined are, at present, unclear, as is the impact of either. Thus, more needs to be known about the range of services

provided under the term *advocacy*; about how they are perceived by the providers themselves, not to mention the clients who receive the services. More also needs to be known about the relative effectiveness of the various different advocacy services for both battered and sexually assaulted women; and, what works, what does not, and under what circumstances.

## *STUDY DESIGN AND METHODS*

### *Overview*

This research was completed in two phases. The first phase focused on gathering comprehensive information about thirteen VAWA-funded, urban programs in Ohio providing direct services. Descriptive information on funding, staffing, number of clients served, and other agency demographic information was collected through interviews with agency administrators and a detailed agency survey. Focus groups were also conducted in each of the agencies with clients and service providers.

The second phase of the research focused on developing ways to evaluate the service outcomes. Two agencies with different service objectives were selected and asked to voluntarily participate in the evaluation phase. One of the volunteer agencies was a shelter program, and the other program was based in a prosecutor's office and focused on the impact of efforts to implement victimless prosecution and changes in how police officers responded to domestic violence cases.

### *Agency Selection*

In FY 1996, 55 programs in Ohio were competitively selected through a grants process to receive VAWA funding. In Ohio, federal funds for victim advocacy are administered either by OCJS directly (to 84 rural counties) or by regional planning units that coordinate services in the four major urban counties. For this study, VAWA programs in the urban centers were selected since they offered the largest number of clients and the richest diversity of services. The number of agencies participating in the evaluation was further restricted to those agencies identified as providing direct services to victims (rather than using the funding to hire new staff, purchase cameras or cellular

phones, etc.). When these two criteria (i.e., urban programs providing direct services) were applied thirteen victims' advocacy programs were identified to participate in the evaluation (*See Table 2*).

*Table 2: Participating Agencies*

<b>Subgrantee</b>	<b>Implementing agency</b>	<b>Program Title</b>	<b>Location</b>
YWCA of Greater Cincinnati	YWCA of Greater Cincinnati	<i>Hamilton Protect Program</i>	Cincinnati
City of Cleveland	City Prosecutor's Office	<i>Team Approach to Violence Against Women</i>	Cleveland
Battered Women's Shelter	Battered Women's Shelter	<i>Summit One Safe Night</i>	Akron
Lucas County Board of	Lucas County Prosecutor's Office	<i>Violence Against Women Response Team</i>	Toledo
City of Columbus	Columbus City Attorney	<i>Domestic Violence Courtroom Advocate &amp; Domestic Violence Prosecutor</i>	Columbus
Franklin County Commissioners	The Columbus Urban League	<i>Violence Against Women</i>	Columbus
City of Toledo	Toledo Police Department	<i>Toledo Police Department Resource Unit</i>	Toledo
Family and Child Abuse Prevention Center	Family and Child Abuse Prevention Center	<i>Lucas County Continuum of Care</i>	Toledo
Southeast, Inc.	Southeast, Inc.	<i>Stalking Victims Help</i>	Columbus
Artemis Center for Alternatives to Domestic Violence	Artemis Center for Alternatives to Domestic Violence	<i>Victim Services Domestic Violence/ Stalking</i>	Dayton
CHOICES for Victims of Domestic Violence	CHOICES for Victims of Domestic Violence	<i>Domestic Violence Witness Assistance</i>	Columbus
Cleveland Women, Inc./ Templum, Inc.	Cleveland Women, Inc./ Templum, Inc.	<i>Visitation Center</i>	Cleveland
YWCA of Dayton, Inc.	YWCA of Dayton, Inc.	<i>Montgomery Victim Services</i>	Dayton

## *Phase I*

One of the objectives of this research was to provide a description of the victim advocacy services provided to women in Ohio through the awarding of VAWA money. We were especially interested in the types of agencies providing advocacy services, how those programs defined advocacy, how those definitions were reflected in the services being delivered, and what outcomes the funded agencies hoped to achieve. The agency surveys and focus groups were conducted to gather information from administrators, clients, and staff involved with the VAWA programs.

### *Agency Survey Data Collection*

A survey (*See Appendix A*) was mailed to each of the thirteen participating agencies. Respondents could either mail or fax their completed surveys; additionally, a few telephone interviews were conducted due to time constraints. The survey was designed to collect detailed information from each of the projects. The design was based on current OCJS and federal VAWA quarterly performance reports, as well as a series of questions aimed at soliciting more detailed information on organizational structure, clients served, and agency services.

Many of the questions were based on the *Model Victim Assistance Program (Model)*. The *Model* was developed by Dr. Marlene A. Young, Executive Director, and John H. Stein, Esq., Deputy Director, of the National Organization for Victim Assistance (NOVA). The *Model* is based on a synthesis of knowledge and experience gained over the last two decades from work with prosecutor-based, police-based, and corrections-based victim/witness service programs, and from community-based victim assistance projects, notably those serving victims of sexual assault and domestic violence.

Survey questions were also based on elements of the *Evaluation Guidebook: For Projects Funded by S.T.O.P. Formula Grants Under the Violence Against Women Act* (Burt, Harrell, Newmark, Aron, Jacobs, et. al., 1997). The *Evaluation Guidebook* was written by researchers at the Urban Institute supported by a National Institute of Justice (NIJ) grant. The *Evaluation Guidebook* was designed as a resource for those interested in learning more about the success of domestic violence programs.

### ***Focus Group Data Collection***

Focus groups were used to collect data from clients and staff perceptions on the following (See Appendix B for list of prompt questions):

- Definitions of advocacy
- Types of services needed by victims
- What services are provided
- What outcomes are important

This qualitative approach to data collection allowed us to describe services from the perspectives of the providers and the recipients, and to compare their views on these critical questions while still being sensitive to the needs of the women who participated. Qualitative research is an accepted way of conducting research, especially in areas such as victim advocacy where there is little agreement or knowledge about key concepts, service goals, and outcomes. This approach provides an opportunity to hear, observe and sometimes experience things that may not have been previously considered when investigating long-standing social issues (Creswell, 1998). This approach is consistent with research which seeks to examine the ways in which women experience their lives (DeVault, 1991). Thus, the interview guides used did not label reasons for

seeking service, the method of service delivery, or client needs. For example, the questions did not presume that the reasons for seeking service would include domestic violence. Similarly, the term “advocacy” was never used unless raised by the participants. We believe this approach helps to reduce any potential bias that might be introduced by the phrasing of the questions. At the completion of the focus groups, the taped interviews were transcribed and analyzed using NU\*DIST, a software program specifically designed to analyze qualitative data. The quotations presented in the report are examples of themes which emerged from the interview data when all the transcripts were analyzed using NU\*DIST.

Each of the focus groups lasted 1-1.5 hours and the discussions were audio-taped for later transcription and analysis. The number of participants in each group ranged from two to sixteen. No demographic data were collected on the participants to protect the confidentiality of the clients and staff. Site codes were also omitted for the same reason. This was done in response to concerns raised by the university’s human subjects committee who felt that the small number of focus group participants at each site could make identification possible if the site was known. The importance of this confidentiality was illustrated during a client interview, when it was revealed that the woman had recently arrived in town from elsewhere in order to hide from her abuser. Omitting the site code did limit the ways in which we could analyze the interview data, but we thought that the number of participants in the focus groups already limited any meaningful analysis of service type subcategories and believed that the limitations from omitting this piece of information was offset by the benefit of increased confidentiality.

The transcripts were reviewed by the research team to establish reliability, and were subsequently coded and analyzed using NUD\*IST software. This computer program allows researchers to code and categorize the data in a systematic and logical way which is often difficult



with hand coding. The themes in the qualitative data emerged based on an initial analysis of the staff interviews and the client interviews. These themes were coded using the NU\*DIST tree framework which allows the researcher to categorize the data based on thematic areas.

Data from each of the client and staff interviews was coded three times. First, the data were examined for the broad categorical themes presented in the original research proposal (i.e., services provided and service outcomes). At this point in the analysis, however, it became clear that service gaps were also an important thematic category. Next, the data were separated into more detailed topic areas using the subcategories of material services versus nonmaterial services. Finally, the data were categorized into specific activities based on the identified service areas.

Respecting the confidentiality of the women's experiences and stories was also important during the analysis. For this reason, the analysis was conducted based on aggregate data rather than by individual program or city. Themes that emerged across all groups were identified.

Following the coding of the data, the two data sets (clients and staff) were compared for similarities and differences. The comparison component became very relevant and an important part of the analysis. It highlighted the areas where the victim experiences and service provider expectations differed.

## *Phase II*

The second phase of the research focused on developing ways to evaluate the service outcomes. Two agencies were asked to volunteer to be involved with the outcome evaluation based on differences in their service objectives for the program (one providing legal services and one providing shelter services), the adequacy of the client base, and the extent to which the outcome measures developed could be adopted by other programs. One of the agencies selected was a shelter

program. The VAWA-funded programs in this agency were part of a comprehensive service package providing emergency shelter, counseling, parenting programs, and other services for victims of domestic violence. The other program was based in a prosecutor's office in a large urban area and focused on the impact of efforts to implement victimless prosecution and changes in how police officers responded to domestic violence cases.

### ***Battered Women's Shelter***

The evaluation methods were developed cooperatively with the shelter staff using the "logic model" implemented by the United Way in Ohio and elsewhere to guide agencies in documenting service outcomes. The logic model helps agency staff to identify measurable outcomes based on the goals of the program and the treatment hypotheses guiding service delivery. The staff developed a logic model for their program and identified areas in which outcome measures were needed (*See Appendix C*). Based on the staff assessment, it was determined outcome measures were needed to assess the effectiveness of the parenting component of the shelter and to evaluate the impact of the individual counseling program on client attitudes toward seeking assistance.

For the parenting program, several different outcome measures were discussed. The staff was especially interested in assessing the mother's ability to implement new parenting methods. As a result, an observational strategy was selected over a paper-pencil measure of knowledge or attitudes toward parenting. The observational data provide information on the natural interactions of the mothers and their children before, during, and after participation in the shelter's parenting classes. Several goals the staff considered to be critical were identified and goal attainment scales were designed to provide a simple and quick way for staff to consistently and systematically record their observations of parenting behavior during weekly observation sessions (*See Appendix D for*

*each goal attainment scale*). Specific definitional anchors were developed for each point on the scales. Also, inter-rater reliability tests were conducted with the two staff members to insure consistently. Preliminary testing of the scales indicated an acceptable level of inter-rater agreement. The staff agreed to conduct weekly observations of 20 minutes each and to rate the mother and children on each of the scales. Data for each client were graphed to track individual progress and to facilitate clinical decision-making. The ratings range from +2 (performing much above expectations on that goal) to -2 (performing much below expectations on that goal). A rating of zero indicates that the client is meeting expectations in that area. The staff was trained to create graphs for all clients and to use the graphs for assessing change.

Staff from the Counseling Program also participated in identifying goals and measurable objectives for their program. After several discussions, they decided that they were most interested in evaluating the extent to which the clients' attitudes toward coming to the shelter change during their stay and during the course of individual counseling. The staff created a list of the attitudes they addressed in counseling. Using these items, a questionnaire was developed consisting of twelve items (*See Appendix D*). Clients were asked to complete the questionnaire within three days of entering the shelter or at the beginning of the first individual counseling session. At that time, the form was completed once to capture their current attitudes. The client was also asked to reflect on how she would have answered these questions prior to coming to the shelter. Each month the client remained in the shelter she is asked to complete the questionnaire again. Scores range from 0-36 with lower scores indicative of more positive attitudes toward being in the shelter.

### *Prosecutor's Office*

This VAWA-funded program focused on improving services to victims through changing how the police and prosecutors respond to domestic violence cases. One police district in this city was selected as the site for implementing the new program, which included training for police officers and placing a prosecutor in the district office to work directly with the police on domestic violence cases. In addition, a "victimless prosecution" model was adopted. To evaluate the effectiveness of the program, statistics on rates of prosecution, number of domestic violence complaints, and other statistical information were already being collected. Data on the impact of the training for officers was missing, however. To better determine the effectiveness of the police officer training and their increased access to information on the outcome of the case from the prosecutor, a questionnaire was developed (*See Appendix E*). The program coordinator, prosecuting attorney for the second district, two district detectives, and others involved with the program participated in designing the questionnaire.

The questionnaire consists of two parts. The first 20 questions were completed by all respondents in both districts and address attitudes toward domestic violence cases. Five additional questions were included on the second district version to assess the officers' reactions to specific procedural changes that were implemented as part of the new approach to dealing with domestic violence. A pilot test of the questionnaire was completed in April 1999.

During October 1999, the questionnaire was distributed to all officers in the second district as well to officers in the sixth district, who served as a comparison group. The sixth district handled a similar number of domestic violence cases and had a comparable number of officers employed in the district. Identifying information was not included on the questionnaire to insure the confidentiality of the officers' responses.

## ***FINDINGS***

### ***Phase I***

#### Survey Results

Data collected through the agency surveys precipitated interesting information. Surveys were mailed to each of the thirteen participating agencies; eleven responded. According to the respondent agencies, projects providing advocacy services ranged in size from serving 120 clients per year to serving 10,000-15,000 clients per year. Agency budgets also varied greatly among the participating agencies. The total budgets of the larger agencies exceeded four million dollars annually while funding for the smallest program was \$75,000. Table 3 provides a summary of the agencies participating in the survey, total number of clients served, number of clients receiving advocacy services, number of direct service providers within each agency, total annual budget, and funding for advocacy programs.

Nearly 65 thousand clients were reportedly served by the respondent agencies; moreover, 86% of those clients received some form of advocacy services. A total of \$500,000 was budgeted for advocacy services by the reporting agencies, which accounts for approximately 51% of the total budget amounts disclosed.

According to the participating survey respondents, 91% of the clients served were from an urban setting, while 4% were from suburban areas and 5% were from rural communities. However, as stated previously, urban programs were specifically targeted for this evaluation. Agencies also were asked to report on the ethnicity/race of their clients served. Fifty-seven percent of the clients served through the responding agencies were African-Americans, while about 4% were Hispanic, and less than 1% of the clients reported were Asian-Americans or Native Americans. The remaining 38% of the clients served fell into the "other" category. These statistics correlate with those reported

by BCI&I. According to BCI&I data discussed earlier, African-Americans were the largest group to report incidents of domestic violence in Ohio between 1997 and 1998.

When probed on the age range of clients served, approximately 74% of those reportedly served were between the age of 18 and 45. Of this particular age group, 37% were reported between 18 and 24. Although a condition of the VAWA Grant stipulates monies be used toward adult female victims of domestic violence, stalking, and sexual assault, many of the responding agencies have multiple funding streams. Therefore, they are able to serve a broader range of clients. Accordingly, the participating survey respondents reported approximately 14% of the victims served by their agencies were under the age of 18.

A series of questions was written to solicit information on agency services, specifically, addressing collaborative efforts and services provided. Collaborative efforts are recognized as a key element in achieving this goal. A coordinated community response to domestic violence involves each agency in the criminal justice system clarifying and coordinating their policies, procedures and protocols in order to provide safety for victims.

**Table 3: Summary Information of Participating Agencies**

<b>Agency</b>	<b>Total # clients served annually</b>	<b># Advocacy clients served</b>	<b># Direct Service staff</b>	<b>Total Agency Budget</b>	<b>Advocacy Budget</b>
<b>YWCA of Dayton</b>	2,053	278	Missing	Missing	Missing
<b>Family and Child Abuse Prevention Center</b>	1,702	1,019	17	\$809,789	\$283,691
<b>Lucas County Prosecutor's Office</b>	4,000	3,000-4,000	40	\$484,000	\$484,000
<b>Columbus City Attorney</b>	10,000+	10,000+	14	\$500,000	\$500,000
<b>Artemis Center for Alternatives to Domestic Violence</b>	4,500*	4,500*	34	\$1.4 million**	\$1.4 million
<b>YWCA of Greater Cincinnati</b>	9,076	9,076	Missing	Missing	Missing
<b>Toledo Police Department</b>	15,000	15,000	9	\$84,000	\$84,000
<b>Battered Women's Shelter</b>	5,841	5,438	10	\$955,000	\$955,000
<b>CHOICES</b>	10,143	10,143	23	\$1,289,211	\$1,030,079
<b>Columbus Urban League</b>	120*	120*	30	\$4 million**	\$75,000
<b>City of Cleveland Prosecutor's Office</b>	1,717	1,286	5	Missing	Missing

\* *VAWA Clients Only.*

\*\* *Entire Agency Budget.*

Respondents were asked to indicate which agencies they were working with throughout their communities. All eleven indicated they collaborate with law enforcement agencies, local prosecution, and area victim services. Nine out of eleven respondents reported they collaborate with court, probation, and social service personnel. Seven out of eleven participating agencies indicated

they work in conjunction with trauma centers and/or children's services. Six out of the eleven responding projects denoted collaborative involvement with public officials and/or health agencies. Of the remaining categories, parole officers and adult protective services, less than half indicated collaborative involvement.

Questions regarding assistance provided were divided between direct and/or referral services. These categories, however, were not mutually exclusive but were self-defined by the participating respondents. The answers were then broken down between legal and nonlegal services for analyses purposes (See Tables 4 and 5).

The respondents indicated that more direct legal services (i.e., court escort and assistance with the prosecution) were offered than direct nonlegal services (i.e., shelter or assistance with educational needs). Other than crisis intervention assistance, by and large, the nonlegal services were referred. The three most prevalent direct services, as indicated by 10 out of eleven respondent agencies, offered were as follows:

- Assistance with Law Enforcement
- Assistance with Prosecution
- Crisis Intervention.

**Table 4: Direct and Referral Legal Services**

	Assist w/ Law Enforcement	Info on Legal Process	Court Escort	Assist w/ Victim Impact Statement	Assist w/ TPOs	Assist w/ CPOs	Assist w/ Crime Victim Comp Claims	Assist w/ Prosecution
<b>Direct Service</b>	91% (10)	82% (9)	82% (9)	64% (7)	73% (8)	64% (7)	55% (6)	91% (10)
<b>Referral Service</b>	45% (5)	36% (4)	27% (3)	27% (3)	27% (3)	36% (4)	55% (6)	45% (5)

*Note: Categories are not mutually exclusive but are self-defined by respondents.*



*Table 5: Direct and Referral Non-Legal Services*

	Crisis Intervention	Shelter	Assist w/ Transitional Housing	Assist w/ Life Skills & Job Readiness	Assist w/ Educational Needs
<b>Direct Service</b>	91% (10)	36% (4)	27% (3)	36% (4)	36% (4)
<b>Referral Service</b>	64% (7)	82% (9)	73% (8)	55% (6)	64% (7)

*Note: Categories are not mutually exclusive but are self-defined by respondents.*

### Client and Staff Focus Groups

*Reasons for Seeking Services and Pathways to Services.* The clients sought services from a variety of avenues. Many of the clients were aware of shelters in their communities and were self-referred. For many clients, seeking service from a battered woman's shelter seemed to be the only available option. Client statements made during the focus groups reflect a sense of desperation that preceded going to the shelter. One woman said, "I was ready to end it all. I was ready to give my kids to him. I was ready to jump off the tallest building . . . [then] I called here . . ." Another mentioned being afraid to talk to anyone, and that her husband might know. However, she did contact someone when she thought she would either end up dead or commit suicide.

In addition to believing there were no other good options, women reported seeking services for the safety of themselves and their children. A client mentioned seeking assistance in getting supervised visitations for her child and ex-spouse. Finally, many women reported seeking services as a way to change their lives. For example, one client said, "I had in my mind two years ago that I had to leave . . . You've got to go . . . Once you take that first step, then you can get where you are going. The first step is to get out. I'm glad I took that step. Now I can see my future."

The staff identified many of the same paths to services as those mentioned by the clients. Like the clients, staff mentioned that many women self-referred. Typically women found out about

advocacy programs through the phonebook, calls to hotline numbers, and/or word-of-mouth. Staff reported women seek services because they are in crisis due to violence. One staff member mentioned women often need information and referral. Some staff also mentioned clients are seeking protection for both themselves and for their children. Finally, staff also explained women seek services because they lack resources and are "economically abused." According to one staff participant, "most of them can't afford to go to some private counselor." She went on to say, "You know some people might choose to go to a private attorney or go to a private counseling service, but many of these people don't have that level of sophistication, and don't have the financial resources available to them anyway."

For many victims, agency personnel in the court initiate service. Some of the agencies have a representative in court to advocate for the victim whenever domestic violence cases being heard. Such individuals approach the victims and offer their assistance. This in-court advocacy may be followed by other services (e.g., case management, housing assistance, counseling, etc.) depending on the needs of the individual victim. Some agencies have the service providers contact the victims before the court hearing to initiate services. One client who participated in the focus group interviews stated, "[The advocate] contacted me . . . and that was about 8:00 on Monday morning, and she typed up all the papers and took me physically into the court room . . ."

Referrals by police officers are also common pathways to service for victims. The following is an example from the client focus group interviews presenting one victim's experience with a police referral in her own words:

"When my ex[husband] got arrested, and I was brought down at the police station . . . they called a detective for domestic violence . . . She brought me over here. I hadn't even heard of it, she just referred me and brought me over the same day. After

two years he started to drink and that night he was drinking, he beat me . . . he snatched a phone off the wall. In a few minutes, the police were there, and the policeman came and [my husband] didn't want to cooperate with them. I started to talk and they said, 'We're going to take you out of here' . . . Two ladies came to the door and they were from Victim Assistance . . . 'Forget him, we have somewhere to take you' . . . So the policeman took me, my grandson, and a few clothes . . . "

***Services Provided.*** A number of themes emerged from the client and staff focus groups in terms of the kinds of services provided by the participating VAWA-funded agencies in this study.

These services were categorized according to the following themes:

- ◆ Material Resources
- ◆ Non-material Resources
- ◆ Case management Services
- ◆ Educational Services
- ◆ Legal Services (advocacy and victimless prosecution)
- ◆ Visitation Supervision
- ◆ Services to Children

### Material Resources

Material resources refer to concrete goods and services provided to women. For example, this category includes services such as transportation, shelter, financial assistance, childcare, help with returning to school, linking victims to the Ohio Attorney General's Victims of Crime Compensation Program<sup>7</sup>, and assisting with identifying housing opportunities. Clients specifically

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<sup>7</sup>The Crime Victims Assistance Program is responsible for the administration of a state grant program, the State Victims Assistance Act (SVAA), and a federal grant program, the Victims of Crime Act (VOCA). The funds are provided to eligible crime victims assistance programs operating in public and non-profit agencies located throughout Ohio.

mentioned the helpfulness of transportation, being given a cellular phone and assistance with finding childcare. One client indicated that she is "thankful for the childcare that I needed for my kids which enabled me to keep my job . . . stay employed." Another, who was a victim of stalking, credits the cellular phone she was given as providing her with a sense of safety. The staff also described important material services provided through their programs. An overarching theme within this category for staff is providing safe housing as a starting point to providing other services, or as an essential component for women to leave abuse relationships. The following quote illustrates this point, "The primary responsibility that we have, I think, in terms of what we're offering for our [program] is to safely relocate people so that it is our number one criterion . . . so if safe housing can be established, once that is done, it's really time for them to leave [the abuser]."

### Non-Material Resources

Non-material resources refer to various types of emotional support provided to victims. Services in this category, according to the clients, include self-esteem groups, counseling, compassion, empathy, reassurance, and around-the-clock availability of the service providers. According to clients, non-material support may represent the most encompassing and perhaps most significant service offered by agencies and their providers. Clients also credit service providers with providing encouragement and support toward the decision to press charges against their batterers. One client stated, "I honest-to-God don't think that I would be here right now because I never would have went in there [court] that first day. He would have been out on the street, and he would have killed me, and he would have killed my kids, and I know that . . . I know that."

Another important aspect of non-material resources for clients is linkage with other battered women to reduce feelings of isolation and shame. According to one participant, "The women I met at the shelter . . . we keep a group that to this day, at five years later, we still contact each other if

something goes on with one another . . ." This example illustrates the bonds created among women experiencing similar violence. Other women described the significant relationships they formed with the service providers. Service workers were described as "angels," "mothers," and one person said about a staff person, "She is like a blanket to me."

The staff described the non-material resources using professional terminology such as providing "validation," "reassurance," "guidance in decision-making," and "reducing isolation." For example, one staff noted the importance of "validating them as a person and that one-on-one." Another staff described her interaction with a client, "They may not themselves say they are a victim; we validate that for them, but letting them talk about it and being open with, not being judgmental and let them vent their feelings." Reassuring victims that they are not "crazy" also emerged as an important non-material resource. One staff person explained this by saying, "A lot of people are calling in and their first words are, 'I'm not even sure I should be calling you, but somebody told me to so . . .' They call just to make sure that they're not crazy. They've been told they're crazy so often that they're starting to doubt themselves. They need to hear from somebody that knows, you know, understands."

### Case Management Services

Clients and staff both mentioned case management services in the focus group discussions. As defined by focus group participants, case management refers to providing information or referrals, goal setting, and case planning (including client safety plans). For example, clients reported, "They encourage you and teach you things, oversee your stay here. You set goals and attain your goals. When you first meet with them you set a deadline when you're supposed to be out and kind of walk with you through everything." Another went on to say, "This agency referred me [to other services] and they have helped to fill out my paper work." Staff descriptions are similar

to those of the clients. According to the staff, "Case management tells the women to set up her goals, whatever her goals are." Another said, "it's not always what they want to do, but they need those referrals of where to go to get that kind of counseling, or to the Department of Human Services for monetary help, talking about ways to get them free child care, or even to shelters, whatever it is."

### Educational Services

Educational services are another important service mentioned by both the staff and clients. This category is defined broadly to include activities designed to help victims understand the cycle of violence, available options, and how to access services. Education is provided through informal and formal mechanisms, such as through individual or group meetings. Staff reported providing education in the areas of STD or HIV for rape victims, dealing with employers, obtaining restitution, legal rights, job training, or returning to school. Of the agencies survey, safety training was also identified as an essential aspect of educational services provided. A client commented, "They taught through the class that if your curtains are pulled closed just to call the police, but if your curtains are open everything was O.K. . . . and just going through that class and teaching about stuff . . . it has really helped me a lot."

### Legal Services

With the implementation of preferred arrest<sup>8</sup> and pro-prosecution strategies, the prevalence of legal services in the form of court advocacy has increased considerably. Consequently, this issue was commonly reflected in client and staff comments during the focus groups. In particular, this area of service seemed to be especially important for staff, who talked at length about legal advocacy

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<sup>8</sup> When there is reasonable ground to believe that an offense of violence, the offense of domestic violence, the offense of violating a protection order, or the offense of menacing by stalking has been committed, a peace officer may arrest and detain, until a warrant can be obtained, any person who the peace officer has reasonable cause to believe is guilty of the violation (*ORC* § 2935).

and "victimless prosecution." In contrast, clients were much more likely to talk only about advocacy services.

Clients describe legal advocacy services as both formal and informal supports. The formal assistance included help in obtaining protection orders, reviewing court procedures, advocating to court personnel to have hearings placed earlier on the dockets, and notifying clients if perpetrators were released from custody. One client reported:

"They did everything like the first day . . . you know walked me over here [court], did everything, went to court with me. I had no idea what was going on, what to expect, who to talk to, anything. They just did everything . . . like step by step. Called me at home, told me what to expect, what to do, where to go. I mean, I didn't even know how to get around downtown, to go to the places I needed to go. They did everything."

The informal assistance often consisted of emotional support during the trial or hearings. One client talked about how her worker sat in the court room, "[The advocate] She can't do anything to help me, except sit there and hand me tissues cause I cry." One client gave a particularly clear description of the formal and informal advocacy services in the court setting. She said, "she went to the judge and asked permission for him [the batterer] to have to leave so I could go in there and talk to the judge . . . And she helped, you know, she like knew how terrified I was . . . She knows everybody, and she will do whatever she can to make sure you don't pass through anything that is difficult for you. She helped me. If it wasn't for . . . her I would not be right here right now. I really believe that. She helped me so much and she still does. She's still going to court, she still calls me . . . "

The staff also talked about providing legal advocacy, and mentioned conflicts inherent in the interaction between social services and the legal system. Most of the staff encouraged the victim to file charges against the batterer but recognized the many barriers which keep victims from proceeding. Advocates seemed torn between promoting the client's right to determine what was in her best interest and the social obligation of encouraging the victim to prosecute. Even when the staff believe prosecution is not in the base interest of the client they feel an obligation to work with the legal system.

The advocates frequently need to convince their clients that domestic violence is a crime. "Sometimes they just don't understand why it is that just because he pushed me or smacked me or pulled the phone out of the wall why that's a crime. They don't even understand that it is a crime." One service provider said " . . . you know we might not be able to convince her that this isn't healthy, it's none of our business, but frankly . . . what he's doing is a crime, whether she wants to stay with him, that's her personal choice, she's a grown woman but what he's doing the bottom line is criminal."

For those clients who prosecute, the staff noted a number of possible negative consequences for that decision. The complexity and slowness of the system and the lack of follow through on prosecution frequently jeopardizes the life of the victim. For example, one staff member stated, "the court system takes so long that after the third or fourth time they've been down there, they want to dismiss; I just want to get this over with." Another staff member pointed out the complexities of the criminal proceedings, "Well, the court is very confusing, like a lot of things, the attorneys are working together. They're talking to each other, the judge isn't explaining everything that happens. I mean it's fast. You know there are different terms they may not understand."



The new preferred arrest policies also cause women to be afraid that the abuser will retaliate through the legal system. For example, a staff respondent described one case, "My victim was arraigned yesterday. She filed a domestic violence report against the father of her child and when the police went to arrest him he said that she had poked him in the eye so they turned around and went back to her house and arrested her in front of her children." Another had a situation in which "... in retaliation, the man said that she had pulled a gun on him. This woman ... never owned a gun in her whole life and was scared to death of this man ... and yet, she's going to court on this, had to spend thousands of dollars to get an attorney to defend her on this totally ridiculous charge, and I've just been seeing it happen over and over and over again."

Legal advocacy is critically important given the barriers and problems presented by the legal system. One of the most frequently mentioned advocacy activities is explaining the legal system to the victim. To address these issues, some advocates give out written information to victims explaining legal terminology. In addition to providing information and assistance in the court, advocates in some jurisdictions ride along with police officers to assist victims. As one staff person explained, "[We] see that it's our jobs to explain to these victims what exactly does a TPO [Temporary Protection Order] mean, what kind of power it gives you, and like being a secondary responder to the police. Nine times out of ten, the victims are signing temporary motions for the temporary protection order and they are totally unaware that they need to appear in court the next day." Advocates also share information about the court process, who will be there, what steps will be followed, and what the likely outcomes will be. One staff member described a case, "I explained to her there will be a deputy in between the two of you ... there's going to be plenty of people, deputies ... the judge. There's nothing to worry about." From the point of view of the client, this help seems essential. It may be impossible to maneuver the system without the help of someone

knowledgeable. As one client remarked, "You won't make it in the system through abuse or anything without someone representing you . . . taking you there."

Besides providing information, advocates indicated that being in court with the victim also allowed them to provide informal assistance in the form of emotional support. During a focus group interview, a staff respondent mentioned, "Our victims, a lot of times, express that our presence there . . . helps them to understand the court system . . . and the other important thing is support. I've had many a victim say to me, I could have never done this." The value of emotional support as part of advocacy is clearly presented in one agency's written materials in which victim advocacy is defined as "support, encouragement, teaching, advocating for whatever that person needs." The staff in this agency call their services "crisis support linking" to highlight these functions.

Staff described a variety of other support roles they play in helping women deal with the legal system. Several staff noted the importance of being a voice for victims who cannot speak for themselves, supporting women with any decisions they make about their futures, and helping women understand that they have a right to be heard. These services are intended to provide women with a sense of power and accomplishment. One staff respondent stated, "[The victims] have the right to voice their wishes and voice their opinions." Another service provider said, "I've had many a victim say to me 'I could never have done this'."

Several staff explained that advocacy targets the system as well as the victim. For example, some stated advocacy in the court was the easiest part of the job since they understand the system and can work through it. One person commented, "I think that's one of the neat things about advocacy. You know, we're not a part of the system, however, we're very much working in it." The advocacy tasks help to insure the system complies with domestic violence laws, and forces the system to be more responsive to the needs of women, though there is some disagreement about

exactly whose needs take precedence. In some situations, making the system work smoothly may be in conflict with the autonomy needs of the clients. As noted by one worker, "[We're] advocating on behalf of Ohio domestic violence laws because . . . the people at court, the prosecutors, they aren't focused only on domestic violence; they're not only doing domestic violence cases." The advocate may also speed up the process and make it easier for the prosecutor and the defense attorney. One staff respondent explained, "I don't see it so much making the job easier on the judge, but it certainly makes the job 100% easier on the defense attorney and the prosecutor because we're basically talking to the victim and making the decisions and talking to both the prosecutor and the defense attorney and, you know, coming up with a decision."

For some, their posture is more assertive in acting for the legal system, and justifying its benefits. One staff respondent noted, "A lot of times they [the victims] go back and live with these guys and you're pressuring them to press charges . . . they can honestly say it's not me doing it, it's the prosecutor's office, and I have seen relief on more than one face." The power of the court to control the actions of the victims is also used by the service providers in their interactions with clients. ". . . [I]f you don't show up for court, it will get dismissed. They could be held in contempt of court or you know different things like that which are not fair . . . "

Others see their position as one in which they have the power. "I don't know that they are choosing us particularly in court, because they are not choosing us, we are there . . . you know we are sort of choosing them, or we're offering them assistance. If we weren't there, they wouldn't have anything. There's nobody in court doing that."

They also act as agents for the women who are going through the court system. "We try to either encourage them or we usually try not to speak for them, we want to have them speak for themselves. But if they can't . . . I think we would all speak up at that point." And, a client tells of

her service provider acting as her representative, "I was supposed to have talked at the arraignment, and I couldn't, my legs were jumping off the table. I was so scared because I said I know if I testify he'll kill me . . . so [the advocate] got up and testified for me."

The results from our focus group lead us to the conclusion that the role of a legal advocate is one in which there is some ambivalence about exactly whom the advocate serves: the victim or the court system. Some staff members do not feel that serving the needs of the victim and playing a role in the legal system is in conflict, while others feel this conflict and deal with it in their own way. Some of our findings address the ways in which service providers see their role as both working with and for victims and also cooperating with personnel in the criminal justice system to make it work more smoothly. Community-based agencies and those within the criminal justice system do not work at arms length from each other; on the contrary, they are involved in a complex web of cooperative and joint arrangements to provide services. This type of cooperation is explicitly encouraged by VAWA funders, since it strengthens the seamless response system.

### Visitation Services

One site receiving VAWA-funding provided visitation services to allow children to spend time with their fathers even when the mother has a protection order against the father or is living in a shelter. Visitation rights can present a significant risk for women and this program reduces that risk by offering a safe drop off point and supervised visitation. This service provides a safe place for children to meet with the parent and helps to maintain a connection between the child and parent. The visitations are monitored and are categorized according to the different levels of supervision required.

As described by one worker, "There are different types of visitation. There's maximum supervision and moderate type supervision." Maximum supervision requires a staff person to be

present during the visit and to listen to all verbal communication between the child and parent. Moderate supervision requires watching the interactions but not necessarily being close enough to hear. One client described the visitation program by noting how the staff work to protect the mother from contact with a violent partner. "They have several precautions. What happens is . . . his father comes first, fifteen minutes before we arrive so that they can run him through the metal detector and see if anything, you know, looks like he's under the influence, or something is not right. And then I come with J--- and I walk him up to the door. I come fifteen minutes later, so his father's already in there. So I don't see his father at all. He's in another room. When I pick him up they give us fifteen minutes before his father leaves so that there's no encounters in the parking lot or whatever . . . and he can't play with my car . . . those are the kinds of things you run into when they know where your car is going to be. They can let the air out of your tires, or whatever, or wait for you. I think they really thought that through and I like that."

### Children's Services<sup>9</sup>

Finally, clients and staff talked about services provided to children, including child care and classes for children. The most common response from staff was that children need safety, security, and stability, and services were designed to address these needs. They also noted that children leaving a violent situation and going to shelter can experience trauma that must be addressed. In addition, services for children often allow staff to work with mothers, and provide respite for mothers. One worker explained, "The children's activity program provides the opportunity for moms to be away from the kids, to attend groups, to do business, or just to rest." The services provided include support groups for children, activity programs, school connections, and summer

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<sup>9</sup> Although VAWA monies cannot be used directly to fund youth initiatives, the co-mingling of funds from multiple funding streams agencies and programs receiving VAWA-funding to provide such services.

school programs. Staff also noted that children need activities that model how to behave in non-violent ways.

*Gaps in Services.* Throughout the staff and client focus groups one consistent theme surfaced which was labeled, “gaps in services.” For clients, the gaps in service can be generally grouped in terms of safety issues, problems with the “system,” and limitations of the shelter programs. The staff, with more knowledge about what services currently exist, were more likely to talk about service needs that are simply not available and/or problems with access to existing services. Although there is overlap in what is seen as gaps in services between the clients and staff, the emphasis on what is needed clearly reflects the specific perspectives of the victims and the service providers.

For the clients, safety was identified as the area of greatest concern and the one in which they perceived the largest gap in service. Many women expressed concern for their immediate and ongoing safety through statements such as, “I’ve got a protection order, but does that mean he’s going to abide by it?” or “I told [the court] that win or lose . . . if I testify against him he’s going to come after me; and he is.” Another reported, “I said just keep him away from [me]...and they couldn’t do that. So he was out right away, and he was stalking [me].” For many women in the focus groups fear was a part of life, especially when the batterer was out of custody. One woman described the situation for her by saying, “I’m afraid and when he gets out I’m gonna hide . . . because I know as soon as he gets out of jail he will come straight for me.” Another reported on her experience in court and said, “When you’re standing there . . . and the judge [is] done and they give you that restraining order . . . the judge looked at me and said ‘this little piece of paper won’t keep you alive.’” Finally, one victim, in reflecting on how little the legal system can really do to protect women, noted, “I think the only time when you feel safe is when that person lives with you . . .”

The women also expressed fears for the safety of their children. This was especially true for those women mandated to honor ongoing court-ordered visitations despite current allegations of domestic violence filed against the batterer. One client indicated the court approved visitation to a father of a child he almost ran over. Another described her situation, “We are petrified of him and we know he’s going to get us. He will somehow and there’s nothing I can do about it. I mean I can’t just pick up three kids and move them somewhere ‘cause he has visitation. I’ll always have to allow that.” Women who refused to comply with the visitation orders were subject to court sanctions, as reported by one client. She said, “They found me in contempt of court for not allowing visitation.” Common themes throughout the discussions with battered women were the perception of inaction, lack of follow-through, and poor communication on the part of both police and prosecutors. Several women complained, “The systems don’t work together” or that “The prosecutor tells you one thing, the detective tells you another . . .” These problems were evident in stories told by the victims:

- “They did arrest him but they never since then did anything . . . He was laughing even though they arrested him before. They walked him out, took all the keys and told him he’s not allowed in. He laughed about it and kept going in.”
- “Some of the reaction you get is they just don’t want to deal with it . . . They just want to minimize it and pretend it’s not real, and you’re overreacting.”
- “When [the police] came they were not going to arrest him. He was telling them all kinds of things and the house, of course, was a wreck. They wouldn’t even file charges because I never went to a hospital . . . when you are held hostage for a week, how are you going to go to a hospital?”

- “Most of the cops left [our house] right away . . . One of the cops, I guess knew him [the batterer]. He had worked at the jail when [my ex] was there. And they were buddies . . . They were laughing and the one cop told me that if you don’t leave, he will kill you.”
- “Sergeant X was wonderful, but then a rookie police officer showed up . . . and I was charged with disorderly conduct . . . So it cost me a lawyer. I have disorderly conduct on my record because my husband pushed me off of a porch, and I called [911] for help . . . I didn’t touch my husband. I did nothing.”

Gaps in the legal system were also mentioned by several staff. Many commented on the lack of follow-up by detectives and police officers in investigating cases. One staff person stated, “...even if the victim goes down to the prosecutor’s office on their own, and says look this is what happened to me, you might prosecute but there’s no detective that follows up and does an investigation.” Another worker noted, “...and a lot of them [victims] complain there’s a warrant for the suspect but he’s not been arrested. Then I have to explain, well, they don’t go out necessarily looking for them. Especially domestic violence. I mean, if he is a murderer that’s different. But for domestic violence, and things like that, they don’t go out specifically looking for them. I’d like to see the unit personally self-contained.” Several staff also commented on the lack of available legal help that women could afford.

Some of the women attributed these problems within the system to ongoing perceptions on the part of police or prosecutors that women “deserve” to be abused. One victim’s statement characterizes this perception, “I hear them say that women deserved it . . . or why didn’t they leave . . . or why don’t they get their kids out . . . I’d like to shout from a mountain top that there [are] women doing it, but sometimes they don’t make it or live through it, or there isn’t help for their children.”



Women also discussed problems with the court system. Some described the court process as another form of abuse. They said things like, “The court system beats you up,” or “I was battling the courts as much as I was battling my ex.” Other complaints focused on the length of time needed to prosecute, the cost, and the ultimate failure of the courts to convince the batterer that domestic violence is a crime with serious consequences. Some of the representative statements included:

- “The courts will drag it out.”
- “The process is too long.”
- “The red tape . . . you have to go through all these other avenues before you can get anything done.”
- “He beat me up real bad, threw a big beer can at my head like three times, he choked me with an electrical cord, doused me with kerosene and lit me on fire and took me to the river . . .
- And the cops came to my house, said [it was] domestic violence. The judge couldn’t believe they said domestic violence and now it’s in a higher court . . . like attempted murder. I mean, if [I] wouldn’t have been married to him what would they have done?”

Some of the complaints about gaps in service were not about the way the court deals with domestic violence, but about the way they were treated by the court in other, related contexts, most frequently divorce-related issues. While this may be seen as tangential to the direct needs of domestic violence victims, for them it was central to their ability to be self-sufficient and autonomous. As one woman put it, “I’m losing my house . . . [it] is in foreclosure because he said he didn’t care what no damn woman judge said . . . he’s not making house payments. We went to court over that and he said [he’d] make them, and that was nine months [ago] and he still hasn’t done it.” Another victim said: “I had no representation in court . . . I had to hire an attorney . . . He [the

batterer] is working, he's making \$60,000 a year, [but] he has not paid any utilities, he didn't pay child support for six months, he's done nothing. And they're letting him get away with that . . . "

Gaps in services were also discussed by the staff in their focus groups. The predominant gap identified by staff was the lack of financial resources that could be used to secure shelter, housing, and other non-material services needed by the women. For example, one staff commented, "It's very tough to find emergency money [some]times to help them move or things like that." Another stated, "One thing that I can really think of that is needed is financial assistance with hospital bills." Some stated that when emergency assistance is available, the time required to secure the money can be a barrier. One said, "...the Ohio Victims of Crime Assistance Funds are available but there's such a time lag in actually getting those funds, so if you don't have the money up front to be able to do it, or you don't have an attorney who's willing to wait for nine months to get paid, you know, in other words, the delay is a real hardship." The availability of housing and/or temporary shelter is also mentioned as an issue and some believe that the consequence of this gap may be that women don't move out of the situation more quickly. For example, "I'm sure that we have a lot of victims that would move out of the situation where they find themselves if there was help in doing that."

Other barriers and gaps in service include lack of transportation, lack of child care, and the location of services which may deter women from receiving help. One staff person stated, "But a lot of women don't want to come downtown . . . at night." Another example came from staff in a different agency who said, "Well, a lot of women, I guess, if you have kids, multiple children, who wants to drag them on? You know it kind of discourages them, or what if you don't live close to a bus line." This concern was echoed by clients. "Helping your child . . . that's one of the biggest problems. So you can go on interviews, you know, all the stuff that normally you're not allowed to take your child to. You really don't have anyone to babysit."

In addition, the staff noted that many of the women lack the training or education to compete in the labor market. Language was another barrier mentioned. One staff person stated that some clients speak only Spanish so that if there are no Spanish-speaking staff available to communicate with them, they will not be effectively served.

Several staff members also mentioned public responsiveness and understanding of violence as a gap. "It is hard for people to identify with victims, period." One staff member believed that this lack of public understanding affects the availability of services and the treatment of domestic violence victims. "One of the biggies for me is people in the community being able, I wish I could provide people in the community who could support and understand the whole battered women's syndrome. You know we have so many clients who are in custody battles and Children's Services who say well, she's pretty out there and she's doing this, and . . . they don't see, well she's acting like this because she's been battered for ten years . . . and she's making allegations of sexual abuse that are probably true, but she has no proof, so they think she's nuts . . . " This concern for greater understanding points to a need not only for public education, but also for education within the community which provides related services to victims of domestic violence.

## *Phase II*

The findings for Phase II are reported separately for the two participating agencies. The evaluation in the battered women's shelter was hampered by data collection problems due to the availability of mothers with children in the shelter and staff turnover. This report does include the complete findings for the program housed in the Prosecutor's Office.

## Battered Women's Shelter

A number of factors interfered with data collection at the battered women's shelter. Initially, the agency experienced a period of several months in which the number of residents in the shelter was very low. As a result, there were few opportunities to implement either the observational goal attainment scales or the counseling questionnaire. In addition, all but one staff member who participated in the design of the data collection tools left the agency and there were delays in hiring new workers. When new staff were employed they were not taught to use the outcome data collection procedures and data collection was suspended. The agency eventually decided to withdraw from the study.

Figures 1 and 2 provide examples of the initial analysis of the goal attainment data for one case. Figure 1 provides the observational ratings on three scales for three observation sessions. Parenting skills in all three areas (discipline, positive interaction, and praise) show improvement for this client. Similarly, in Figure 2 the goal attainment data for one child are presented. These data also indicate steady improvement in the two areas monitored for children (discussing feelings and appropriately expressing anger).

The counseling questionnaire was also implemented after a lengthy delay due to the drop in the shelter population. In addition, during the data collection period, the residents tended to have short stays of less than one month. This restricted attempts to assess client change due to participating in the counseling program. As a result, only data from initial contacts have been provided.

### Parent Goal Attainment Scales - Case #4

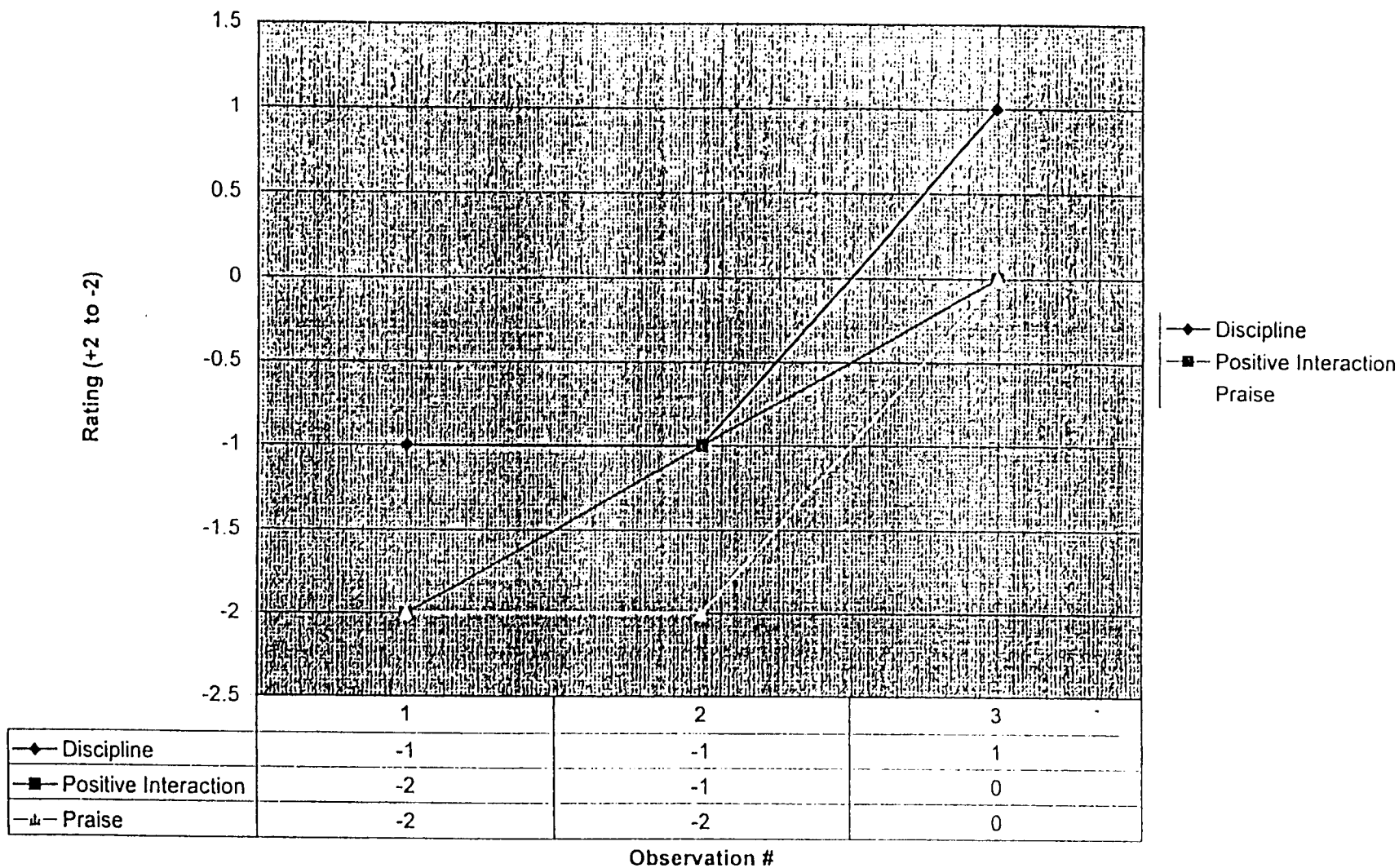
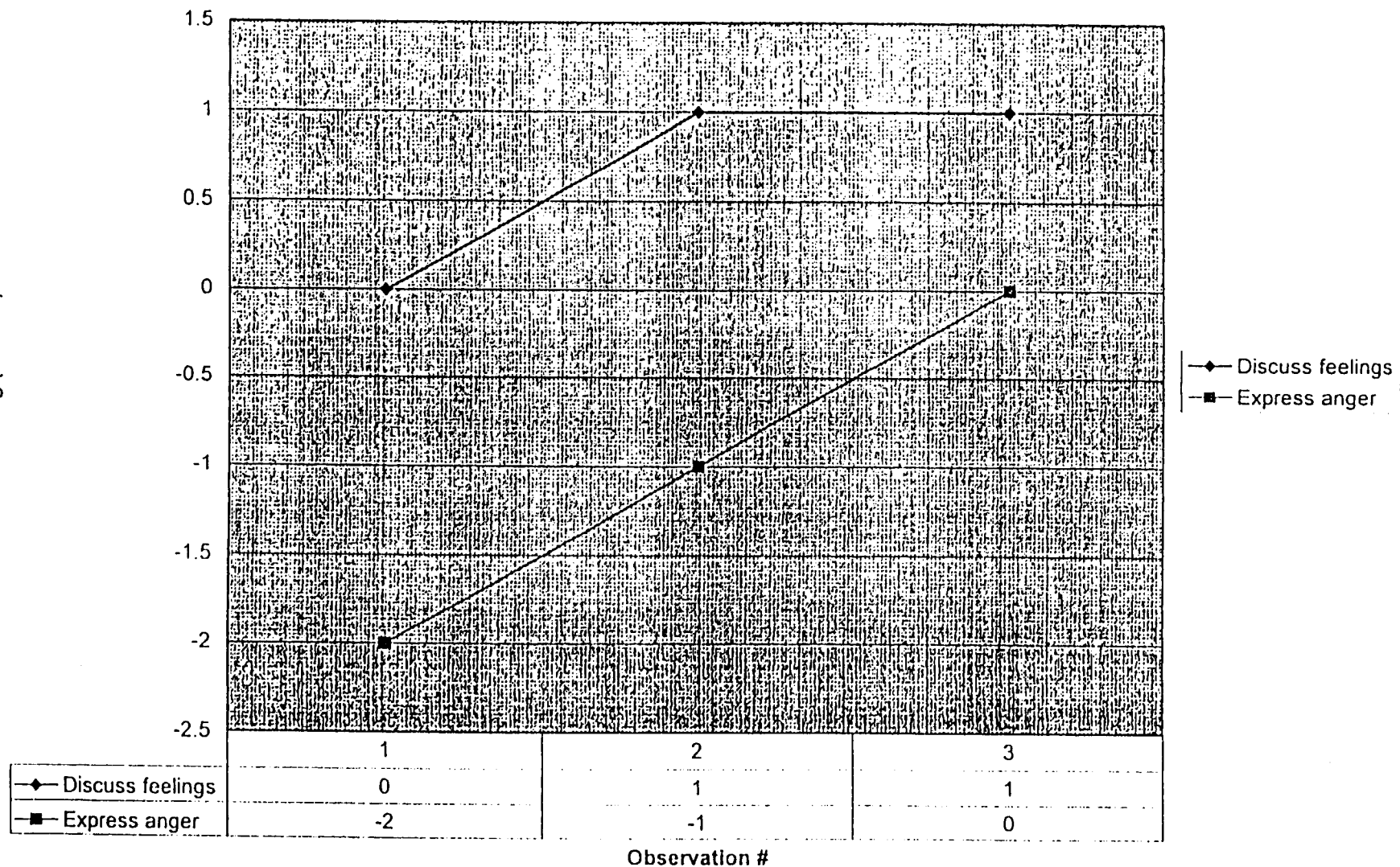


Figure 1: Parent Goal Attainment Scale - Case #4

### Child Goal Attainment Scales - Case #4

Figure 2. Child Goal Attainment Scale - Case #4  
Rating (+2 to -2)



### Prosecutor's Office Program

Data were collected from 43 officers in both the 2<sup>nd</sup> and 6<sup>th</sup> districts for a total sample of 86 respondents. As Table 7 indicates, the responses of the officers in District 2 who participated in the domestic violence training and used the revised response procedures are very similar to the officers in District 6 who did not receive the training or use the revised procedures. Despite the subjective impressions of the prosecutor working in the second district, the officers appear to hold very similar attitudes toward domestic violence cases as their colleagues in a comparable district who did not participate in the VAWA-funded program. Table 7 shows the group means and t-tests for each item on the questionnaire. Although only one item indicates statistically significant differences between the 2<sup>nd</sup> and 6<sup>th</sup> districts, the mean scores on fourteen items show that the attitudes of the officers in the 2<sup>nd</sup> district differ from those of the 6<sup>th</sup> district in the direction consistent with the training they received. Interestingly, the only significant difference between the two districts was on question 12 with the officers in the 6<sup>th</sup> district more likely to feel that their supervisors support their efforts to investigate domestic violence cases.

*Table 6: T-tests on Item Means for 2nd and 6th District Officers (1=Strongly agree, 2=Agree, 3=Disagree, & 4=Strongly disagree).*

SURVEY QUESTIONS	2 <sup>nd</sup> District	6 <sup>th</sup> District	t	sig. (2-tailed)
1. It is a waste of time to prosecute domestic violence cases.	3.47	3.35	.93	.36
2. Domestic violence cases are likely to result in a conviction.	2.44	2.58	-.847	.40
3. I feel sympathetic toward the victim of domestic violence.	2.19	2.16	.174	.863
4. Many of the victims in domestic violence cases are over-reacting to the situation.	2.88	2.67	1.53	.130
5. I think it is often the victim's fault when domestic violence occurs.	3.23	3.16	.53	.599
6. Prosecution should proceed in domestic violence cases even if the victim is uninvolved or uncooperative.	2.16	2.09	.356	.723
7. Prosecution even without the victim's cooperation will reward the officer's hard work on domestic violence cases.	2.40	2.47	-.352	.726
8. The prosecutor's office is cooperating with police on domestic violence cases.	1.98	2.07	-.750	.455
9. I feel like I can be part of the process in prosecuting domestic violence cases.	2.19	1.98	1.45	.150
10. I am willing to talk with the prosecutor and discuss domestic violence cases with which I am involved.	1.77	1.77	.000	1.00
11. I think that domestic violence calls are emotionally draining for officers.	2.44	2.28	1.03	.307
12. I feel that I get good support from my supervisors for investigating domestic violence cases.	2.33	1.91	2.508	.014
13. The justice system is responsive to my interactions in domestic violence cases.	2.51	2.54	-.157	.875



SURVEY QUESTIONS	2 <sup>nd</sup>	6 <sup>th</sup>	t	sig.
	District	District		(2-tailed)
14. I usually find out the result of domestic violence cases I investigate.	3.07	3.14	-.481	.632
15. I consider domestic violence less serious when drugs or alcohol are involved.	3.42	3.30	.942	.349
16. Domestic violence is a private, family matter and police should not be involved.	3.56	3.4	1.45	.152
17. Repeat calls to the same household for domestic violence are a waste of police time.	2.84	2.70	.694	.489
18. Victims often contribute to domestic violence.	2.37	2.42	-.319	.751
19. Resorting to domestic violence can be an understandable response to life stresses.	3.09	2.88	1.26	.212
20. Where would you place domestic violence on a scale of 1-10 (1=speeding ticket, 10=murder) in terms of the seriousness of the crime?	6.10	6.34	-.785	.434

Officers in the 2<sup>nd</sup> District were also asked to answer five questions pertaining to specific procedural changes that were implemented for handling domestic violence cases. Table 8 provides the mean scores for each of these items.

*Table 7: Mean Scores for Items Answered Only by 2<sup>nd</sup> District Officers*

SURVEY ITEM	Mean	S.D.
21. I am more likely to provide more detail in my reports since the supplemental report was initiated.	2.63	.76

SURVEY ITEM	Mean	S.D.
22. I think the new supplemental reports are helpful in investigating domestic violence cases.	2.42	.76
23. I do not like the new supplemental reports.	2.35	.9
24. It is easier to investigate and respond to domestic violence cases than it was one year ago.	2.56	.67
25. I will seek out the prosecutor for domestic violence cases to discuss the case.	2.44	.8

## ***IMPLICATIONS AND CONCLUSION***

For government funding agencies, such as OCJS, defining advocacy is a fundamental aspect of evaluating services addressing domestic violence reduction. It is essential to know *what works*, *what doesn't work*, and *why*. A better understanding of victim services and advocacy activities, allows policy makers to further fund effective programs and assist in the continual improvement of service delivery.

As we proceeded in our research, it became evident we would not be able to come up with one definition of advocacy as originally proposed. A singular definition could oversimplify a very complex concept. Defining advocacy can be approached from varying perspectives (e.g., individual-based or systems-based). Also, definitions may differ dependent upon whom is asked as well as who is asking to define advocacy.

The responses to the focus group questions, however, did indicate several common themes. When asked during the focus group interviews, most clients and service providers spoke of advocacy in operational terms (as previously detailed):

- ◆ Tangible Goods and Services
- ◆ Emotional Support
- ◆ Case Management
- ◆ Education
- ◆ Services to Children
- ◆ Legal Services
- ◆ Visitation Supervision.

When asked specifically to provide one overarching definition of what they meant by advocacy, staff respondents usually talked about empowering their clients. However, within this interpretation is hidden a wide variety of meanings. For some, empowerment meant autonomy, and

individual decision-making. As one staff member put it, "To me, a big part of advocacy is maybe stepping in when they are at that point, but knowing when to back off and let them and letting them take over so that I am further and further out of the picture and they're like, yeah, I did this."

While for others, empowerment had a more specific connotation, including leaving the abusive partner, prosecuting him in court, being self-supporting, and parenting their children "appropriately." Thus, for many service providers advocacy means intervening with individuals in ways that are also likely to bring about societal change. This includes, for some of those who provide legal advocacy, a belief that prosecution and punishment of the abuser are the best solution to the problem of domestic violence.

The implications for this study are broad-reaching, and future research could go in many directions. For example, the "gaps in services," as identified in Phase I of this evaluation, may be a by-product of the "system." By attempting to accommodate the needs of victims with a system designed to punish perpetrators, societal demands often outweigh the needs of the individual victim. It is neither fair to society nor the individual victim to debate which is greater or more important; however, it is necessary to understand both. Moreover, it is essential *both* are addressed by the "system."

A fundamental goal of the *S.T.O.P. Formula Grant* programs funded under VAWA is to provide a seamless response from the criminal justice system to adult women victims of domestic violence, sexual assault, and stalking. Perhaps, an element of creating a *seamless response* is actually creating a *seamless system*, one which takes into consideration the needs of the victims *as well as* the greater demands of society as a whole. A comprehensive evaluation of the interaction between various systems (i.e., criminal justice system, health care system, etc.) as well as their interactions with victims may produce a better understanding of victim services in Ohio.

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## **APPENDIX A: Agency Survey**

# Violence Against Women Act: Advocacy Services in Ohio Information Survey

## I. Organization Information:

1. How many people are employed in your agency? \_\_\_\_\_  
✓ Number of direct service providers? \_\_\_\_\_  
✓ Number of support staff? \_\_\_\_\_  
✓ Number of Administrators? \_\_\_\_\_  
✓ Number of other employees? \_\_\_\_\_
2. What is the annual budget of your agency?
3. What are the three primary sources of your agency's funding?
4. How much of your budget is spent on victim advocacy services?
5. Please list all paid and unpaid staff positions.
6. Do you train your **unpaid** staff positions?
7. Do you train your **paid** staff positions?
8. Please indicate the number of volunteers utilized during the project.
9. If your project included providing training, what topics were included in the training to law enforcement and/or prosecution or other service agencies?

## II. Client Information:

10. Please indicate the total number of persons served by your project in an average year:
11. Please indicate the total number of persons served by your project as funded through VAWA monies.
12. How many clients receive **victim advocacy services** per year?
13. Do you limit the type of victims you serve?
14. Do you limit the number of victims you serve?

15. Please list your target population?

16. What is the average length of stay?

17. Report by **type of victimization** the total number of victims served. If a victim suffered *multiple* types of victimization, please include her under *each* appropriate category. *This means the total number of victims reported here may sum more than the total number of victims reported in #10.*

Primary Victims \_\_\_\_\_ Secondary Victims \_\_\_\_\_  
Type of Victimization Unknown \_\_\_\_\_

18. Please specify the *total number of victims served* accordingly within *each* category:

A. **Geographic Location:** B. **Non-English Speaking:**  
Suburban \_\_\_\_\_ Spanish-speaking \_\_\_\_\_  
Urban \_\_\_\_\_ Speakers of an Asian language \_\_\_\_\_  
Rural \_\_\_\_\_ Other non-English language \_\_\_\_\_

\*Note: Rural includes the Appalachian Region

C. **Racial/Ethnic Population:** D. **Special Needs:**  
African-American \_\_\_\_\_ Mentally/emotionally challenged women \_\_\_\_\_  
Hispanics \_\_\_\_\_ Physically/medically challenged women \_\_\_\_\_  
Asian-American \_\_\_\_\_ Older Women \_\_\_\_\_  
Native American \_\_\_\_\_ Migrant farm workers \_\_\_\_\_  
Pacific Islander \_\_\_\_\_ Lesbians \_\_\_\_\_  
Other \_\_\_\_\_ Immigrants \_\_\_\_\_  
Women at risk (e.g. prostitutes, substance abusers ,etc) \_\_\_\_\_  
Other (specify) \_\_\_\_\_

E. **Age of Victims Served:**  
*Juveniles:*  
0-4 \_\_\_\_\_ 10-14 \_\_\_\_\_  
5-9 \_\_\_\_\_ 15-17 \_\_\_\_\_  
*Adults:*  
18-24 \_\_\_\_\_ 34-45 \_\_\_\_\_  
25-33 \_\_\_\_\_ 46-54 \_\_\_\_\_ 55+ \_\_\_\_\_

19. How many victims representing underserved populations were served? *Underserved populations* are defined by geographic location, racial/ethnic group, foreign language, or other special needs. Please count victims who represent several underserved population only once. *This number must be less than or equal to the total number of victims reported in #19.*

Number of victims representing underserved populations \_\_\_\_\_

**.II. Agency Services Information:**

20. When did you begin providing advocacy services?

Month \_\_\_\_\_ Year \_\_\_\_\_

21. Please indicate the type(s) of agencies collaborating with your project:

Law Enforcement	==	Social Services Personnel	==
Prosecution	==	Public Officials	==
Victims Services	==	Health Agencies	==
Court Personnel	==	Trauma Center Representatives	==
Probation	==	Children's Services	==
Judicial	==	Adult Protective Services	==
Parole Officers	==	Other (specify) _____	==

22. Please indicate the number of newly established programs or existing programs benefitting from additional resources as a result of your VAWA project.

Sexual Assault	_____	Rape Crisis	_____
Domestic Violence	_____	Legal Assistance	_____
Victim Advocacy	_____	Battered Woman's Shelter	_____
Other (Specify)	_____	Hotline Calls	_____
Protocol Development/Safety Plan	_____		

23. Identify the sources of victim access to your agency:

- ✓ Walk-in \_\_\_\_\_
- ✓ Referrals \_\_\_\_\_
- ✓ Service providers are contacted by law enforcement and hospitals responding to crime scene or to location of victim. \_\_\_\_\_
- ✓ Direct calling of victim by service provider. \_\_\_\_\_
- ✓ Service providers review law enforcement reports and call or write. \_\_\_\_\_

24. Please indicate the number of direct and/or referral services provided by your project to victims?

	<u>Direct Services</u>	<u>Referral Services</u>
Crisis Intervention	==	==
Information about the legal process	==	==
Transportation	==	==
Shelter	==	==
Transitional Housing	==	==
Counseling	==	==
Assistance with Social Services	==	==
Education	==	==
Life Skills/Job Readiness	==	==
Court Escort	==	==
Victim Impact Statement	==	==
Crime Victim Compensation Claims Assistance	==	==
Assistance with Employers	==	==
Assistance with Creditors	==	==
Assistance with TPOS	==	==
Assistance with CPOS	==	==
Assistance with Law Enforcement	==	==
Assistance with Prosecution	==	==
Assistance with Other Services (Please specify services)	==	==

25. How many victims of stalking were targeted by your project?

==

26. If a law enforcement and/or prosecution project, how many arrests and indictments were filed, and what was the disposition of these cases?

Arrests \_\_\_\_\_

Indicted \_\_\_\_\_

Failure to Indict \_\_\_\_\_

Reasons for failure to indict -

    No prior conviction \_\_\_\_\_

    Unable to get victim before grand jury or refusal to testify \_\_\_\_\_

    Grand jury ignored \_\_\_\_\_

Pled Guilty \_\_\_\_\_

Pled to, specify charge: \_\_\_\_\_

Plea-Bargained \_\_\_\_\_

    Due to ramifications of losing the right to own and possess a gun under Federal Brady Act \_\_\_\_\_

Convicted \_\_\_\_\_

Not Guilty \_\_\_\_\_

Dropped \_\_\_\_\_

Other (Specify) \_\_\_\_\_

Pending \_\_\_\_\_

Protection Order Granted \_\_\_\_\_

Protection Order Issued Against the *Same* Offender *Same* Victim \_\_\_\_\_

Protection Order Issued Against the *Same* Offender *Different* Victim \_\_\_\_\_

911 Calls \_\_\_\_\_

Out-of-State Protection Orders Enforced \_\_\_\_\_

Number of Repeat Offenders (i.e. recidivism rates) \_\_\_\_\_

27. How many of the stalkers/perpetrators have a history of domestic violence?

Total number of stalkers/perpetrators \_\_\_\_\_

## **APPENDIX B: Focus Group Questions**

## **Interview Guide Service Recipients**

1. What happened that brought you here?
2. Why did you choose to come here?
3. Why this agency? Why this service?
4. What were you hoping to get?
5. What is it like to come here, how would you describe a day?
6. Is it far from where you live?
7. Do you feel safe?
8. Are other people here coming for services supportive of you?
9. Are the staff supportive of you? In what ways?
10. What do you get here?
11. Is it what you wanted? Why or why not?
12. What other services might you need that are not provided here?
13. What is your biggest success since coming here?
14. How will you know when you no longer need to come?

\*\*\*\*\*when mentioned, what is advocacy? Case management? Adjudication? Is the legal process important? Why or why not?

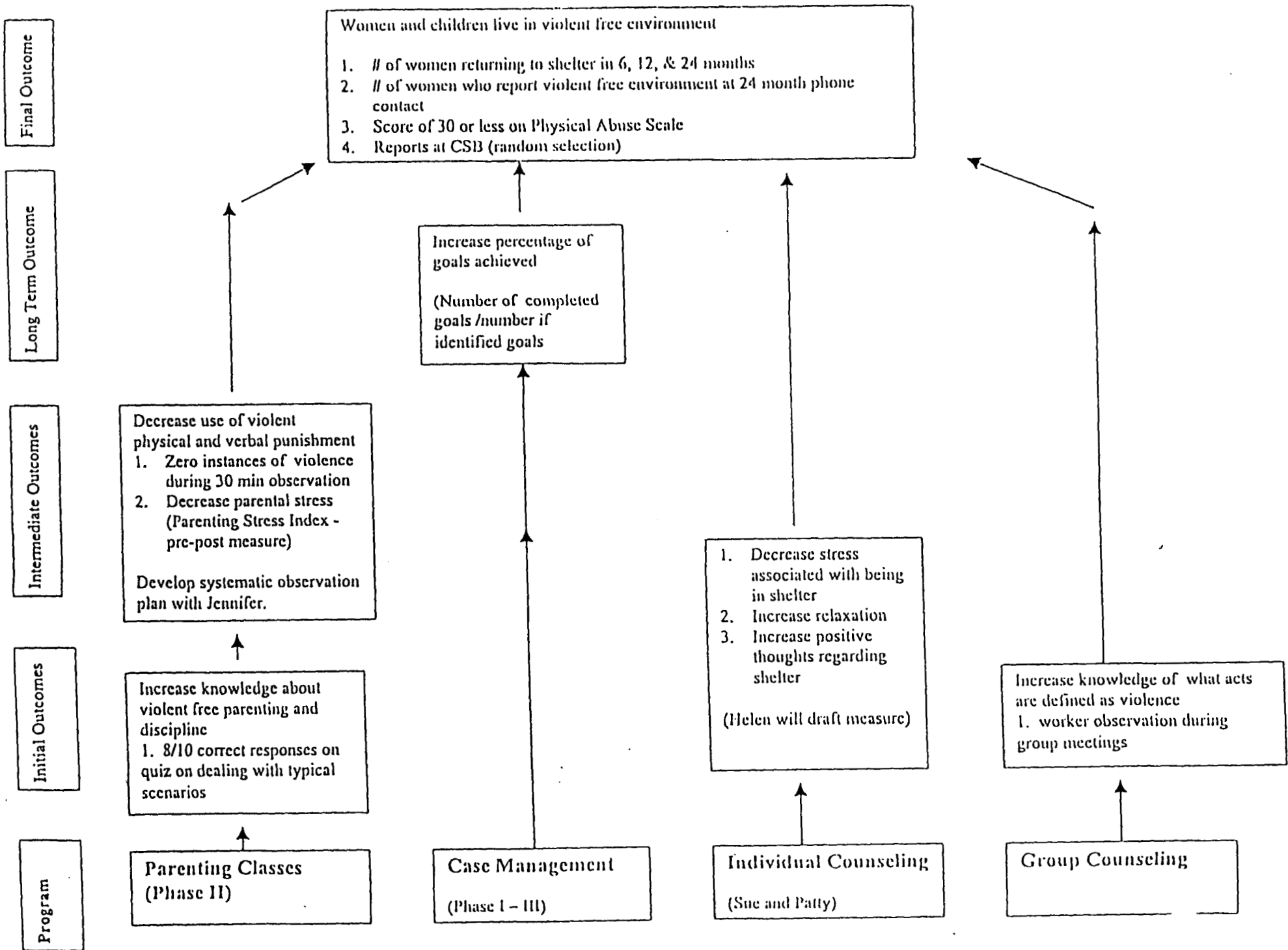


## Staff Interview Guide

1. What happened that brings women here?
2. Who would you describe as your target population?
3. Why do women choose this agency? Why this service?
4. What do they need?
5. What is it like to come here, how would you describe a day?
6. Is it far from where the women live? you live?
7. Do you feel safe? Do the women feel safe?
8. Are the women here coming for services supportive of each other? you?
9. Are the staff supportive of the women? Of you? In what ways?
10. What do women get here?
11. Is it what they wanted? Why or why not?
12. What other services might women need that are not provided here?
13. What is the biggest success you see for women in coming here?
14. How will you know when the women no longer need the services provided?

\*\*\*\*\*when mentioned, what is advocacy? Case management? Adjudication? Is the legal process important? Why or why not?

## **APPENDIX C: Logic Model for Battered Women's Shelter**



**APPENDIX D:**  
**Goal Attainment Scales and Counseling Questionnaire**  
**for Battered Women's Shelter**

## Battered Women's Shelter

### Observation Scales for Family Interactions

Goal #1: Parent will use appropriate disciplinary techniques with children.

SCALE ATTAINMENT LEVELS	
-2 Most unfavorable outcome	Parent hits child or makes verbal threats to hit child.
-1 Less than expected level success	Parent nags, makes threats, and shows no follow through with alternative disciplinary techniques
0 Expected level of success	Parent attempts to use appropriate disciplinary techniques but misses key steps, loses calm, etc.
+1 More than expected success	Parent uses appropriate disciplinary techniques well but not consistently or needs more practice to perfect the techniques
+2 Most favorable outcome	Parent consistently uses time-out, loss of privilege, or redirection strategies as appropriate.

Note: This scale measures the way in which the caregiver responds to the child's "bad" behavior. Appropriate discipline is making rules and enforcing them with the correct use of time-out, loss of privilege, or redirection and which avoids the use of derogatory statements.

## Battered Women's Shelter

### Observation Scales for Family Interactions

Goal #2: Parent will demonstrate positive interaction with child(ren).

SCALE ATTAINMENT LEVELS	
-2 Most unfavorable outcome	When the caregiver interacts with the child, none of the interaction is positive (i.e., never interacts positively).
-1 Less than expected level success	When the caregiver interacts with the child, 25% of the interaction is positive (i.e., rarely interacts positively).
0 Expected level of success	When the caregiver interacts with the child, 50% of the interaction is positive (i.e., sometimes interacts positively).
+1 More than expected success	When the caregiver interacts with the child, 75% of the interaction is positive (i.e., often interacts positively).
+2 Most favorable outcome	Parent consistently engages in positive interactions with child such as listening, touching, using pet names, affectionate facial expressions, eye contact, etc. (i.e., parent always interacts positively).

## Battered Women's Shelter

### Observation Scales for Family Interactions

Goal #3: Parent appropriately praises child.

SCALE ATTAINMENT LEVELS	
-2 Most unfavorable outcome	Caregiver never praises or acknowledges good behavior.
-1 Less than expected level of success	Caregiver uses correct praise 25% of the time when child exhibits good behavior (i.e., praise is used but rarely).
0 Expected level of success	Caregiver uses correct praise 50% of the time when child exhibits good behavior (i.e., praise is sometimes used).
+1 More than expected success	Caregiver uses correct praise 75% of the time when child exhibits good behavior (i.e., praise is often used).
+2 Most favorable outcome	Caregiver uses correct praise 100% of the time when child exhibits good behavior (i.e., praise is always used).

Note: Praise is defined as a verbal statement which acknowledges the child's accomplishments, contributions to the household or family, good behavior, etc. and which is delivered immediately without a zap or "but..." tacked onto the praise.

## Battered Women's Shelter

### Observation Scales for Family Interactions

#### Child's Goal #1: Expressing Feelings

SCALE ATTAINMENT LEVELS	
-2 Most unfavorable outcome	Child refuses to talk about family violence, related events, and their reactions to it.
-1 Less than expected level of success	Child is rarely (25% of the time) willing to talk about their feelings pertaining to the family violence and the related events when given the opportunity; child usually holds back.
0 Expected level of success	Child is sometimes (50% of the time) willing to talk about their feelings pertaining to the family violence and the related events when given the opportunity; child sometimes holds back.
+1 More than expected success	Child is often (75% of the time) willing to talk about their feelings pertaining to the family violence and the related events when given the opportunity; child does not usually hold back.
+2 Most favorable outcome	Child is always willing to talk about their feelings pertaining to the family violence and the related events when given the opportunity; child does not hold back.

Note: The scale measures the extent to which the child is willing to discuss feelings about things like the violence events, their parents, moving, having to change schools, etc.



**Battered Women's Shelter**  
**Observation Scales for Family Interactions**

Child Goal #2: Expressing Anger

SCALE ATTAINMENT LEVELS	
-2 Most unfavorable outcome	Child hurts or attempts to hurt someone by destroying property, throwing things, etc. or verbally hurts someone by yelling, name calling, or using inappropriate verbal expressions or derogatory remarks. Child's anger is clearly "out of control."
-1 Less than expected level of success	
0 Expected level of success	Child displays temper tantrums or other forms of semi-controlled anger (e.g., angrily drawing, stomping feet, yelling or swearing that is not directed at someone, etc.). Child's anger is somewhat controlled.
+1 More than expected success	
+2 Most favorable outcome	Child is able to discuss anger and what has caused it; there is no physical display of anger. Child's anger is expressed in a controlled manner.

## **APPENDIX E: Police Questionnaire**

## Akron- Battered Women's Shelter

The following questions will help us get a sense of how you feel about being in shelter and the services available. Please answer based on how you feel today. There are no right or wrong answers and your responses will in no way affect your stay here. This is intended to assist us in helping you through your process.

1. I can count on the counseling staff here to help me.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

2. I can count on the other women here to help me.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

3. I will ask for help.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

4. It was a good decision to come to shelter.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

5. I feel as though I have no control over my life.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

6. I am free to make decisions for myself.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

7. It is Ok to seek out professional help.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

8. It is important to have friends/family that understand domestic violence and will support me.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

9. I am a good mother for bringing my child/children here.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

10. I am not the cause of the abuse that brought me here.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

11. I am not ashamed that others know of my abuse.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

12. The way I responded to the abuse was the best I could do for me.

Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	2	3	4	9

### Police Responses to Processing Domestic Violence Cases

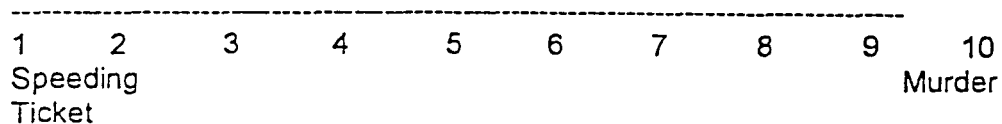
This questionnaire is part of the evaluation of The Domestic Violence Pilot Project. It will be used to measure the effectiveness of the project from the perspective of the police officers. Your responses to the questionnaire will be completely anonymous. We realize that there are a lot of differences from one domestic violence case to another. We would like you to think more generally about all the domestic violence cases to which you have responded in the past six months as you respond to each item on the questionnaire. Thank you for your help and cooperation.

SA = Strongly Agree    A = Agree    D = Disagree    SD = Strongly Disagree

- |  |    |   |   |    |
|--|----|---|---|----|
| 1. It is a waste of time to prosecute domestic violence cases.   | SA | A | D | SD |
| 2. Domestic violence cases are likely to result in a conviction.   | SA | A | D | SD |
| 3. I feel sympathetic toward the victim of domestic violence.  | SA | A | D | SD |
| 4. Many of the victims in domestic violence cases are over-reacting to the situation.                          | SA | A | D | SD |
| 5. I think it is often the victim's fault when domestic violence occurs.                                       | SA | A | D | SD |
| 6. Prosecution should proceed in domestic violence cases even if the victim is uninvolved or uncooperative.    | SA | A | D | SD |
| 7. Prosecution rewards the officer's hard work in domestic violence cases.                                     | SA | A | D | SD |
| 8. The prosecutor's office is cooperating with police on domestic violence cases.                              | SA | A | D | SD |
| 9. I feel like I can be part of the process in prosecuting domestic violence cases.                            | SA | A | D | SD |
| 10. I am willing to talk with the prosecutor and discuss the domestic violence cases with which I am involved. | SA | A | D | SD |
| 11. I think that domestic violence calls are emotionally draining for officers.                                | SA | A | D | SD |

- |   |    |   |   |    |
|---|----|---|---|----|
| 12. I feel that I get good support from my supervisors for investigating domestic violence cases. | SA | A | D | SD |
| 13. The justice system is responsive to my interventions in domestic violence cases.              | SA | A | D | SD |
| 14. I usually find out the result of domestic violence cases I investigate.                       | SA | A | D | SD |
| 15. I consider domestic violence less serious when drugs or alcohol are involved.                 | SA | A | D | SD |
| 16. Domestic violence is a private, family matter and police should not be involved.              | SA | A | D | SD |
| 17. Repeat calls to the same household for domestic violence are a waste of police time.          | SA | A | D | SD |
| 18. Victims often contribute to domestic violence.  | SA | A | D | SD |
| 19. Resorting to domestic violence can be an understandable response to life stresses.            | SA | A | D | SD |

20. Where would you place domestic violence cases on the scale below in terms of the seriousness of the crime? Place an X on the scale to indicate your response.



Questions for Second district Officers only:

- |  |    |   |   |    |
|--|----|---|---|----|
| 21. I am more likely to provide more detail in my reports since the supplemental report was initiated. | SA | A | D | SD |
| 22. I think the new supplemental reports are helpful in investigating domestic violence cases.         | SA | A | D | SD |
| 23. I do not like the new supplemental reports.  | SA | A | D | SD |
| 24. It is easier to investigate and respond to domestic violence cases than it was one year ago.       | SA | A | D | SD |
| 25. I seek out the prosecutor for domestic violence cases to discuss the case.                         | SA | A | D | SD |