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National Evaluation of The Rural Domestic Violence and Child Victimization Enforcement Grant Program

FINAL REPORT VOLUME I Executive Summary Evaluation Report

FINAL REPORT

Approved By: M Battle

Date: 11/14/02

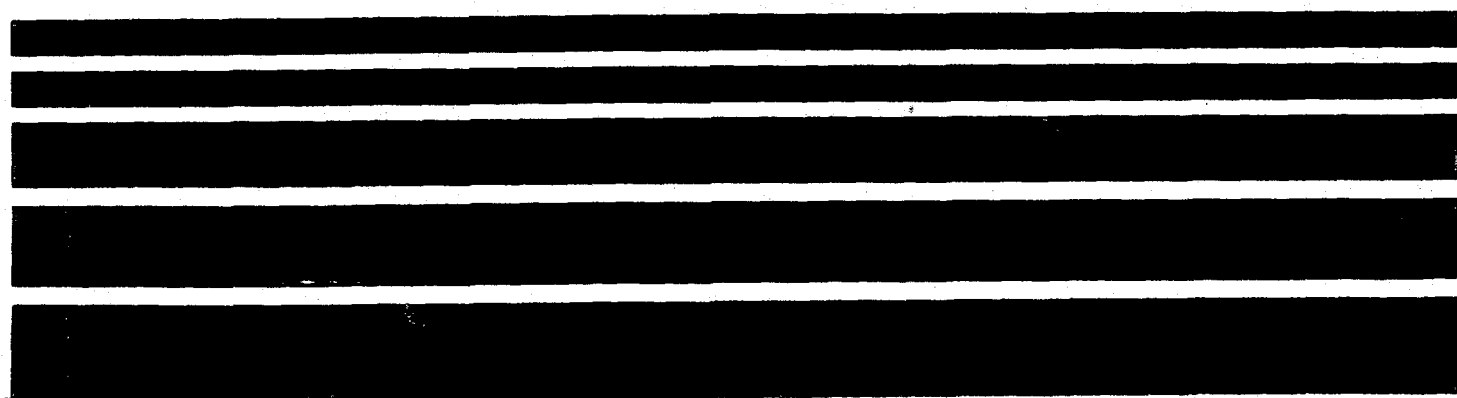
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July 2002



**COSMOS
CORPORATION**

National Evaluation of The Rural Domestic Violence and Child Victimization Enforcement Grant Program

FINAL REPORT

VOLUME I

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During the evaluation, we conducted telephone interviews with 89 grantees and site visits with 16 grantees. We appreciate the grantees' willingness to discuss their projects and to share their perspectives on the problems their projects were trying to address. Our interviews and visits were extremely valuable and the information the grantees shared with us contributed to an insightful analysis.

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Executive Summary

The National Evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program (National Rural Evaluation) was a quantitative and qualitative evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program (Rural program).¹ The program provides funding to states; local and tribal governments; and private or public entities in rural states to create or enhance collaborations among criminal justice agencies, service providers, and community organizations to enhance services and the response to victims of domestic violence.²

The National Rural Evaluation consisted of two phases: a process evaluation and an outcome evaluation. The process evaluation was conducted prior to the outcome evaluation to describe the 89 grantees funded in fiscal years 1996 to 1998 and the context and nature of grant activity. The outcome evaluation conducted an in-depth quantitative and qualitative analysis of the Rural program by identifying and assessing outcomes for nine grantees.

FINDINGS

The outcome evaluation used a nested ecological model framework to identify and assess outcomes achieved by nine grantees. Outcomes were derived from grant activities at multiple levels of a nested ecology (Bronfenbrenner, 1979; Dutton, 1996) defined by: 1) social and cultural norms (macrosystem); 2) institutional practices, policies, and services (exosystem); 3) linkages between systems (mesosystem); 4) social networks (microsystem); and 5) individuals. Using this framework, the evaluation team sought to answer the following questions:

- What were the desirable outcomes associated with the Rural program?
- What obstacles did the grantees encounter to achieving desirable outcomes?
- What rival hypotheses served as alternative explanations for the outcomes achieved by the Rural grantees?
- What were the lessons learned from the Rural program?

What Were the Desirable Outcomes Associated with the Rural Program?

Outcomes associated with the Rural program ranged from the macrosystem level to the individual level and included the following:

- ***Increased Community Ownership for Violence Prevention and Intervention.*** Community ownership involves a systemic response by the community. An example of community ownership included all of the following activities: 1) monthly meetings of a family violence council comprised of community members; 2) yearly community and school-based presentations on violence prevention and intervention; 3) posters with anti-violence messages placed on grocery store bags; 4) candlelight vigils for domestic violence victims; 5) prominent and consistent coverage of domestic violence in the local newspaper; and 6) a 911-pager system to allow police officers to notify advocates when they are responding to a domestic violence incident.
- ***Enhanced Investigation of Domestic Violence Cases.*** Efforts to enhance the law enforcement response to domestic violence cases included hiring bilingual officers to conduct outreach in migrant farmworker camps to explain the criminal justice system's response to domestic violence and provide ongoing support to victims through the reporting and prosecution process.
- ***Enhanced Prosecution of Domestic Violence Cases.*** Hiring a special prosecutor or implementing victim-less prosecution procedures were examples of enhanced prosecution of domestic violence cases.
- ***Established Partnerships Between Domestic Violence Programs and Child Protective Services by Placing Domestic Violence Advocates in Child Welfare Offices.*** Domestic violence advocates provided consultation on child welfare cases involving domestic violence and provided training on the dynamics of domestic violence. Domestic violence program staff also received training on child welfare policies and procedures.

- ***Increased Provision of Victim Services.*** Several grantees established services in rural areas without services and added culturally sensitive services to underserved populations.
- ***Established Task Forces, Coalitions, and Councils.*** Collaborations frequently included the range of professionals that serve domestic violence victims but sometimes included a broad segment of the community. For example, one council included police officers, pastors, bartenders, realtors, artists, retirees, activists, and students.
- ***Conducted Safety Audits.*** Audits assessed a community's position on issues related to domestic violence and its ability to respond to domestic violence. Segments of the community participating in safety audits included law enforcement, the judiciary, medical facilities, housing authorities, the clergy, victims, and businesses.
- ***Increased Collaboration among Member Programs of a Statewide Coalition.*** Increased collaboration through mechanisms such as cooperative programming to help ensure the sustainability of rural programs and maintain services for victims in rural areas.
- ***Increased Community Awareness of the Importance of Prevention Activities.*** Indications that the community became aware of the importance of prevention activities were the level and type of community support received by several grantees in the form of cash, in-kind donations, and volunteer hours.
- ***Increased Knowledge of Domestic Violence Following Training.*** Responses to pre- and post-tests conducted by grantees prior to and upon completion of training.
- ***Increase in Victims' Sense of Well-being and Safety.*** Self-reports of victims interviewed by the evaluation team in response to questions about working with a domestic violence advocate.

What Obstacles Did the Grantees Encounter to Achieving Desirable Outcomes?

Obstacles were encountered by almost all of the grantees that prevented them from achieving outcomes they had identified. Obstacles included:

- ***Lack of Previously Established Working Relationship.*** Where the grantees were attempting to provide services or facilitate collaboration with a target population or agency in which they had not worked with before, the time to build trust and establish a working relationship was extensive.
- ***Lack of an Established Mechanism or Willingness to Share Data.*** Where there was no link between systems, such as a computerized database, the ability to create such a mechanism proved to be an obstacle. The willingness of agencies to share data also was an obstacle.
- ***Eighteen-Month Funding Cycle.*** The interruption in funding of the Rural program proved to be an obstacle for grantees who were unable to find additional funding for the six-month gap between Rural grants.
- ***Staff Turnover.*** The difficulty in recruiting and retaining staff in rural areas was an obstacle for many grantees.
- ***Ethnic and Racial Discrimination.*** Where this was strong, it created an obstacle to providing services.

What Rival Hypotheses Served as Alternative Explanations for the Outcomes Achieved by the Grantees?

Contextual variables that served as alternative explanations for outcomes achieved by the grantees with Rural funding alone included:

- ***Other Interventions Instead of Program Activities.*** At several of the sites, other initiatives or programs to address domestic violence were ongoing concurrently, but not in collaboration with, the Rural grant program activities.

- ***Other Interventions in Interaction with Program Activities.***
All of the grantees received funding other than the Rural grant to implement program activities.
- ***The Desired Outcomes Are a Result of a Bigger Process That Accounts for the Relevant Outcome and for the Program Activities.*** Several grantees were part of larger community and statewide initiatives to end violence against women.

What Were the Lessons Learned from the Rural Program?

Findings of the National Rural Evaluation included elements of both performance and outcome evaluation. Performance evaluation compares actual performance with that planned in terms of both resource utilization and production, and includes such measures as number of clients served in order to measure the degree of success a program has achieved.³ While an impact evaluation of the Rural program was initially planned by the evaluation team, the availability of data decreased the feasibility of conducting a true impact evaluation. The lessons learned from conducting an evaluation of the Rural program were:

- ***Evaluation of Long-term Outcomes Associated with the Rural Program Requires Greater Capacity for Systematic Data Collection.*** Improved capacity for systematic data collection requires the availability of relevant data elements conceptually linked to grantee activities. Increasing this capacity for data collection requires integrated data collection systems across a wide array of community agencies, such as domestic violence services, law enforcement, the courts, child welfare agencies, and health and mental health systems. In addition, community survey data are an important compliment to these other sources of information for evaluating long-term outcomes of the Rural program. The ability to compare program outcomes to appropriate comparison or control conditions—while ensuring the safety of all family members—is necessary for even greater confidence in conclusions regarding outcomes.

- ***Grantees Funded under the Rural Program Employed Innovative Approaches in Their Efforts to Address the Problems of Domestic Violence and Child Victimization.*** Considerable barriers to addressing the problems of domestic violence and child abuse exist due, in part, to the unique geographical, environmental, cultural, social, and economic context defined by the rural areas across the United States and territories. Rural grantees have confronted these barriers by developing innovative approaches to identify domestic violence victims, provide services to victims and perpetrators, and to work with the communities in which they live.
- ***Community Buy-in and Enlisting the Participation of Key Stakeholders Was Essential for Successful Outcomes.*** The community and institutional acceptance or “buy-in” of common values was an important determinant in the successful implementation of grant activities within the Rural program. To the extent which community stakeholders shared a common vision of what could be done to ameliorate the problems associated with domestic violence and child abuse, the more likely they were to be successful in their efforts.
- ***Multiple Sources of Funding for Domestic Violence and Child Victimization Enhanced the Ability of Grantees to Leverage Resources to Accomplish More.*** Grantees who were able to coordinate the funding from the Rural program with other sources of funding were able to use resources already available through other funding sources and, therefore, increase their capacity for successful implementation of grant activities.
- ***The Rural Program Is Filling a Gap That Would Not Be Filled Without Such Federal Assistance.*** The gap consists largely of services to victims and their families - services that would not be available otherwise, or if available, are largely inaccessible due to geographic, economic, cultural, and other barriers - or inadequate program capacity.
- ***With Few Exceptions, Communities Have Not Been Able to Develop Mechanisms to Sustain Program Activities Without Rural Funding.*** The available funding through the Rural

grant has facilitated addressing the more immediate needs of victims in the community, leaving dedicated program staff little time to develop longer-term organizational funding to sustain their efforts.

METHODS

The outcome evaluation phase of the National Rural Evaluation used a combination of methods to identify the results of the Rural grantees' efforts in addressing domestic violence and child victimization. Methods included site visits and data collection through review of documentation and archival records, interviews, and direct observation. Data analysis included both qualitative and quantitative methods.

Site Selection

Nine grantees were selected for the outcome evaluation. All of the selected grantees were among the 16 sites that had received a site visit during the process evaluation and had received continuation funding in FY2000. The selection process included a review of grant documentation and process evaluation site visit reports to determine whether data sources were available to document long-term outcomes and whether program activities were sufficiently mature to warrant an outcome evaluation. A group of sites that represented the range of organizational types, program activities, priority areas being addressed, and targeted groups being served by the grantees was selected. The nine grantees selected for the outcome evaluation were:

- Florida Department of Children and Families;
- Inter-Tribal Council of California;
- Iowa's Office of Drug Control Policy;
- Lower Umpqua Victims' Services;
- Missoula County Office of Planning and Grants;
- North Dakota Council on Abused Women's Services;
- Oregon's State Office for Services to Children and Families;

- South Dakota Coalition Against Domestic Violence and Sexual Assault; and
- Vermont Center for Crime Victim Services.

Site Visits

Site visits were conducted from November 2000 to May 2001. The visits were two to three days in length and were conducted by two-person teams. The purpose of the site visits was three-fold:

- To conduct interviews and focus groups to collect qualitative data regarding changes in services, policies and practices, interagency collaboration, and the lives of victims.
- To examine whether the grant intervention or other factors (rival hypotheses) may have contributed to these changes.
- To collect quantitative data from criminal justice, health, and social service agencies to examine changes and trends relevant to grant activities.

Data Collection

Data was collected through review of documentation and archival records, interviews, and direct observation.

Review of Documentation. Documentation was reviewed for each of the grantees and included administrative documents, such as grant applications and progress reports; grant award documents; minutes of meetings conducted by the grantees; memoranda of understanding; evaluation reports and qualitative data compiled by local evaluators; a monograph, and newspaper clippings and articles appearing in the local media of the grantees.

Review of Archival Records. Archival records reviewed for the grantees included service records indicating the number of clients served; service data indicating the number of protection orders issued; a statewide database of child welfare cases; organizational records, such as organization charts and budgets; membership lists; census data; data from the National Incident-Based Reporting System, where available; and data from the National Court Information System, where available.

Interviews. Interviews conducted were of several type: open-ended, focused, and survey. Interviews were conducted with grant managers with the Violence Against Women Office, grantee program staff, agency staff, medical personnel, school personnel, law enforcement officers, attorneys, members of the judiciary system, community service providers, community members, service recipients, and elected officials. Interviews were conducted in-person and by telephone. Additionally, one survey was administered by e-mail.

Direct Observation. Direct observation was made throughout the two site visits conducted with the grantees to assess the socioeconomic conditions in the communities in which the grantees operated and to observe community settings where grant activities took place.

Data Analysis

Data analysis included qualitative and quantitative methods. Qualitative methods included the use of logic models. The nested ecological model served as a guiding framework in categorizing components of the logic model.

Qualitative Methods

The National Rural Evaluation used the case study design as the primary analytic tool (Yin, 1994). The case study design was selected because activities being evaluated were complex, community-wide interventions implemented in sites with very diverse characteristics. Differences in activities, target populations, and community characteristics make it difficult to find comparison or control groups.

Logic Models. A logic model depicted graphically the theory of each program in a way that linked program activities to program results. Logic models included the following elements: 1) relevant context in which grant activities were implemented; 2) key assumptions that formed the foundation of grant activities; 3) program activities of the grantees; and 4) outcomes achieved by the grantees following implementation of program activities.

The Nested Ecological Model as a Guiding Framework. An overriding conceptual framework for the evaluation was the nested ecological model, first developed by Urie Bronfenbrenner (1979) to explain human behavior in the context of larger systems in which the individual functions. The concept of "nested" interconnected systems provided a framework for viewing the activities of the Rural program as "transforming experiments [which involve] the systematic alternating and restructuring of existing ecological systems in ways that challenge the forms of social organization, belief

systems, and lifestyles prevailing in a particular culture or subculture” (Bronfenbrenner, 1979).

Quantitative Methods

Data analysis was conducted using the Statistical Program for Social Science (SPSS) and Microsoft Excel. Summary statistics were generated to compare the frequency of correct responses to pre- and post-tests conducted by one of the grantees to assess increased knowledge of domestic violence as a result of receiving training. Summary statistics also were used to compare the number of hours and percentage of time technology was used by member programs at two points in time.

A statistical examination of 2,217 child welfare cases in the state of Oregon was conducted by data analysts at the Oregon State Office for Services to Children and Families (SCF) and the Child Welfare Partnership at Portland State University for the Rural evaluators to identify outcomes for cases that had domestic violence advocate involvement.

ENDNOTES

1. This discretionary program (42 U.S.C. 13971), administered by the Office of Justice Programs, Violence Against Women Office, implements certain provisions of the Violence Against Women Act (VAWA), Title IV of the Violent Crime and Law Enforcement Act of 1994.
2. "Rural Domestic Violence & Child Victimization Enforcement Grant Program," Fiscal Year 1998 Application Kit, Office of Justice Programs, U.S. Department of Justice.
3. Bureau of Justice Assistance Evaluation Web Site, Glossary, www.bja.evaluationwebsite.org/html/glossary/p.html.

National Rural Evaluation

OVERVIEW

The National Evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program (National Rural Evaluation) Final Report is organized into two volumes. The first volume presents the findings from the outcome evaluation conducted with nine grantees and is divided into four sections: Background, Methods, Results, and Conclusions. The Background section describes the Rural Domestic Violence and Child Victimization Enforcement Grant Program and its priority areas, as defined by the Office of Justice Programs (OJP), as well as the purpose of the national evaluation. The Methods section describes the methodology used in the evaluation including the use of logic models and the nested ecological model as a conceptual framework for organizing outcomes, grantee activities, and assumptions underlying grant activities. The Results section presents the results of the grantees' efforts in addressing domestic violence and child victimization within the six OJP priority areas. The Conclusions section discusses the outcomes achieved by the grantees within the framework of the nested ecological model and the lessons learned from the evaluation of the Rural program.

The appendix of this volume contains a list of workshops that were available to the grantees and were conducted by Praxis International, the technical assistance provider for the Rural program.

Volume II contains site-specific outcome evaluation reports for the nine grantees that participated in the outcome evaluation. Each of these reports is organized into five sections: program description, a description of site visit activity, a description of the community context in which the grantee operated, presentation of the logic model, and conclusions.

BACKGROUND

The National Rural Evaluation was a quantitative and qualitative evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program (Rural program). This discretionary program (42 U.S.C. 13971), administered by the Office of Justice Programs, Violence Against Women Office (VAWO), implements certain

provisions of the Violence Against Women Act (VAWA), Title IV of the Violent Crime and Law Enforcement Act of 1994. The Rural program was developed to enhance the safety of abused women and children living in rural areas. The Rural program provides funding to states; local and tribal governments; and private or public entities in rural states to create or enhance collaborations among criminal justice agencies, service providers, and community organizations to enhance services and the response to women and children who are victims of domestic violence.¹ The program reflects the Department of Justice's commitment to improve the criminal justice system's response to battered women and sexually and physically abused children living in isolated rural communities and to enhance the response of rural communities to these victims.

Under the Rural Program, VAWO funded 19 grants in FY1996; 26 grants in FY1997; and 77 grants (33 new, 30 continuation, and 14 planning) in FY1998. The grants were made to: 11 tribal governments or entities therein, 45 governmental and private agencies in rural states, and 33 state governments in nonrural states on behalf of one or more rural jurisdictions.

The National Rural Evaluation was comprised of a process evaluation (Phase I) and an outcome evaluation (Phase II). The time period for the process evaluation was October 1, 1998 to May 31, 2000. The outcome evaluation began June 1, 2000 and was completed January 30, 2002.

The process evaluation assessed the implementation of grant activities for the 89 grantees funded in fiscal years 1996 to 1998. The process evaluation included review of grant documentation, phone interviews with all 89 grantees, interviews with VAWO grant managers, and site visits to 16 grantee programs. The grantees were selected for process evaluation site visits from information obtained during the phone interviews and interviews with VAWO grant managers. The purpose of the site visits was to further assess program implementation, relevant community context affecting problems or needs being addressed by the grantee, the expected results of grant funding, and the feasibility of conducting an outcome evaluation of the project during Phase II of the National Rural Evaluation.

The National Rural Evaluation built on the findings from the process evaluation in conducting the outcome evaluation. The outcome evaluation focused on nine of the 16 grantees who received site visits during the process evaluation. The purpose of this evaluation was to conduct an in-depth quantitative and qualitative evaluation of the Rural program.

Priority Areas Designated by the Office of Justice Programs

The objectives of the Rural grants in FY1996 and FY1997 were to promote the early identification, intervention, and prevention of domestic violence and child victimization; increase the victims' safety and access to services; enhance the investigation and prosecution of these crimes against women and children; and enhance the understanding of domestic violence and child abuse in rural communities. A special focus emphasized in the FY1998 grants was to develop innovative approaches to decrease the effects of geographic isolation, implement new policies and procedures to enhance the response of the criminal justice system, serve diverse and underserved populations, and increase the enforcement of intra- and interstate protective orders. Grantees were encouraged to develop partnerships between rural and tribal criminal justice systems, service providers and community agencies, and to provide training programs for police officers, prosecutors, judges, probation and parole officers, healthcare providers, teachers, and the clergy, thus promoting collaboration.

In sum, the funding priority was to promote innovative and effective approaches to assisting abused women and children in rural areas. The Office of Justice Programs was especially interested in funding projects that fell within the following priority areas:

- Decreasing the impact of geographic isolation on the victim and on the criminal justice system to enhance victim services;
- Developing a coordinated community response to domestic violence and child victimization;
- Implementing policies or protocols to enhance the criminal justice response to victims of domestic violence and child victimization;
- Developing partnerships among child protection workers, victim advocates, and the criminal justice system;
- Serving diverse and traditionally underserved populations in rural communities; and
- Increasing the enforcement of intra- and interstate protective orders.²

Purpose of the National Rural Evaluation

Process and outcome evaluation efforts are to be distinguished. According to definitions developed by the Bureau of Justice Assistance,³

“Process evaluation focuses on how a program was implemented and operates. It identifies the procedures undertaken and the decisions made in developing the program. It describes how the program operates, the services it delivers, and the functions it carries out. Like monitoring evaluation, process evaluation addresses whether the program was implemented and is providing services as intended. However, by additionally documenting the program’s development and operation, process evaluation assesses reasons for successful or unsuccessful performance, and provides information for potential replication.”

In contrast,

Outcome evaluation focuses on “identifying the results of a program’s effort. It seeks to answer management’s question, ‘What difference did the program make?’ It provides management with a statement about the net effects of a program after a specified period of operation. This type of evaluation provides management with knowledge about: 1) the extent to which the problems and needs that gave rise to the program still exist; 2) ways to ameliorate adverse impacts and enhance desirable impacts; and 3) program design adjustments that may be indicated for the future.”

In the National Rural Evaluation, a process evaluation was conducted prior to the outcome evaluation to address the following questions:

- Who were the rural grantees?
- What was the community context of grant activity?
- What populations did the grantees serve?

- What types of priority areas and objectives did the grantees pursue?
- What was the nature of grant activity?
- What progress did the grantees report in their progress reports?
- What was the nature of the grantees' evaluation activity?
- What were the grantees' overall impressions?

The purpose of the outcome evaluation was to conduct an in-depth quantitative and qualitative evaluation of the Rural program by identifying and assessing measurable outcomes. These outcomes were derived from grant activities at multiple levels of a nested ecology (Bronfenbrenner, 1979; Dutton, 1996) defined by: 1) social and cultural norms; 2) institutional policies and practices; 3) linkages between systems; 4) social networks; and 5) individuals. The outcomes were considered according to their level within the ecological model as well. Using this model as a framework, the following questions were addressed:

- What were the desirable outcomes associated with the Rural program?
- What obstacles did the grantees encounter to achieving desirable outcomes?
- What rival hypotheses served as alternative explanations for the outcomes achieved by the Rural grantees?
- What were the lessons learned from the Rural program?

METHODS

The outcome evaluation phase of the National Rural Evaluation used a combination of methods to identify the results of the Rural grantees' efforts in addressing domestic violence and child victimization. Methods included site visits and data collection through review of documentation and archival records, interviews, and direct observation. Data

analysis included both qualitative and quantitative methods. Each of these methods is discussed in this section.

Site Selection

Nine grantees were selected for the outcome evaluation. All of the selected grantees were among the 16 sites that had received a site visit during the process evaluation phase of the National Rural Evaluation. The selection process occurred in the following steps:

Step 1: The evaluation team reviewed grant documentation and grant applications for fiscal years 1999 and 2000 for the 16 sites that received site visits during the process evaluation phase. Those grantees that had not received continuation funding (n=1) were eliminated from the selection process.

Step 2: The evaluation team reviewed the process evaluation site visit reports to determine whether data sources were available to document long-term outcomes and whether program activities were sufficiently mature to warrant an outcome evaluation. Sites without data sources or mature program activities were eliminated from consideration (n=3).

Step 3: The evaluation team categorized the grantees by: 1) organization type; 2) rural versus non-rural state; 3) priority areas being addressed; and 4) types of data the grantees reported having access to.

Step 4: The evaluation team further categorized the grantees by types of evaluation-related activities the grantees had conducted. Types of evaluation-related activities included: 1) used an independent evaluator; 2) conducted a needs assessment prior to grant activities; 3) collected baseline data; 4) conducted any internal or external assessments, such as client surveys; 5) consistently tracked activities; 6) submitted up-to-date progress reports; and 7) had identified possible outcomes.

Step 5: The evaluation team met with NIJ and VAWO to discuss the pool of candidates (n=12) to participate in the outcome evaluation. It was agreed to select a group of sites that represented the range of organizational types, program activities, priority areas being addressed, and targeted groups being served by the grantees (n=10). Initially, 10 grantees were selected for the outcome evaluation. However, one of the sites, an FY1999 grantee, was unable to obtain funding to continue program activities when their Rural grant was exhausted and subsequently did not participate in the outcome evaluation due to the termination of program activities, resulting in a final group of nine grantees.

The nine grantees selected for the outcome evaluation were (see Exhibit 1 for the geographic location of each of the grantees):

- Florida Department of Children and Families;
- Inter-Tribal Council of California;
- Iowa Office of Drug Control Policy;
- Lower Umpqua Victims' Services;
- Missoula County Office of Planning and Grants;
- North Dakota Council on Abused Women's Services;
- Oregon State Office for Services to Children and Families;
- South Dakota Coalition Against Domestic Violence and Sexual Assault; and
- Vermont Center for Crime Victim Services.

A summary of the criteria met by the nine sites selected for the outcome evaluation is found in Exhibit 2. All of the sites selected had received continuation funding in FY2000. Four of the sites had hired an independent evaluator to assess the impact of their project. Five of the sites had conducted some type of internal evaluation activity, such as effectiveness of program activities, and seven of the sites had conducted some type of external evaluation activity, such as client or community surveys. Four of the sites had conducted a needs assessment prior to initiating grant activity. All of the sites selected for the outcome evaluation consistently tracked program activities, and had identified preliminary outcomes for grant activity. Eight of the sites had collected some type of baseline data, and all of the sites had data sources available to measure outcomes. Lastly, program activities were sufficiently mature at all of the nine sites to warrant an outcome evaluation.

Site Visits

The site visits were preceded by a series of conference calls with the grantees. The purpose of the conference calls was to orient the grantees to the structure and function of the upcoming site visit, facilitate the grantee's data collection activities, and to develop an

Exhibit 1

GRANTEES PARTICIPATING IN THE NATIONAL RURAL EVALUATION

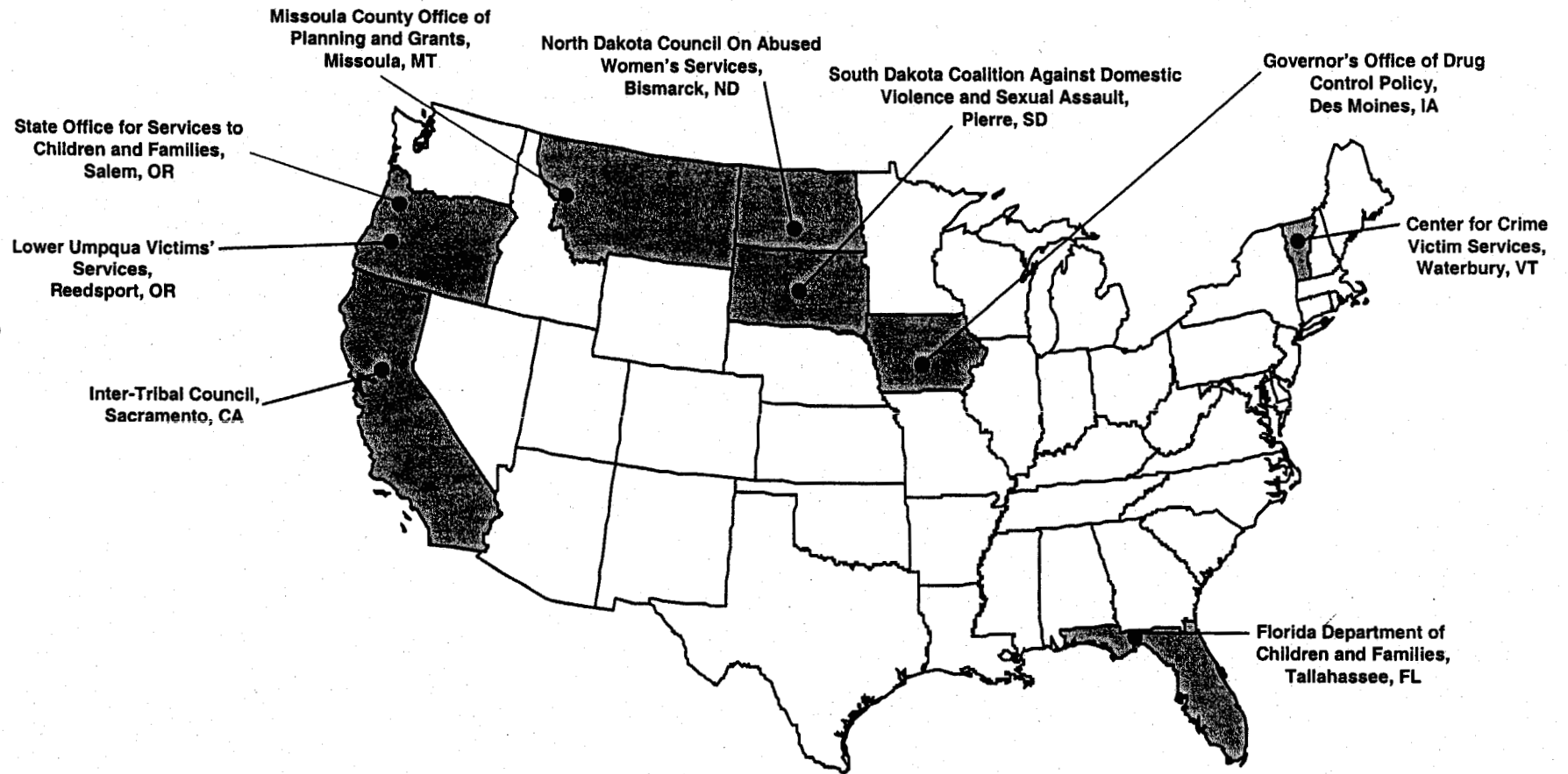


Exhibit 2

CRITERIA MET BY GRANTEES SELECTED FOR THE OUTCOME EVALUATION

Grantees	Agency Type			State		Priority Areas						Feasibility for Impact Evaluation ^a												
	Community-Based Organizations	Government Agencies	Tribes/Intertribal Organizations	Rural	Non-Rural	Geographic Isolation	Coordinated Community Response	Policies and Procedures	Enforcement of Protection Orders	Partnerships with CPS, DV, CJS	Underserved Populations	Continuation Funding	Independent Evaluator	Internal Evaluation Activities ^b	Needs Assessment Done	External Assessments ^c	Consistently Tracks Activities	Up-to-Date Progress Reports	Identified Outcomes	Collected Baseline Data	Computerized Data System	Data Sources Available	Program Activities Mature	
CA—Inter-Tribal Council			✓		✓	✓	✓			✓	✓			✓	✓	✓			✓	✓	✓	✓	✓	✓
FL—Dept of Children & Families		✓			✓	✓	✓			✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓
IA—Office of Drug Control Policy		✓		✓		✓	✓				✓		✓			✓	✓	✓	✓	✓	✓	✓	✓	✓
MT—Missoula County		✓		✓		✓	✓	✓		✓	✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
ND—Council on Abused Women	✓			✓			✓		✓		✓	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓
OR—Lower Umpqua	✓			✓		✓	✓				✓	✓				✓	✓	✓	✓	✓	✓	✓	✓	✓
OR—State Office for Svcs		✓		✓					✓		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
SD—Coalition Against DV	✓			✓		✓	✓	✓	✓		✓	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓
VT—Ctr for Crime Victim Svcs		✓		✓		✓	✓	✓		✓	✓	✓			✓	✓			✓	✓	✓	✓	✓	✓
Totals	3	5	1	7	2	7	8	3	2	3	6	9	4	5	4	7	9	2	9	8	3	9	9	9

^aAssessed during site visit and review of progress reports.

^bEffectiveness or impact of activities.

^cClient or comunity surveys.

agenda for the site visit. The focus of the conference calls was to begin finalizing the logic models and to explore the possibility of using additional study designs. During the conference calls, the grantees and evaluation team conducted the following activities:

- Reviewed the logic model that was developed during the process evaluation phase to verify program activities and identify (to the extent possible) desired short- and long-term outcomes.
- Identified potential data sources for measuring short- and long-term outcomes. The grantees were asked to collate this information (to the extent possible) to have available when the site visit team arrived.
- Scheduled or confirmed the date and timeline for the site visit.
- Developed an agenda for the site visit.

During the outcome evaluation phase, site visits were conducted from November 2000 to May 2001. The visits were two to three days in length and were conducted by two-person teams. The purpose of the site visits was three-fold:

- To conduct interviews and focus groups to collect qualitative data regarding changes in services, policies and practices, interagency collaboration, and the lives of victims.
- To examine whether the grant intervention or other factors (rival hypotheses) may have contributed to these changes.
- To collect quantitative data from criminal justice, health, and social service agencies to examine changes and trends relevant to grant activities.

The site visit team also spent time in consultation with program staff and other stakeholders to examine potential rival hypotheses. Rival hypotheses refer to factors that may account for program outcomes other than those intended to do so. Rival hypotheses may be perceived by the grantee as either positive or negative events or situations. The essential consideration is what alternative explanations may explain why a desired outcome occurred, other than efforts funded by the Rural grant. Type of rival factors include the following:

- Other interventions instead of program activities.
- Other interventions in interaction with program activities.
- Implementation of program was different than planned and thus accounted for positive or negative outcomes.
- A different theory of why the program activities produced the outcomes is a better explanation.
- The desired outcomes are a result of a bigger process that accounts for the relevant outcome and for the program activities as well. Thus, program activities cannot be considered to lead to the outcomes.
- A social, political, economic, or other contextual condition accounts for the result, instead of program activities.

To the extent possible, the site visit team reviewed outcome data. This review allowed the site visit team to utilize the program staff for the purpose of interpreting the information. If outcome data was not yet available, a primary task of the site visit team was to assist the grantees in identifying relevant indicators for the desired outcomes, engage in data collection activities, and facilitate the grantee's collection of data.

Data Collection

Data was collected through review of documentation and archival records, interviews, and direct observation. A discussion of each method used follows:

Review of Documentation. Documentation was reviewed for each of the grantees and included administrative documents, such as grant applications and progress reports submitted by the grantees for fiscal years 1996 to 2000; grant award documents issued by the Violence Against Women Office; minutes of meetings conducted by the grantees; memoranda of understanding; evaluation reports from local evaluators; qualitative data collected by local evaluators; a monograph written by one of the grantees, and newspaper clippings and articles appearing in the local media of the grantees.

Review of Archival Records. Archival records reviewed for the grantees included service records indicating the number of clients served; service data indicating the number of protection orders issued; a statewide database of child welfare cases;

organizational records, such as organization charts and budgets; membership lists; census data; data from the National Incident-Based Reporting System,⁴ where available; and data from the National Court Information System,⁵ where available.

Interviews. Interviews conducted were of several type: open-ended, focused, and survey. Interviews were conducted with grant managers with the Violence Against Women Office, grantee program staff, agency staff, medical personnel, school personnel, law enforcement officers, attorneys, members of the judiciary system, community service providers, community members, service recipients, and elected officials. Interviews were conducted in-person and by telephone. Additionally, one survey was administered by e-mail. In total, approximately 125 persons were interviewed for the outcome evaluation phase of the national evaluation.

Direct Observation. Direct observation was made throughout the two site visits conducted with the grantees to assess the socioeconomic conditions in the communities in which the grantees operated. The visits also allowed the evaluation team to observe community settings where grant activities took place including supervised visitation centers, shelters, courts, police stations, churches, hospitals, community centers, domestic violence programs, child welfare offices, and government agencies.

Data Analysis

Data analysis included qualitative and quantitative methods. Qualitative methods included the use of logic models to identify relevant context, key assumptions, program activities, and desired outcomes. The nested ecological model served as a guiding framework in categorizing components of the logic model. Information to complete the logic models was gathered through open-ended and focused interviews.

Quantitative methods used by the Rural evaluation team included summarizing responses from pre- and post-tests conducted by one of the grantees to examine the frequency of correct responses. The pre- and post-tests were given to assess increased knowledge of domestic violence as a result of receiving training. Additionally, the Rural evaluation team summarized responses to a technology survey that was conducted at two points in time to examine whether a change in the number of hours and percentage of time technology was used by member programs had occurred.

Lastly, a statistical analysis of 2,217 child welfare cases in the state of Oregon was conducted by data analysts at the Oregon State Office for Services to Children and Families and the Child Welfare Partnership at Portland State University for the Rural

evaluation team to identify the outcomes for cases that had the involvement of a domestic violence advocate.

Qualitative Methods

The National Rural Evaluation used the case study design as the primary analytic tool (Yin, 1994). The case study design was selected because activities being evaluated were complex, community-wide interventions implemented in sites with very diverse characteristics. Differences in activities, target populations, and community characteristics make it difficult to find comparison or control groups.

Logic Models. A logic model depicted graphically the theory of each program in a way that linked program activities to program results. It also was used to locate the theory of how each program operated within a specific context for which certain assumptions existed. Logic models showing the logical or plausible link between a grantee's activities and desired outcomes provided an excellent investigative framework. An important element of logic models is the rival hypotheses (Yin, 2000), which articulate alternative theories for explaining the observed outcomes. In this way, the logic model overcomes the potential criticism of ignoring alternative causal factors that may be related to relevant outcomes. Although the logic model alone does not allow one to prove that the preferred theory is the true causation, use of the rival hypotheses allows one to evaluate the theorized link between program activities and outcomes.

Logic models were developed during the process evaluation for the 16 grantees receiving site visits to help the evaluators identify project elements and current implementation status. These logic models were further elaborated in the outcome evaluation to include the following elements:

- **Relevant context** in which grant activities were implemented (e.g., Hmong community living within small rural town, few services available for gay and lesbian domestic violence victims, new domestic violence law requiring mandatory reporting of child witnesses to domestic violence);
- **Key assumptions** that formed the foundation of grant activities (e.g., bystanders can play a key role in preventing domestic violence, maintaining sovereignty is an important value in tribal groups);

- **Program activities** of the grantees categorized both within levels of the nested ecological model as well as by the Office of Justice Programs' priority areas;
- **Outcomes** achieved by the grantees following implementation of program activities or efforts. (A template of the logic model is presented in Exhibit 3.)

The units of analysis of variables collected for the outcome evaluation were at both the "individual" and "system or program" levels. Data at the system level reflected some characteristic of the program, organization, or system as a whole. Examples included the rate of domestic violence arrests or convictions reflective of police or prosecution efforts, consecutively. Data also reflected individual level outcomes. Individual level data refers to information about individuals, which is typically reported for a group of individuals. Examples include the individuals' reported satisfaction with the court's civil protection order intake program or reported level of safety following a shelter stay.

Triangulation of data, which refers to the process of examining multiple sources of data that speak to the same issue, also was used as a tool in analyzing available information about outcomes. That is, the extent to which different data sources point to the same conclusion, that conclusion is strengthened.

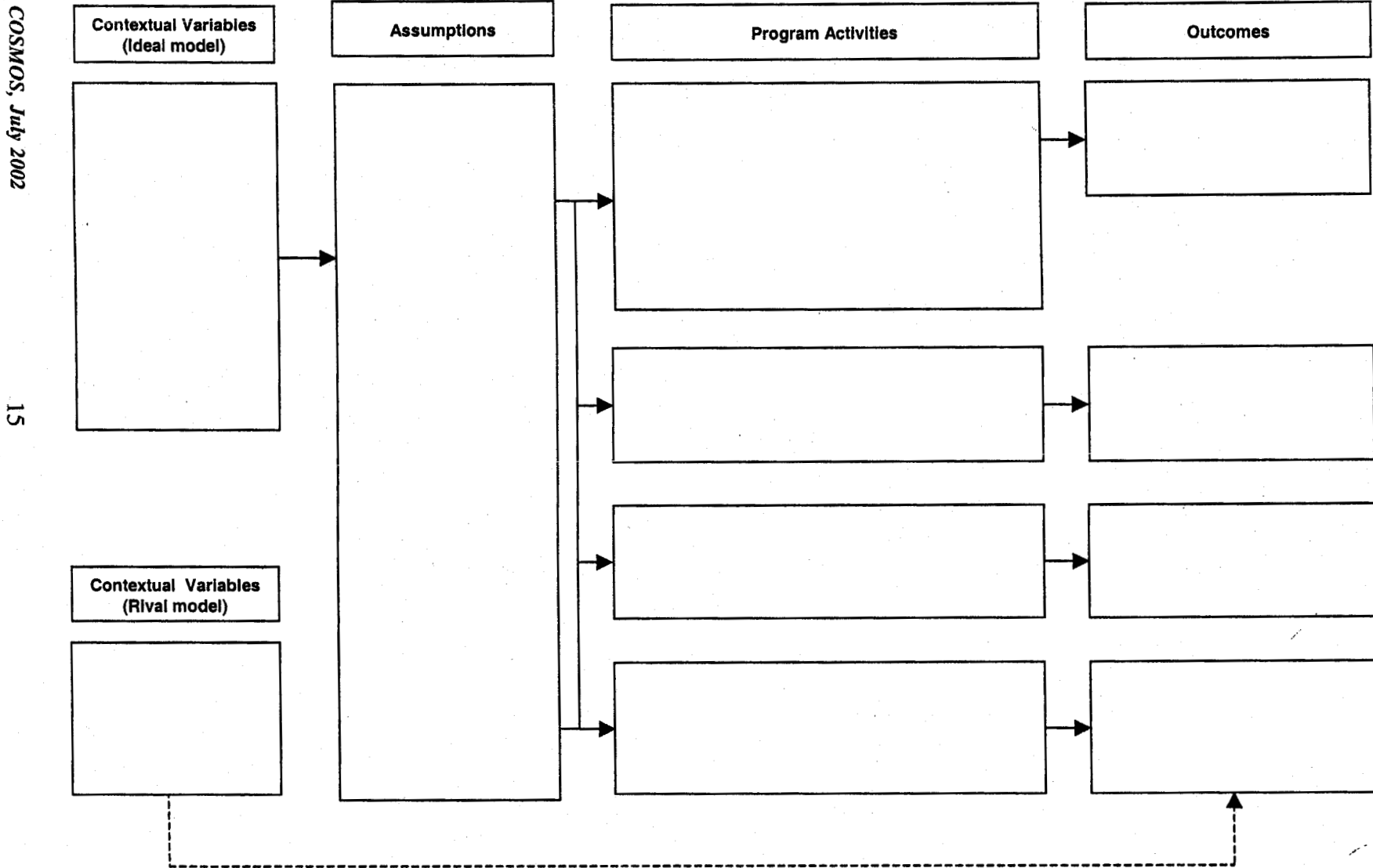
Further detail underlying the logic model includes the following:

- **Outcome indicators** refer to the specific observable and measurable phenomena reflective of the identified outcomes.
- **Data sources** are specified, indicating from what sources of information the outcome indicators were derived.
- **Data collection** methods and results summarize the methodology and results associated with specific data sources.

An important goal in developing logic models is to identify specific components of the community context that are relevant for explaining designated outcomes of particular program activities. The logic models capture those aspects of the community context in two ways. One is to identify those aspects of the community context that provide the foundation for understanding why the program activities produced the outcomes that were

Exhibit 3

PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL



Nested Ecological Model: (I) Macrosystem, (II) Exosystem, (III) Mesosystem, (IV) Microsystem, (V) Individual, and (VI) Chronosystem. **OJP Priority Areas:** (A) Decreasing the impact of geographic isolation; (B) Developing coordinated community response; (C) Implementing policies and procedures; (D) Developing partnerships among child protection workers, victim advocates, criminal justice system; (E) Serving diverse and traditionally underserved populations; and (F) Increasing enforcement of protection orders.

observed (or expected). These can be seen in each of the individual grantee logic models.⁶ The second is to identify other aspects of the community context that may be considered as rivals to the hypothesized explanation that program activities produced the outcomes. An example of the latter is other community or statewide initiatives being implemented concurrently with, but not in collaboration with, the grantee's program activities.

The Nested Ecological Model as a Guiding Framework. An overriding conceptual framework for the National Rural Evaluation was the nested ecological model, first developed by Urie Bronfenbrenner (1979) to explain human behavior in the context of larger systems in which the individual functions. It also has been used to describe the etiology of child maltreatment (National Research Council, 1993), to explain the batterer's domestic violence (Edelson and Tolman, 1992), and to place effective interventions with victims of domestic violence in a larger social context (Dutton, 1996). The concept of "nested" interconnected systems provided a framework for viewing the activities of the Rural program as "transforming experiments [which involve] the systematic alternating and restructuring of existing ecological systems in ways that challenge the forms of social organization, belief systems, and lifestyles prevailing in a particular culture or subculture" (Bronfenbrenner, 1979).

The nested ecological model, moreover, upholds the view that domestic victimization of women and children is closely tied to the concept of social control. Gagné (1992) writes that "social control is dependent on culture and social structure which condone men's domination of women and that without cultural acceptance of and structural support for men's authority over women, violence would be less effective as a means of social control." Accordingly, the nested ecological model provided a valuable tool for organizing information pertaining to the efforts of the rural and tribal grantees to impact domestic violence and child abuse within diverse social contexts (see Exhibit 4).

The nested ecological model assisted in identifying potential outcome measures at various conceptual levels within the larger social context, as well as categorizing Rural grantee activities and the assumptions underlying grant activities. Rural communities represent a unique configuration of contextual variables (Websdale, 1998) that warrant particular attention to social context. Levels of analysis within the nested ecological model included societal and cultural attitudes (macrosystem), institutional practices and policies (exosystem), collaborations between institutions or microsystem components (mesosystem), social networks and interactions within them (microsystem), the behavior and beliefs of individuals (individual), and the developmental history of all systems within the ecology (chronosystem). The assumptions underlying activities of the Rural grantees by levels of the nested ecological model are shown in Exhibit 5.

Exhibit 4

OUTCOMES BY LEVEL OF THE NESTED ECOLOGICAL MODEL

Level of Nested Model	Examples of Desired Outcomes
<p>Macrosystem (I) Societal and cultural attitudes, beliefs, trends, norms, "blueprints," social, economic, and political conditions.</p>	<ul style="list-style-type: none"> ● Improved understanding of the phenomena of domestic violence; and ● Changing social norms that indicate intolerance for domestic violence.
<p>Exosystem (II) Institutional practices, policies, and services including those that specifically relate to violence against women.</p>	<ul style="list-style-type: none"> ● Increased identification of domestic violence and child abuse by law enforcement, courts, health care facilities, schools, faith institutions, and other social institutions; and ● Enhanced arrest, investigation, and prosecution of domestic violence and child abuse crimes.
<p>Mesosystem (III) Linkages and collaborations between microsystem components.</p>	<ul style="list-style-type: none"> ● Increased institutional collaboration and coordination of services for domestic violence victims and their children, and of efforts to hold domestic violence offenders accountable.
<p>Microsystem (IV) Social networks and interactions within them that involve particular domestic violence offenders, victims, and their children, as well as other family members, friends, colleagues, and bystanders.</p>	<ul style="list-style-type: none"> ● Increased neighborhood (or community) awareness of the importance of prevention activities; ● Increased bystander participation in domestic violence situations; and ● Increased participation by extended family, friends, and workplace colleagues.
<p>Individual (V) The behavior, beliefs, attitudes, and abilities of individuals including domestic violence offenders and victims.</p>	<ul style="list-style-type: none"> ● Decrease in domestic violence offenses; ● Decrease in child abuse offenses; ● Increase in victims' use of effective community resources for protection from domestic violence; and ● Increase in victims' sense of well-being and safety.
<p>Chronosystem (VI) (Edelson & Tolman, 1992) Developmental history of all systems within the ecology as they change over time from the individual to the macro-system levels.</p>	<ul style="list-style-type: none"> ● Although, theoretically, outcome measures could be developed that reflect change over time at the various levels of the nested ecological model, outcome measures are typically not defined in this way.

Exhibit 5

ASSUMPTIONS BY LEVEL OF THE NESTED ECOLOGICAL MODEL

Level of Nested Model	Assumptions Underlying Grant Activity
<p>Macrosystem (I) Societal and cultural attitudes, beliefs, trends, norms, "blueprints," social, economic, and political conditions.</p>	<ul style="list-style-type: none"> ● Knowing a community's beliefs about domestic violence will help gauge the community's receptiveness to change and provide information on possible intervention points. ● Domestic violence and child abuse are frequently linked within families. ● Increasing tribal knowledge about domestic violence and pre-contact history will help resurrect non-violent traditions. ● Poor economic conditions will prevent local funders from contributing financially to projects.
<p>Exosystem (II) Institutional practices, policies, and services including those that specifically relate to violence against women.</p>	<ul style="list-style-type: none"> ● A community organizing approach will empower a community to take ownership for developing new solutions and service provision. ● Isolation of victims allows domestic violence to occur and must be attacked to address domestic violence. ● Training and technical assistance will enhance law enforcement's response to domestic violence. ● Training of service providers and other professionals will enhance the quality and extent of domestic violence services. ● Providing legal advocacy training that also addresses the jurisdictional issues existing among nine tribal court systems that intersect with state and federal criminal justice systems will enhance services to victims. ● Culturally relevant services for Native American women will enhance the service provider's response to domestic violence victims, and increase the likelihood that Indian victims will access services. ● Technical assistance efforts must be maintained for reservation and rural programs to ensure sustainability. ● Integrated policies and procedures between child welfare agencies and domestic violence programs will enhance victim safety by improving service delivery to victims and their children. ● Hiring local women of color to conduct outreach activities will increase the likelihood that women of color in rural areas will seek assistance. ● Hiring bilingual staff to conduct outreach activities in migrant farmworker camps will increase access to services and ease fears of deportation. ● Providing domestic violence training in rural counties will lead to the development of procedures for identifying victims in these areas. ● Providing domestic violence training to non-traditional service providers will increase identification of domestic violence and referrals to available services. ● Increasing tribal community awareness will lead to more tribal sanctions for domestic violence.

(Continued on next page)

Exhibit 5 (Continued)

Level of Nested Model	Assumptions Underlying Grant Activity
<p>Mesosystem (III) Linkages and collaborations between microsystem components.</p>	<ul style="list-style-type: none"> ● The <i>process</i> of working with the community is important to allowing solutions to develop. ● Change will occur when people feel responsible for strengthening alliances. ● Enhanced technology will improve services to victims. ● Isolation of victims can be minimized by increasing the awareness of services and the recruitment of community professionals. ● Cooperative programming between urban, rural, and reservation programs will improve services to victims and help ensure sustainability of programs. ● Stronger relationships among all agencies that encounter domestic violence will enhance the safety of victims. ● Collaboration with local non-tribal agencies will infuse culturally competent domestic violence materials and messages into the community.
<p>Microsystem (IV) Social networks and interactions within them that involve particular domestic violence offenders, victims and their children, as well as other family members, friends, colleagues, and bystanders.</p>	<ul style="list-style-type: none"> ● Increasing community awareness will increase bystander participation in preventing domestic violence. ● Providing education in schools will help prevent domestic violence. ● Training and community education efforts are needed to increase the understanding of the dynamics of domestic violence. ● Public awareness will be raised through the distribution of domestic violence materials. ● Victims will be better supported if the community understands and acknowledges domestic violence. ● Victims will be better supported if service providers develop and implement collective strategies to combat domestic violence.
<p>Individual (V) The behavior, beliefs, attitudes, and abilities of individuals including domestic violence offenders and victims.</p>	<ul style="list-style-type: none"> ● Providing services to children who witness domestic violence will lessen their anxiety and provide coping skills. ● More domestic violence victims will be served if services are provided locally. ● Collaboration between child welfare agencies and domestic violence programs will decrease victims' fears of the agency and improve their understanding of the agencies' policies and procedures. ● Safer domestic violence victims means safer children.
<p>Chronosystem (VI) (Edelson & Tolman, 1992) Developmental history of all systems within the ecology as they change over time from the individual to the macrosystem levels.</p>	<ul style="list-style-type: none"> ● Historically, there have been few services for domestic violence victims including adequate prosecution or law enforcement response.

Interviews. A combination of open-ended and focused interviews were conducted with grantee staff. Open-ended interviews were used to gather qualitative evidence of the changes grantee staff had observed in the community before and after funding was received from the Rural grant program. Open-ended interviews also were conducted with grant managers from the Violence Against Women Office prior to the site visits to obtain any relevant information about the site, to be alerted to any potential problems experienced by the site, and to obtain any information about specific issues that might be particularly helpful in conducting a successful outcome evaluation with the site.

Focused interviews were conducted with grantee staff to refine the logic model. Specifically, interviews were conducted to confirm community context information, identify actual versus planned activities, anticipated outcomes from grant activity, and identify possible rival factors that may account for outcomes achieved by the grantees.

Quantitative Methods

Data analysis was conducted using the Statistical Program for Social Science (SPSS) and Microsoft Excel. Summary statistics were generated to compare the frequency of correct responses to pre- and post-tests conducted by one of the grantees to assess increased knowledge of domestic violence as a result of receiving training. Summary statistics also were used to compare the number of hours and percentage of time technology was used by member programs at two points in time (1999 and 2001).

A statistical examination of 2,217 child welfare cases in the state of Oregon was conducted by data analysts at the Oregon State Office for Services to Children and Families (SCF) and the Child Welfare Partnership at Portland State University for the Rural evaluators. The analysis sought to identify outcomes for cases that had domestic violence advocate involvement. The analysis compared 937 cases within the three target branches, in which domestic violence advocates were assigned to 207 of the cases, to 1,280 cases from three comparison branches that did not have domestic violence advocates. The analysis assessed outcomes among three categories of cases: 1) cases with advocate involvement in the target branches; 2) cases without advocate involvement in the target branches; and 3) cases in the comparison branches.

RESULTS

A special focus of the FY1998 Rural grants was to develop innovative approaches to decrease the impact of geographic isolation, develop coordinated community responses to domestic violence, implement new policies and procedures to enhance the response of the criminal justice system, serve diverse and underserved populations, and increase the enforcement of intra- and interstate protective orders. Grantees were encouraged to develop partnerships between rural and tribal criminal justice systems, service providers and community agencies, and to provide training programs for police officers, prosecutors, judges, probation and parole officers, healthcare providers, teachers, and the clergy, thus promoting collaboration. The results of the grantees' efforts in addressing these priority areas is discussed in this section.

1. Decreasing the Impact of Geographic Isolation on the Victim and on the Criminal Justice System to Enhance Victim Services

Because rural battered women and children are often geographically isolated, the intent of this priority area is to fund programs that help rural battered women and children connect with the criminal justice system, legal assistance, and social services. Five grantees choose to address this priority area by establishing or expanding victim services (Iowa, Oregon/LUVS, Montana, South Dakota, and Vermont), hiring a special prosecutor (Iowa) or crime victim advocates (Montana) to provide legal assistance, and connecting member programs through technology (South Dakota). A description of each of the grantees' results in this priority area by type of program area (victim services, legal services, and technology) follows.

1.1. Victim Services

Iowa. The opening of Domestic Violence Education & Shelter (DoVES) in November 1998 reestablished services in Mills (population of 14,547), Montgomery (population of 11,771), and Page (population of 16,976) counties. The area had been without domestic violence services since the closure of a prior domestic violence program in Mills County in 1997. By January 1999, the project had hired three advocates and established a satellite office in each county. Services provided by DoVES include 24-hour crisis lines; shelter assistance; support services; and medical, court, and personal advocacy.

Prior to the opening of DoVES, victims needing assistance had to contact agencies outside of the area to receive services. The Family Crisis Support Network in Cass

County and Catholic Charities in Pottawattamie County are the closest programs and were the agencies that received most of the calls from victims during the period the area was without services. Staff from the Family Crisis Support Network in Cass County and Catholic Charities in Pottawattamie County reported an increase in the number of calls from the area after the program in Mills County closed in 1997. Staff also reported that the number of calls from the three-county area decreased approximately 50 percent (the exact number was unknown) since DoVES opened.

From January 1999 (when DoVES began serving clients) to June 2001 (the latest date for which data was available), a total of 489 victims were served by DoVES.⁷ From January 1999 to December 2000, DoVES advocates assisted women with 101 protection order filings (35 women in Mills County, 44 in Montgomery County, and 22 in Page County).⁸

Oregon/LUVS. Prior to the creation of Lower Umpqua Victims' Services (LUVS) in 1996, there were no domestic violence services available in Reedsport (population of 4,378). Victims seeking services had to travel 150 miles roundtrip to Roseburg, the county seat and location of the most comprehensive services available in the county, which includes the county courthouse and a partnership between the local domestic violence program and child protective services that enable both agencies to offer intensive services to families experiencing domestic violence.

In 1996, 121 domestic violence victims were served (see Exhibit 6). By 2000, the number of client contacts had increased and 563 domestic violence victims were served. The number and type of services provided by LUVS have increased (and sometimes doubled) each year from 1996 (240 total services) to 2000 (1,618 total services). Information and referral was the service provided most often, followed by crisis intervention, criminal justice support, and advocacy.

Montana. The Missoula County Office of Planning and Grants used Rural funding in 1998 to fund two coordinator positions at the YWCA's shelter: a night coordinator and a follow-along and weekend activities coordinator. The night coordinator participates in all night-time shelter activities, serves as the night shift supervisor, and responds to the crisis hotline. The follow-along and weekend activity program coordinator plans, coordinates, and implements weekend and evening activities at the shelter. The follow-along program coordinator works in collaboration with the children's coordinator (a position funded through VOCA) and both provide follow-up services to children and families who leave the shelter and may need help linking to other services in the community or may want to receive supportive services.

Exhibit 6

**PROGRAM SERVICES DATA FOR LOWER UMPQUA VICTIMS'
SERVICES, 1996-2000**

	1996	1997	1998	1999	2000
Type of Victimization					
Victims of domestic violence	86	119	194	367	477
Child victim of domestic physical abuse	8	6	2	13	3
Child victim of domestic sexual abuse	2	2	4	6	14
Adult victim of domestic sexual assault	0	0	0	0	18
Adult survivor of domestic incest	12	4	0	0	10
Other victim of DV crime	10	37	35	15	41
Total DV Client Contacts	121	173	235	628	563
Type of Services Provided					
Crisis Intervention	64	69	104	158	272
Police Call-Out	0	0	0	0	35
Hospital Call-Out	0	0	0	0	2
Support Group	14	9	2	32	99
Info & Referral	58	118	148	237	513
Criminal Justice Support	6	23	67	110	248
Safe Housing	4	3	2	13	12
Emergency Financial Assistance	3	3	6	4	16
Personal Advocacy	17	42	80	181	225
Assistance with Compensation Forms	0	3	2	0	17
Restraining Orders	8	0	40	34	41
Transportation	0	0	0	5	28
Other	0	30	0	0	110
Total Services Provided	240	384	578	1,056	1,618

Source: Lower Umpqua Victims' Services

From July 1998 to June 2000, 159 children received direct services through the Children's Program.⁹ Services included group sessions, one-on-one time, field trips, helping the children have fun at the shelter, arranging birthday parties, and meeting with school personnel. From February 2000 through November 2001, eight families received direct services through the Family Services Program.¹⁰ Services included supportive services, legal advocacy, assistance with immigration issues, and assistance with the individual education plan (IEP) process at school.

South Dakota. In FY1998, the South Dakota Coalition Against Domestic Violence and Sexual Assault (Coalition) established or expanded services to women in underserved rural areas in three locations—Faith (Meade County, population of 24,244 with 7 persons per square mile), Martin (Bennett County, population of 3,554), and Winner (Tripp County, population of 6,278).

The Coalition contracted with Crisis Intervention Shelter Services (CISS) in Sturgis (located on the western border of Meade County) to establish satellite services in Faith (located 105 miles away on the northeastern border of the county). Faith has a population of 571 and is a very conservative town, where many women may not shop without men, join women's or church organizations, or go to county fairs with their children alone. An advocate from Sturgis began conducting outreach activities in Faith three days per week in December 1998. Activities included meeting with members of the community action team and the local police chief; distributing flyers at local businesses; placing small advertisements in the local newspaper to publicize the services available; and generally making a concerted effort to be seen in the community—e.g., shopping in town and eating lunch at the local café.

Results of the advocate's outreach efforts in Faith included the following:

- Acquisition of donated office space, utilities, and furnishings from the community action team (CAT) in a building that houses the food pantry, clothing, emergency services, and community gardens.
- Inclusion of CISS flyers in the 50 food boxes that are packed each month by CAT.
- Permission from local businesses to display program brochures, Silent Witness exhibits, and flyers on the premises. Business owners call the advocate when supplies need to be replenished.

- Frequent calls from the police to the advocate when they encounter women who may have been battered, even if their contact with the women is not the result of a reported domestic disturbance.

From December 1998 to January 2001, 85 victims received direct services from the advocate in Faith, which included support services, transportation, protection order assistance, and information.¹¹ Of the contacts, 47 were white and 38 were Native American; 12 were follow-up or ongoing contacts. Additional contacts for services were received from a total of eight other counties (Butte, Charles Mix, Harding, Lawrence, Moody, Pennington, Perkins, and Ziebach) due to increased awareness that CISS was providing outreach advocacy to women in rural areas and the lack of services in surrounding counties. For example, the Harding County State's Attorney called the advocate to see if she would provide assistance with a protection order to a woman in that county.

In Bennett County, services are provided through a program called People Against Violence and Emotional Stress (PAVES), which is located in Martin (population of 1,106). Martin had a church-based program prior to the Rural grant that was run by the church secretary and a volunteer. Once the program ended, the area was without formal services (volunteers continued to provide referral services and transportation) for several years until funding was received under the Rural grant. The closest shelter is 60 miles away. The Coalition hired an advocate (one of the volunteers who had been providing referral and transportation services) in August 1998 to provide services, including a crisis line. The advocate works out of her home and from office space provided by a local Presbyterian Church. From August 1998 through January 2000, the advocate in Martin served 55 victims.¹² News of the crisis line, which was not advertised because there were not enough volunteers to staff it, spread by word of mouth.

In Winner (population of 3,137), a former domestic violence program closed in the early 1990s, and the area was without domestic violence services for several years until the Rural grant reestablished services in 1998. The grantee contracted with the Winner Family Resource Center to implement a domestic violence program. Two staff members were employed part-time and worked out of an office in the Tripp County courthouse. The judge presiding over Tripp County was very supportive of the program and authorized the program staff to keep protection order applications in its office so that victims could apply for an order at the program's office, with the help of an advocate, rather than requiring victims to go to the clerk of the court's office.

In Winner, the domestic violence program served a total of 40 victims (21 Native American, 19 white) from October 1998 to February 2000.¹³ In 1999, the Winner Family Resource Center applied and received funding (not from the Rural grant) for a supervised visitation center thus expanding its services. The center subsequently received state funding under the Victims of Crime Act, Family Violence Prevention Services, STOP, and Emergency Housing programs and was able to sustain the domestic violence program without Rural funding in FY2000.

Vermont. The Center for Crime Victim Services used FY1998 funding under the Rural grant to establish and maintain a supervised visitation center at the Lamoille Family Center. Ninety percent of the families seen at the family center are in relation to domestic violence issues and families are usually involved with the family center for six to eight months. The Rural grant also was used to address a lack of transportation and phone services with financial assistance for transportation, gas, bus tickets, U-Haul rentals, and installation or restoration of phone service, including the purchase of phone cards, cell phones and cell service.

The family center reported 213 supervised visits, totaling 388 hours for FY1999 and 216 visits totaling 402 hours for FY2000.¹⁴ In January 2001, staff from the family center began interviewing parents who had used the center in the past to receive feedback on the parents' experiences with the center. Staff hoped to interview 35 parents, which would represent at least 50 percent of past participants. As of August 2001, staff had interviewed 11 parents. A summary report, prepared by the family center, included the following trends in the feedback from the 11 parents:

- Custodial and nonresidential parents saw the family center site as a very good or excellent place for visits related to the categories of safety, comfort, variety of space and activities, and location;
- Both parties rated the monitors high in the areas of fairness and objectivity, non-intrusiveness, and appropriateness of supervision;
- The staff were rated very good and excellent in the areas of fairness and objectivity, adequately addressing client needs and concerns, and courtesy and helpfulness; and

- The overall program was rated excellent by all past participants in the areas of safety, neutrality, adequately addressing needs and concerns, and level of success.¹⁵

In terms of transportation, domestic violence programs transported an average of 100 women and children approximately 1,000 miles per 6-month period from July 1998 to July 2001. Data on the exact number of women and children transported and the exact number of miles transported for each 6-month period was not available.

1.2 Legal Services

Iowa. A special prosecutor was hired for Domestic Violence Education & Shelter in January 1999 to investigate and prosecute domestic abuse cases in Mills, Montgomery, and Page Counties, and provide technical assistance for law enforcement officers and domestic violence advocates.

During 1999, the special prosecutor increased the conviction rate of domestic abuse cases in the three-county area to between 63 to 76 percent, which was above the state average conviction rate of 59 percent. Statistics gathered by the special prosecutor for the number of charges filed and the outcome of domestic abuse cases in each of the three counties from January 1999 to December 1999 are presented in Exhibit 7.¹⁶

Exhibit 7

NUMBER OF CHARGES FILED BY THE SPECIAL PROSECUTOR AND OUTCOME OF DOMESTIC ABUSE CASES IN MILLS, MONTGOMERY, AND PAGE COUNTIES FOR 1999

	Mills County	Montgomery County	Page County
Number of charges filed	53	122	38
Guilty as charged	31	63	26
Amended guilty	4	14	3
Dismissed/acquitted	13	33	6
Pending	3	8	3
Failure to appear	2	4	0
Conviction rate ^a	66%	63%	76%

^aThe state conviction rate in 1999 was 59 percent.
Source: Iowa Governor's Office of Drug Control Policy

To assess trends in the criminal justice system response to victims of domestic violence, the evaluators reviewed statistics from the Iowa Court Information System to compare the rate of convictions and disposed charges for domestic abuse charges during 1998 and 1999 in the three targeted counties (Mills, population of 14,547; Montgomery, population of 11,771; and Page, population of 16,976) and three neighboring counties (Adams, population of 4,482; Taylor, population of 6,958; and Union, population of 12,309) that do not have a special prosecutor.¹⁷ (See Exhibit 8.) With one exception (Mills County in 1999), the rate of convictions in all of the targeted counties with a special prosecutor were higher in 1998 and 1999 than any of the neighboring counties without a special prosecutor.

Evaluators also reviewed reported crime statistics from the Iowa Department of Public Safety to assess the change in rate of domestic abuse incidents reported by law enforcement agencies in Montgomery and Page Counties and the three neighboring counties of Adams, Taylor, and Union from 1996 to 2000. (See Exhibit 9.¹⁸ The data are presented graphically in Exhibit 10. With one exception in 1996, Mills County had not submitted data for inclusion in Iowa's Incident-Based Crime Reporting System and is not included in Exhibits 9 and 10 due to insufficient data.)

As generally can be seen in the graphs in Exhibit 10, the reported rates of domestic abuse charges were highest in the targeted counties in 1997 and 1998—when the area was without a special prosecutor and a domestic violence service provider. DoVES opened in November 1998 and the special prosecutor was hired in January 1999. In 1999, DoVES served 195 new (unduplicated) victims. In 2000, it served 224 new (unduplicated) victims. The reduction in rate of domestic violence in the targeted counties within the year after the addition of a domestic violence advocate and special prosecutor suggests that the outcome of the additional services may be the decrease in the occurrence of domestic violence. While, in some cases, the rate for neighboring counties also is a decrease, that pattern is not consistent (with the exception of Union county, which has a very low base rate of domestic violence occurrence). Additional data would be required to confirm this hypothesis.

Montana. Two crime victim advocate positions were created by the Missoula County Office of Planning and Grants with the STOP grant in fiscal year 1995. That year, the number of advocate-assisted temporary orders of protection (TOPs) reached 56 percent of all TOPs issued in the county. In fiscal year 1996, the Rural grant funded an assistant for the two crime victim advocates to help with the increased amount of paperwork. In March 2000, the assistant position was abolished in order to hire an additional crime victim advocate that is funded half-time under the Rural grant. At the

Exhibit 8

**NUMBER AND RATE OF CONVICTIONS AND DISPOSED CHARGES
FOR DOMESTIC ABUSE CHARGES IN
TARGETED AND NEIGHBORING COUNTIES FOR 1998 AND 1999**

	Convictions 1998		Disposed Charges 1998		Convictions 1999		Disposed Charges 1999	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
Targeted counties								
Mills	11	75.6	36	247.4	7	48.1	37	254.3
Montgomery	9	76.4	37	314.3	29	246.3	80	679.6
Page	28	164.9	36	212.1	27	159.0	37	217.9
Neighboring counties								
Adams	3	66.9	4	89.2	4	89.2	4	89.2
Taylor	4	57.4	10	143.7	5	71.8	10	143.7
Union	3	24.3	15	121.8	7	56.8	21	170.6

Source: Justice Data Warehouse, Iowa Court Information System.

Exhibit 9

**RATE AND NUMBER OF DOMESTIC ABUSE
INCIDENTS PER 100,000 POPULATION
BY STATE AND COUNTY, 1996-2000**

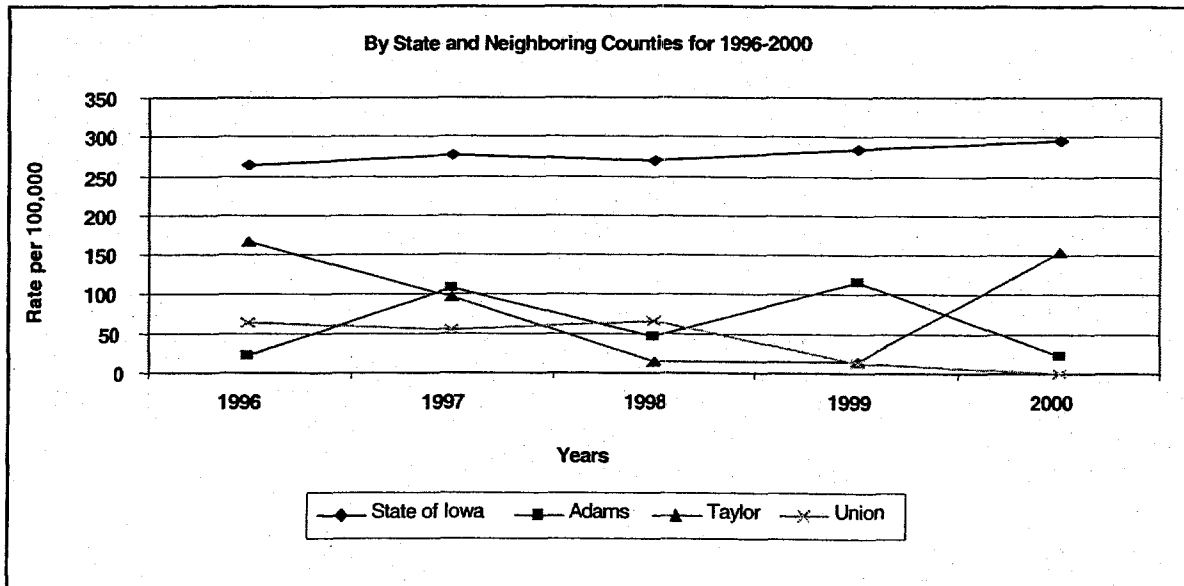
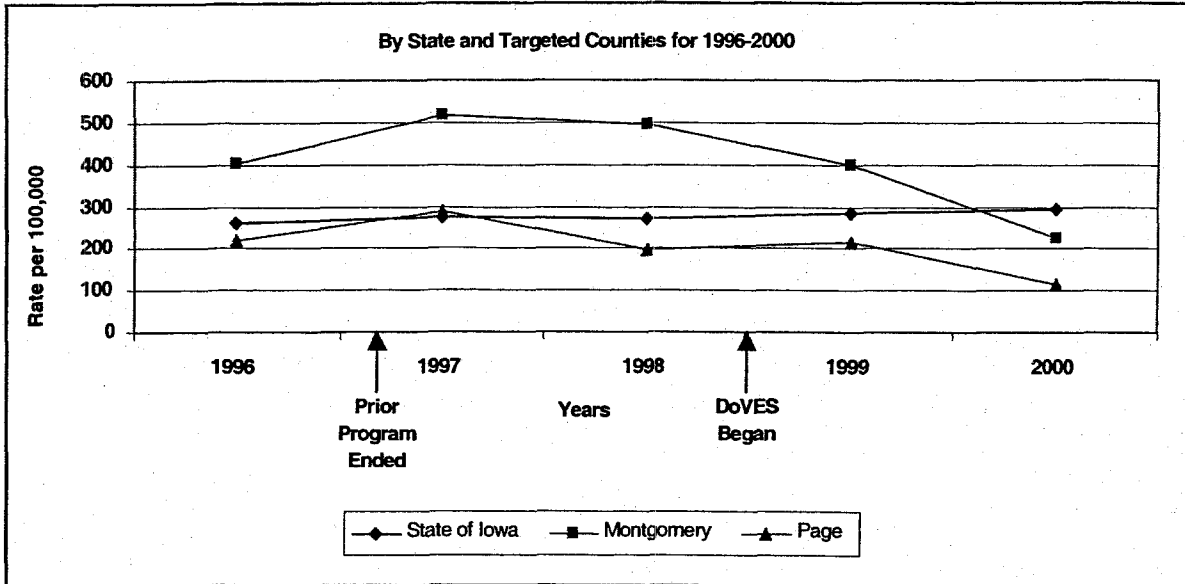
	1996		1997		1998		1999		2000	
	Rate	Number	Rate	Number	Rate	Number	Rate	Number	Rate	Number
State of Iowa	263.0	6,163	276.3	6,477	269.2	6,432	283.2	6,963	294.5	7,343
Targeted Counties: (a)										
Montgomery	404.3	49	519.8	63	493.8	59	400.5	25	223.0	14
Page	219.3	37	290.4	49	197.8	34	213.7	37	114.4	20
Neighboring Counties:										
Adams	21.8	1	109.0	5	45.1	2	114.6	5	22.3	1
Taylor	167.3	12	97.6	7	13.9	1	13.9	1	153.5	11
Union	63.6	8	55.7	7	65.2	5	13.0	1	0.0	0

(a) Mills County is not included due to insufficient data.

Source: Iowa Reported Crime Statistics, Iowa Department of Public Safety.

Exhibit 10

**RATE OF REPORTED DOMESTIC ABUSE INCIDENTS
PER 100,000 POPULATION**



same time the grantee was increasing the staffing in the Crime Victim Advocate Office, the grantee began conducting outreach activities to increase awareness of domestic violence and services available.

The result of the Crime Victim Advocate Office activities was a **significant increase in the number of advocate-assisted TOPs** from 56 percent in fiscal year 1995 to 95 percent in fiscal year 1996. As can be seen from Exhibit 11, the crime victim advocates are clearly providing assistance for the majority of protection orders filed in Missoula County.

1.3 Technology

South Dakota. In October 1998, the South Dakota Coalition Against Domestic Violence and Sexual Assault (Coalition) used Rural funding to provide member programs with computers, fax machines, and Internet access. Computers were used to conduct research over the Internet, improve communication between programs via e-mail, and submit grant reports electronically to the state's Department of Social Services. Fax machines were used to send and receive documents for victims, such as applications for protection orders, and to communicate with other programs or attorneys.

Evaluators compiled data from a technology evaluation survey the grantee conducted with member programs in 1999. The grantee received eight responses from seven member programs. Evaluators conducted a follow-up survey, using the identical survey previously used by the Coalition, via e-mail in 2001 to assess any changes in the use of technology among member programs. The evaluators received ten responses from eight member programs.

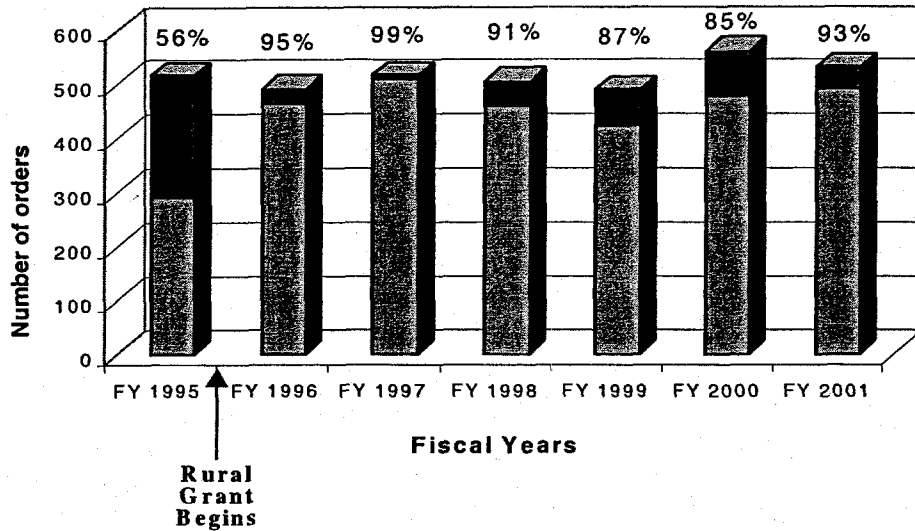
Results indicated widespread use of computers and fax machines across programs in both 1999 and 2001, ranging from 1-6 hours per week to 25 or more hours per week. A slight **increase in the use of fax machines** by member programs from 1999 to 2001 was found, most notably in using fax machines to send and receive documents for victims (62.5% in 1999 compared with 90% in 2001), and to send and receive documents for court (50% in 1999 compared with 90% in 2001).

1.4 Summary

All of the five grantees that choose to address this priority area (Iowa, Oregon/LUVS, Montana, South Dakota, and Vermont) began by establishing or

Exhibit 11

NUMBER OF PROTECTION ORDERS ISSUED IN MISSOULA COUNTY FOR FISCAL YEARS 1995-2001



Advocate-Assisted TOPs
 Un-Assisted TOPs
 % of Total TOP Filings Assisted by Advocates

Source: Missoula County Office of Planning and Grants

expanding victim services. At each of the sites, services provided by the grantees appeared to be meeting a significant need for victim services. This is most clearly seen in Oregon with the LUVS program where the number of client contacts went from 121 in 1996 (the first year of the program) to 628 in 1999, or an increase from approximately 2.7 percent to 14.3 percent of the population of Reedsport (4,378). In Faith, South Dakota, the advocate served 85 women from Faith or approximately 14.8 percent of the population of Faith (571) over a two year period.

Two of the grantees (Iowa and Montana) addressed this priority area by funding legal services. Again, the legal services provided by the grantees appeared to be meeting a significant need for services. In Iowa, a special prosecutor increased the conviction rate for domestic abuse cases in 1999 in the three-county area served by the Rural grant to between 63 to 76 percent, which was above the state average conviction rate of 59 percent. In a comparison of conviction rates for domestic abuse charges between the three-county area targeted by the grant and three neighboring counties that do not have a

special prosecutor, the conviction rate was higher in 1998 and 1999 in the counties with a special prosecutor. In a comparison of the change in rate of domestic abuse incidents reported by law enforcement between two of the counties targeted by the grant (one of the counties did not submit data) and the three neighboring counties, there was evidence of a reduction in the rate of domestic violence in the two counties targeted by the grant, compared to the state rate or the rates of the neighboring counties.

In Montana, crime victim advocates were providing assistance with only 56 percent of the protection orders issued in Missoula County prior to the Rural grant (1995). Once the Rural grant increased staffing in the Crime Victim Advocate Office and the grantee began conducting community outreach activities to increase awareness of the services available, the number of protection orders issued in Missoula County with the assistance of the advocates increased in one year from 56 to 95 percent in 1996. Since that time, from 1996 to 2001 the number of protection orders issued with the assistance of the advocates remained high and ranged from 85 percent (2000) to 99 percent (1997).

In South Dakota, the grantee used Rural funding to upgrade technology in member programs. The technology helped member programs communicate with each other and enabled programs to submit required monthly reports electronically. The technology also was used to assist victims. Fax machines, in particular, showed an increase in usage from 1999 (when the grantee conducted a technology evaluation survey with member programs) to 2001 (when the Rural evaluators conducted a follow up technology survey with member programs). In 1999, 62.5 percent of member programs reported using fax machines to send and receive documents for victims. In 2001, 90 percent of member programs reported using fax machines to send and receive documents for victims.

2. Developing a Coordinated Community Response to Domestic Violence and Child Victimization

Developing a coordinated community response to domestic violence in rural areas involves many segments of the community. Not only must law enforcement, prosecutors, the judiciary, and victim service providers work together, but often churches, nurses, hairdressers, businesses, and postal workers may become involved in forming a coordinated response. Training on domestic violence and child victimization is essential in implementing a coordinated response to ensure a sensitive response to victims. Seven grantees addressed this priority area by conducting community outreach activities (Florida, Iowa, Montana, and Oregon/LUVS); providing training and technical assistance (North Dakota and Oregon/LUVS); and forming coalitions, collaborations, and

task forces (California, Iowa, Oregon/LUVS, North Dakota, and Vermont). A description of each grantees' results in this priority area by type of program area follows.

2.1 Community Outreach

Florida. Four regional, workshop-based conferences were held between July 1998 and September 1999 in Ocala, LaBelle, Ft. Walton, and St. Augustine. The conferences were organized and conducted by the grantee (the Department of Children and Families) with assistance from local domestic violence centers. Each local program determined the focus of the conferences and promoted the conferences within the community. Themes for the conferences included: 1) child victimization and how different agencies address the issue of children living in homes with domestic violence; 2) diversity and how to develop outreach programs for Spanish-speaking and Native American populations; 3) sustaining community commitment and how to develop community collaboration in rural areas; and 4) development of appropriate domestic violence responses for the elderly, the faith community, and the needs of diverse populations.¹⁹

Attendance at the conferences ranged from 45 to 160 people and included domestic violence advocates, child advocates, child protective service workers, welfare caseworkers, law enforcement officers, prosecutors, and the general public. The conferences led to the formation of teams to conduct safety audits in surrounding counties and a total of 17 safety audits have been conducted. As of the writing of this report, no information was available on the outcome of the safety audits.

Iowa. Domestic Violence Education & Shelter (DoVES) conducted presentations to increase the community's awareness of the dynamics of domestic violence and services available. Presentations were conducted with professional agencies, schools, hospitals, and civic and church groups.

From February 1999 to June 2001, the DoVES executive director conducted approximately 44 community presentations to more than 24 different organizations with a total attendance of over 1,500 individuals.²⁰ Perhaps the strongest outcome indicator for the presentations is the level and type of **community support** that has been received for DoVES from community members. From July 2000 to June 2001, cash, in-kind donations, and volunteer labor totaling more than \$33,000 has been received for DoVES (Exhibit 12).²¹ This support is the direct result of community presentations, word of mouth communication, and a single brochure (*Help Us Buy the Dove House*) developed by the program to promote support for the establishment of a shelter.

Oregon/LUVS. Lower Umpqua Victims' Services (LUVS) implemented multiple community outreach activities to increase awareness among citizens and service providers including disseminating informational materials, speaking at community events and civic clubs, publishing a quarterly newsletter, and sponsoring community events.

Exhibit 12

LEVEL AND TYPE OF COMMUNITY SUPPORT RECEIVED FOR DoVES FROM JULY 2000 TO JUNE 2001, BY COUNTY

	Mills County (\$)	Montgomery County (\$)	Page County (\$)	Other (\$)	Totals (\$)
Cash	1,274.18	1,384.22	8,745.25	1,012.00	12,415.65
In-kind donations	2,364.91	3,372.15	8,328.50	823.07	14,888.63
Volunteer labor	29.66	649.33	5,269.29	209.75	6,158.03*
Totals	3,668.75	5,405.70	22,343.04	2,044.82	33,462.31

*Represents 418.75 hours

Source: DoVES

From 1998-2000, LUVS conducted 32 presentations to organizations, schools, churches, the Reedsport Police Department, and local interest groups. LUVS appeared several times as a guest on the local radio program, *Public Market*, and sponsored two candlelight vigils in which LUVS staff made presentations. At each of the presentations, domestic violence-related materials were distributed. (LUVS staff were unable to quantify the exact number of materials distributed but indicated that it was a large amount.) Following LUVS's community outreach activities, volunteer recruitment efforts have increased: the number of volunteer hours has increased substantially each year from 1997 (n= 10) to 2000 (n=668).

LUVS has made a concerted effort to work with local media outlets to encourage coverage of domestic violence issues and to provide free advertising for LUVS's services. LUVS has tracked mention of LUVS and other domestic violence-related issues in local newspapers and Ad Shoppers, by keeping copies of **published domestic violence-related articles and announcements**. A total of 70 clippings, covering the period 1998 to 2000, were collected by LUVS. The majority of clippings were announcements of LUVS-sponsored activities and events (n=28), followed by coverage of LUVS-sponsored activities and events (n=10). Other categories of newspaper mentions include: coverage of domestic violence incidents in the Reedsport community

(n=10); educational articles covering domestic violence and providing service and contact information for LUVS (n=8); announcements of LUVS grants and awards (n=6); paid or donated advertisements for LUVS (n=2); editorials about domestic violence (n=6); and LUVS's letters to the editor (n=3).

LUVS staff report that **referrals from local service providers** have significantly increased over the life of the program. The Reedsport Police Department and the Douglas County Sheriff's Office both seek the assistance of LUVS during call-outs involving felony or misdemeanor domestic violence assaults. These agencies also provide referrals to LUVS in instances where the call-out does not involve the advocate (e.g., verbal disputes, reports of harassment). Law enforcement officers indicated that prior to this program, their referrals to victims for domestic violence services were sporadic. Now, they provide referrals at the scene even if there is not an arrest.

The majority of the increase in referrals come from community agencies and organizations, such as a local service provider, the Family Resource Center, which has been a strong supporter of LUVS. The Family Resource Center serves as a clearinghouse for information about local service providers and advances the opportunity for local service providers to better serve residents. The Family Resource Center **provides space for LUVS to conduct its support groups and classes**. LUVS staff report that referrals from the Family Resource Center have been strong and continue to increase.

Montana. Missoula County's Office of Planning and Grants' rural outreach project focused initially on Seeley Lake and later included outreach efforts in Condon and Potomac. This work began in 1995 with the hiring of an advocate with community organizing experience. The advocate conducted outreach activities in the Seeley Lake community spending months meeting as many people as she could and asking for their view on the violence in the community and their help in creating a solution. These outreach efforts led to the formation of the Seeley Swan Talk, Education, Protection program (SSTEP). The work of SSTEP is carried out by advocates and local residents who formed a Family Violence Council. The council meets monthly to plan education and outreach efforts in the community. Its objectives are to bring discussion about sexual and domestic violence out into the open and make them community issues; to foster a zero-tolerance climate regarding violence; and to help advertise and promote support systems for victims.

In 2001, the Council was comprised of approximately 36 members including 8 men. Twenty-nine members had completed a 40-hour advocacy training, and 3 had taken further training to become trainers. Fifteen people were trained transport volunteers.

Occupations of Council members included law enforcement officers, pastors, bartenders, realtors, artists, retirees, activists, and students. Approximately 1.5 percent of the population of Seeley Lake (1,436) volunteers in the SSTEP program.²²

To address the needs of victims in Seeley Lake, the Family Violence Council **formed a collaboration between advocates and law enforcement.** Two of the four law enforcement officers in Seeley Lake are members of the council and participate in school-based and community presentations with the advocates. The sheriff of Seeley Lake reported that the increased attention has had a positive impact on the community; domestic violence is talked about and receives a lot of attention now. The sheriff reported that the increased attention has put batterers on notice that "domestic violence is not acceptable behavior, it is a crime, and there will be consequences."²³

Outreach efforts were credited with enhancing law enforcement's response to domestic violence calls. One such enhancement is a 911-pager system, that was implemented in July 2000, in which law enforcement officers page advocates when responding to domestic violence calls. The system has been used 100 percent of the time that officers have responded to domestic violence calls since July 2000 and 25 victims have received advocacy services through this system.²⁴ The pagers, eight total at \$400 each, were paid for through fundraising efforts of the council.

Indications that there has been an increase in the community's awareness of domestic violence and its willingness to assume ownership of violence prevention and intervention are evident from the following activities:

- **Posters** with anti-violence messages, drawn by local youth, were placed **on grocery bags in stores** in Seeley Lake and Condon during Domestic Violence Awareness Month for two years in a row.
- **Candlelight vigils** for domestic violence victims were held in a church parking lot in Seeley Lake in 2000 and 2001.
- **Coverage of domestic violence and SSTEP** has been **prominent and thorough** in the local newspaper, *Seeley Swan Pathfinder*, since 1995. Articles consistently present the dynamics of domestic violence and always include information on how and where victims can access help. Articles also emphasize the need for open discussion about domestic

violence and the development of a zero-tolerance attitude within the community.

- In the summer of 2000, the grantee accomplished a long-term goal for the project—to support local leadership in rural areas. Two local residents of Seeley Lake were hired by the grantee to lead the SSTEP program and the rural outreach advocate from Missoula was phased out of Seeley Lake.

In the city of Missoula, the YWCA used public service announcements and advertisements to increase awareness of domestic violence and the YWCA's services. During 2001, ads were run on a weekly basis in four major newspapers in the county for a period of 36 to 80 weeks. Four radio campaigns also were conducted during 2001 and included the following subjects: domestic violence, date rape, the YWCA's mission statement, and a replaying of the domestic violence and date rape spots. The campaigns were paid for by a local furniture store and ran for three-month intervals. As of the writing of this report, a collaboration with Eagle Communications (an NBC affiliate) had been formed to run a television campaign. Eagle Communications is to run an ad for the YWCA for 14 weeks with costs split between the YWCA and Eagle Communications at a cost of \$500 per week.²⁵ There were no available indicators of outcomes from the media campaigns.

2.2 Training and Technical Assistance

Oregon/LUVS. Lower Umpqua Victims' Services (LUVS) provided domestic violence training and technical assistance to local service providers to better prepare them to serve victims of domestic violence. The Rural grant has funded nearly 50 training opportunities for LUVS staff and other service providers from 1997 to 2000. LUVS staff reported that these trainings have had a major impact on service providers in Reedsport. For example, during LUVS's early days, it had virtually no contact with the municipal court in Reedsport. As LUVS got started and more victims needed court advocacy, LUVS became more involved with the court and noted a need to provide training to the municipal judge. LUVS staff reported a marked change in the judge's awareness of domestic violence issues following his first Rural-sponsored training and noticed that domestic violence cases in which the court typically had ruled *against* the victim, were now often ruled *for* the victim.

Officers from the Reedsport Police Department and the Douglas County Sheriff's Office reported that the training they have received with the support of LUVS has been invaluable. The domestic violence training received by line officers has **increased the**

types of options used to respond to domestic violence incidents and officers have become more proactive in their approach. One officer indicated that in one incident, he gave a domestic violence victim his home phone number, his pager number, and his wife's cell phone number. The officer indicated that he would have never considered such action prior to the training provided by LUVS. Based on narrative data, interviewees' impressions were that dual arrests were reduced and they attribute this to the LUVS training received by law enforcement. It also was reported that law enforcement officers now investigate alleged domestic violence incidents, whereas in the past, the police might not have spent much time trying to determine the facts in these cases.

North Dakota. With FY1998 funding, the North Dakota Council on Abused Women's Services (NDCAWS) established a Rural Collaboration Project to increase the capacity of rural and reservation domestic violence programs to respond to domestic violence. The membership of NDCAWS is comprised of nine rural programs, which include two reservation-based programs—Spirit Lake and Fort Berthold; three mid-size programs with most of their clients coming from rural areas; and eight urban programs that do outreach in rural areas. As part of this project, on-site technical assistance was provided to staff in rural and reservations areas, training opportunities were provided to all member programs, and community audits were conducted.

Results of phone interviews with program directors, conducted by the Rural evaluators, indicated that the member programs had been able to use the information presented during training and technical assistance sessions to enhance their capacity to respond to domestic violence.²⁶ Seven programs used information presented during the trainings to either **develop (n=3) or revise (n=4) policies and procedures** within their agencies. Three programs used the information to **establish (n=2) or revise (n=1) the agency's bylaws**. One program used information to **develop victim service satisfaction surveys and staff evaluation forms**. Another program used information to **develop a fundraising campaign**. Each program developed a brochure describing services provided as a result of the technical assistance provided under the Rural grant.

Trainings with board members and service providers have included workshops conducted by the grantee, in state trainings organized by the grantee, and trainings provided as part of the Rural grant, such as those provided by Praxis International. Four **in-state trainings were held in 1999** with a total of sixty-seven attendees. The trainings were: 1) Administrative Issues Facing Victim Service Programs, September 2, 1999; 2) Batterer's Treatment Training, October 4, 1999; 3) Community Response and Intervention, October 5, 1999; and 4) Law Enforcement and Justice System Response, October 6, 1999. Results of the training component of the grant were reported by

program staff to include an increased interest in offering services in a more efficient manner.

2.3 Coalitions, Collaborations, and Task Forces

California. When the Rural grant began in 1997, staff from the Inter-Tribal Council of California (ITCC) chaired a central task force that included representatives from 18 of 24 targeted tribes. The central task force ceased to operate when the staff member left her position. ITCC is now encouraging regional task forces and the three program advocates funded by the Rural grant are involved in a wide range of tribal and nontribal local multidisciplinary teams (MDTs) and task forces. One advocate heads a task force that includes representation from each tribe in the area and is a member of a tribal consortium and victim services committee. Another advocate is a member of a local tribal roundtable and attends monthly meetings of legal services and welfare-to-work programs. The third advocate attends tribal council meetings in her area every other month and is a member of a network comprised of county social service agencies.

Progress reports for the period July 1998 through November 1999 indicated that the advocates in Areas 1 and 5 **attended one task force, advisory, or multidisciplinary meeting per month.** One advocate reported that involvement of this type has resulted in the formation of links with nontribal agencies that did not exist before. For example, recently a victim needed funding to relocate, but there were no resources available within the tribal community to help the victim. Due to the advocate's membership on a local victim service committee, the sheriff's office was able to identify county funds, which were made available to the victim for relocation. The advocates also reported that perceptions about Indian victims have improved as a result of their involvement with nontribal agencies as these agencies gain more awareness of tribal customs and beliefs.

Iowa. Domestic Violence Education & Shelter established **coalitions** in each of the three counties targeted by the grant (Mills, Montgomery, and Page). The coalitions included representation from law enforcement, clerks of the court, human services, and public health. In addition, Page County included representation from child welfare and a batterers' education program, and Mills and Page Counties included representation from the clergy. The work of the coalitions resulted in the **development of a domestic violence screening tool** for the local hospital in Shenandoah and increased the coordination of those agencies working with offenders.

Prior to the development of an assessment tool for domestic violence, there was no domestic violence screening conducted at Shenandoah Hospital with the exception of one question (Are you afraid to go home?) that often elicited a response from a victim that

she was being abused. The **hospital** now has more questions that screen for any type of abuse and has a **domestic violence policy** that states it will screen anyone over age 14 when abuse of any type is suspected. (Iowa is one of 10 states participating in a Family Violence Prevention Fund project to increase domestic violence screening in health care settings.)

Increased coordination between the local batterers' education program and the special prosecutor, local magistrates, and law enforcement resulted in the **establishment of a tracking system to monitor compliance with mandated referrals to the batterer education program**. Specifically:

- The coordinator from Equilibrium Counseling, the area's batterers' education program (BEP), meets in-person with DoVES staff every other month to facilitate the coordination of efforts. The coordinator routinely informs victims about DoVES, by letter and in-person, if they are not already aware of the program.
- Beginning in April 2000, the BEP coordinator began contacting victims by letter advising them that their partners were in the program and that counselors are available if the victims want to share any information regarding their partners or the relationship. (Approximately 25% of the women contacted respond.)
- Magistrates routinely call the BEP coordinator directly to advise her of referrals to the program and ask that she call them if the abusers do not show up.
- In addition to contacting the magistrates, the BEP coordinator sends notices to the special prosecutor if abusers do not contact the program within the three weeks mandated by the courts or if they miss more than the four allowed classes.

From July 1999 (when Equilibrium Counseling began conducting the batterers' education program) to December 2000, nine abusers in Mills County and 25 abusers each in Montgomery and Page Counties have been referred to the program and completed intakes.²⁷ Staff report that about 70 percent of the abusers who have completed intakes actually complete the program. The remaining 30 percent drop out or attend a meeting intoxicated and are reported to the court.

Oregon/LUVS. In July 1999, Lower Umpqua Victims' Services (LUVS) formed the Domestic Violence Council, which includes representation from many community agencies and organizations. The council's mission is "to develop an environment of domestic safety for local residents through advocacy, education, and a community-based integrated response." Council meetings have been held monthly since its inception, with only a few minor exceptions. The council meetings generally consist of an update of LUVS's activities, an overview of any domestic violence issues occurring in the community, and an educational presentation by one of the council member agencies.

The council has handled a range of issues including expediting restraining orders, transportation barriers for victims, and effective procedures for working with the state child welfare agency. Officers from the Reedsport Police Department and the Douglas County Sheriff's Office indicated that the council affords a broader view of the issue of domestic violence and helps officers see the issue from the victim's point of view and, therefore, encourages a more sensitive response. The officers also indicated that their work with and exposure to other council members has led to an improvement in the investigation of domestic violence incidents; they now know appropriate questions to ask and evidence to gather that increase the likelihood of the abuser's prosecution.

The council offers a venue for asking questions about the procedures of various agencies in a nonthreatening manner. One practice change that resulted from the discussion of agency procedures was a reduction in the amount of time it took for restraining orders to be served in Reedsport. The issue was brought up in a council meeting, and it was discovered that the sheriff's department and the court believed that orders were being served within 24 hours. In reality, the process took five days. The sharing of this information in a council meeting resulted in the immediate reduction in the lag time to 24 hours for service of restraining orders.

North Dakota. In the fall of 1996, the North Dakota Council on Abused Women's Services (NDCAWS) formed collaborations with the Wyoming Coalition Against Domestic Violence and Sexual Assault and the Montana Coalition Against Domestic Violence and Sexual Assault (known as the Tri-State Collaboration Project) to collectively pool resources to increase knowledge about domestic violence among domestic violence service providers by offering seven multistate trainings under the Rural grant. In an evaluation report prepared by the local evaluator, the multistate trainings were described as effective in providing new information and motivational to those attending the sessions based on feedback provided by attendees on evaluation forms. Participants at the trainings represented a total of 44 domestic violence programs in the three states.

Additionally, the Tri-State Collaboration Project developed and distributed guidebooks targeted to specific professions, as well as victim cards, posters, and videos. Distribution of materials began in the fall of 1998. In February 1999, the NDCAWS project coordinator presented at a Praxis International training on increasing public awareness to discuss the materials they had developed and how they have been used. The presentation led to interest in the materials from domestic violence programs across the country and the grantee began distributing their materials nationwide. Distribution channels for the materials include national and state coalitions, national clearinghouses, national domestic violence organizations, tri-state members from Montana and Wyoming, professional organizations, universities, libraries, and dioceses.

Between the fall of 1998 and December 2000, more than 100,000 copies of the various materials developed as part of the Tri-State Collaboration Project have been distributed.²⁸ The materials developed and the numbers distributed of each are as follows:

Guidebooks

Guide for Social Workers; 7183
Guide for Cosmetologists; 9,679
Clergy Booklet; 6,941
Guide for Health Care Professionals; 18,140
Guide for Educators; 16,306
Dating Violence: It could happen to you; 27,928
Guide for Family and Friends; 7,616
Victim cards; 25,648

Posters

How do you know if it's happening to you?; 257
Some issues are black & white; 251
Are you living with a time bomb?; 87

Videos

From Crush to Cruelty: Dating Violence in Rural/Remote Areas; 11
In Her Own Words: The Story of Rural Domestic Violence; 11

NDCAWS also delivered conference presentations and displayed exhibits to further increase community awareness of domestic violence and services available. Conferences for professions in which a guidebook had been developed were specifically targeted. Examples include:

- NDCAWS hosted a booth with copies of the *Guide for Educators* guidebook at the North Dakota Education Association Conference in Minot, North Dakota on October 5-6, 1998; and at the regional Head Start Conference in Bismarck, North Dakota on October 18-19, 1998;
- NDCAWS presented and distributed *Guide for Cosmetologists* guidebook at a Cosmetologist Conference in Bismarck, North Dakota on October 10, 1998;
- NDCAWS presented a workshop entitled, *Working with Battered Women & Their Children*, at the 24th Annual Emergency Medical Services Conference in April 1999 (estimated attendance at the conference was over 1200). All workshop attendees received guidebook, *Working with Battered Women & Their Children, Guidelines for Health Care Professionals in Rural and Remote Communities*. Workshop was followed up with a mailing of the above guidebook to: 130 ambulance services, 72 quick response units, 105 rescue squads, and 6000 EMS professionals in North Dakota during the summer of 1999; and
- In Summer 1999, NDCAWS presented the guidelines for health care professionals working with domestic violence victims while being videotaped for *EMS Today*, an educational video that is produced monthly by the North Dakota State Health Department. The video was mailed to all North Dakota ambulance services, quick response units, rescue squads, and training institutions.

Another goal for the NDCAWS under the Rural grant was to increase collaboration among member programs. NDCAWS established the Rural Issues Committee in 1997 to generate and share ideas relating to early intervention for victims in rural areas, identify gaps in county services, and to develop and distribute educational materials relevant to rural areas. The committee meets four times a year and includes 12 of NDCAWS's member programs. A committee report is presented at each of the NDCAWS's bimonthly meetings. The grantee initially developed a Rural Issues newsletter to provide targeted information and resources to rural and reservation programs. The newsletter was later discontinued (June 1999), in favor of including a rural issues column in the

NDCAWS newsletter, *Dakotah Cassandra*, which is mailed to all member programs and community stakeholders on a quarterly basis.

The Rural evaluation team conducted phone interviews with program directors from member programs to see what changes had been observed within NDCAWS since the formation of the Rural Issues Committee. Of the 12 program directors participating in the interviews, all stated that the **rural programs** have taken a **more active role in NDCAWS's programming** since their involvement in the committee. Many classified the specialized training and information they received under the grant, such as a video showing the effects of domestic violence on a rural town, as invaluable. Several program directors reported that rural issues are being heard and addressed and that urban programs now have a better understanding of the challenges rural and reservation programs face. The latter was important because rural and reservation program staff had reported to NDCAWS staff in FY1998 that programs offered by NDCAWS seemed more applicable to urban areas and were not specific to their areas.

The grantee also reestablished the **Native American Forum** in 1997 to address reservation issues and enhance services for Native American women who are victims of domestic violence. The Forum meets twice a year and, in December 2000, was working on developing a community-oriented domestic violence video for the Native American community. The Native American Forum **developed a services and resource guide for Native Americans**, and **co-sponsored a three-day training on domestic violence**, entitled *Systems Response in Indian Country*, which included information on batterer's treatment, community response and intervention, and law enforcement and justice system response.

Community audits were conducted in 16 counties, two of which included reservation-based programs. The audits were designed to assess each county's position on issues related to domestic violence. Segments of the community receiving questionnaires included law enforcement, judiciary, medical, housing, clergy, victims, and business. Results of the audit reported by the local project evaluator included: 1) the idea of a countywide task force on domestic violence was heartily endorsed; 2) the degree of acceptability of domestic violence is high; and 3) resources for domestic violence victims were identified as inadequate.²⁹

Vermont. The Center for Crime Victim Services established three task forces in the four counties targeted by the grant: Caledonia, Lamoille, and a joint effort between Orleans and Northern Essex counties. Of the three task forces, Caledonia and Orleans/Northern Essex reportedly have strong protocols in place, and Caledonia has involved the clergy in its activities on a regular basis. Training and technical assistance

is being provided to the task forces by the program evaluator. The evaluator developed a description of what a domestic violence task force is and should be and a self-evaluation for task force members to identify issues that need to be addressed.

2.4 Summary

All of the grantees that addressed this priority area (California, Florida, Iowa, Montana, North Dakota, Oregon/LUVS, and Vermont) increased collaboration among many segments of the community. In Florida, regional domestic violence conferences were attended by domestic violence and child advocates, child welfare workers, law enforcement officers, prosecutors, and the general public. In Montana, Seeley Lake's Family Violence Council included law enforcement officers, pastors, bartenders, realtors, artists, retirees, activities, and students. In Iowa, coalitions included police officers, nurses, social service caseworkers, child welfare workers, and the clergy. In Oregon/LUVS, members of the domestic violence council included police officers, nurses, social service workers, and a judge.

Community presentations were an integral part of all outreach efforts to develop a coordinated community response to domestic violence. In Iowa, community presentations resulted in increased community support for establishing a shelter as evident from cash and in-kind donations, valued at more than \$33,000, that were received from community members. In Oregon/LUVS, community presentations resulted in an increase in the number of volunteer hours contributed to the program from 10 hours in 1997 to 668 hours in 2000.

Media coverage of grantee activities and events worked in tandem with community presentations to increase awareness of domestic violence. Oregon/LUVS and Montana were particularly successful at gaining media coverage of program activities. LUVS had collected a total of 73 clippings over a two-year period that were announcements (n=28) or coverage (n=10) of LUVS-sponsored activities and events. The topics of the remaining clippings included coverage of domestic violence incidents (n=10), educational articles about domestic violence (n=8), announcements of LUVS' grants and awards (n=6), editorials about domestic violence (n=6), letters to the editor from LUVS' staff (n=3), and paid or donated advertisements (n=2).

Training and technical assistance provided by the Rural grantees facilitated the implementation of a coordinated response to domestic violence. In North Dakota, the grantee used training and technical assistance to increase coordination among member programs to help ensure the sustainability of rural and reservation-based programs. Technical assistance also was provided onsite to rural and reservation-based programs to

help increase their capacity to serve victims. Each of the 13 programs developed a brochure describing services provided as a result of technical assistance provided under the Rural grant. Seven programs developed (n=3) or revised (n=4) agency policies and procedures. Three programs established (n=2) or revised (n=1) their agency's bylaws. One program developed victim service satisfaction surveys and staff evaluation forms. Another program developed a fundraising campaign.

In Oregon/LUVS, training not only facilitated the implementation of a coordinated response but also appears to have resulted in a more sensitive response to victims. Program staff reported that following a Rural-sponsored training for the municipal judge, staff began to notice that domestic violence cases in which the court typically had ruled against the victim, were now often ruled for the victim. In another example, police officers who were interviewed by the Rural evaluators reported that the training they had received under the Rural grant had increased the types of options used to respond to domestic violence incidents. One officer reported that in one incident he gave a victim his home phone number, pager number, and his wife's cell phone number. The officer further reported that he would never have considered such action prior to the training provided by LUVS.

Five of the Rural grantees (California, Iowa, Oregon/LUVS, North Dakota, and Vermont) formed coalitions, collaborations, and task forces to facilitate coordinated community responses to domestic violence. Collectively, these coalitions, collaborations, and task forces led to the following activities and changes in the way communities had previously responded to domestic violence:

- Community safety audits.
- Increased referrals from local service providers.
- A 911-pager system used by police officers to page advocates when responding to domestic violence incidents.
- Financial assistance for victims from member agencies of a domestic violence council.
- A domestic violence screening tool and a domestic violence policy for a local hospital.
- A tracking system to monitor compliance with mandated referrals to a batterers' education program.

- A reduction in the amount of time for restraining orders to be served from five days to 24 hours.
- Guidebooks targeted to specific professions such as educators, cosmetologists, and the clergy.

3. Implementation of Policies and Protocols to Enhance the Criminal Justice Response to Victims of Domestic Violence and Child Victimization

Policies and protocols that provide clear guidance to law enforcement and prosecutors are necessary for aggressive and thorough investigation of domestic violence incidents. In rural areas, these protocols must make optimum use of community resources, the capacity of local law enforcement agencies to respond in a timely manner, and incorporate sanctions for failure to enforce or follow the protocol. Training on the dynamics of domestic violence and the implementation of the protocol is necessary to ensure integrity of the protocol. Four grantees addressed this priority area by developing a tribal code (California), facilitating passage of state laws enhancing the safety of victims (South Dakota), developing protocols (Oregon/LUVS), and providing training and technical assistance (South Dakota and Vermont).

3.1 Codes and Laws

California. The Inter-Tribal Council of California (ITCC) developed a draft of a model code in 2000 (*For California Indians: A Model Code on Domestic Violence and Child Abuse*) that covers definitions related to domestic violence, codifies criminal penalties and procedures in domestic violence cases, discusses all aspects of civil protection orders from eligibility to enforcement, covers custody and visitation, and provides information about prevention and treatment. An implementation manual also was developed to accompany the code to assist tribes in understanding what the model code is and instructions for implementing each part of the code.

In May 2001, the model code was still in draft form and plans had not been established for its dissemination. ITCC foresaw difficulty in implementation of the code, because the tribes are in varying stages of readiness to adopt the model code depending on their previous exposure to domestic violence information, willingness to accept the edicts of the code, and the progressiveness of the tribal leadership.

South Dakota. The South Dakota Coalition Against Domestic Violence and Sexual Assault served on the Governor's Task Force on Domestic Violence and was instrumental in **gaining the passage of three new state laws** and presenting recommendations for full faith and credit enabling legislation.³⁰

The new state laws passed and the dates they were enacted are:

- **HB 1277**—an Act to require the compiling and reporting of certain domestic abuse information, was enacted in July 2000. The Act requires law enforcement officers to indicate on the arrest report and fingerprint document if an arrest is for a crime against a family or household member. The Act also requires any summons, complaint, information, indictment, or arrest warrant to indicate any charge that involves domestic abuse.
- **HB 1238**—an Act to provide that a temporary restraining order may extend beyond 30 days in certain circumstances, was enacted in July 2000. The Act allows that if an ex parte temporary protection order (duration of 30 days) is in effect at the time a judge issues a protection order (duration of 3 years or less), the ex parte temporary protection order remains effective until the protection order is served on the respondent.
- **HB 1145**—an Act to revise the circumstances under which certain arrests may be effected without a warrant, was enacted in July 2001. The Act allows a law enforcement officer to arrest and take into custody, without a warrant, any person the officer has probable cause to believe has violated a protection order or, within the preceding 24 hours, has assaulted a current or former family or household member.

The Coalition found sponsors for legislation on full faith and credit provisions on protection orders every year since 1998 only to see the bills vetoed by the governor (1998) or killed in committee (1999 and 2000). In 2001, the legislation was recommended for a summer study.

3.2 Protocols

Oregon/LUVS. Lower Umpqua Victims Services (LUVS) developed several protocols to assist LUVS and other service providers in providing appropriate and consistent services to victims and to increase collaboration among service providers and stakeholders.

Protocols developed included: 1) procedures for LUVS staff in responding appropriately to victim requests for assistance; 2) procedures for law enforcement officers when using the law enforcement-advocate call-out program; and 3) procedures for LUVS' staff when working with the Oregon State Office for Services to Children and Families (child welfare agency).

3.3 Training and Technical Assistance

South Dakota. The South Dakota Coalition Against Domestic Violence and Sexual Assault developed a guidebook and training manual for law enforcement officers both entitled *Law Enforcement Response to Domestic Violence*.³¹ The guidebook was distributed to member programs, local law enforcement departments, law enforcement training officers for the state, criminal justice staff and students at the Western Dakota Technical College, and coordinated community response teams.

From March 1999 to March 2001, law enforcement training was provided to approximately 320 people from 31 departments, offices, or casinos in 12 counties (Bennett, Charles Mix, Corson, Custer, Dewey, Lyman, McPherson, Moody, Pennington, Roberts, Todd, and Walworth).³² Professionals trained included: police officers (n=179), criminal investigators (n=5), security officers (n=44), ambulance/emergency medical technicians (n=38), criminal justice students (n=7), criminal justice instructors (n=2), state district attorneys (n=2), child protective services workers (n=17), doctors (n=3), nurses (n=4), and advocates (n=19). A training manual was provided to all attendees that contained information on the dynamics of domestic violence, victim and officer safety, probable cause, legal issues, interviewing and investigating, full faith and credit, and characteristics of offenders.³³

Vermont. The Center for Crime Victim Services used funding under the Rural grant, beginning in FY1998, to assist the Criminal Justice Division of the State's Attorney General's Office to provide technical assistance to prosecutors, begin drafting a prosecution manual, and successfully appeal three cases. Technical assistance to prosecutors included training and help on general and specific legal matters concerning:

confidentiality, conflicts of interest, *voir dire* questions about domestic violence, child witnessing, policies, procedures, task forces, legislation, and practice issues.

Biannual progress reports documented approximately 2,634 hours were spent by staff in the State's Attorney General's Office on statewide training, technical assistance, and case reviews. Statewide training provided by the Office included: 1) a one-day workshop on sexual assault for sexual assault nurse examiners; 2) a one-day training on physical and sexual abuse at the Vermont Police Academy; 3) a one-day training on the criminal justice system for victim advocates; and 4) a presentation at a training on victims with developmental disabilities. Technical assistance on general issues and specific cases was provided each reporting period from July 1998 to June 2001 to the state's attorneys in Lamoille, Caledonia, and Orleans Counties, and to SRS Domestic Violence Unit specialists.

The Attorney General has successfully appealed cases involving: custodial interference that gives guidance to prosecutors when charging child victimization cases; the use of DNA evidence, which is helpful in securing cases of violence against women and children; and rape trauma syndrome evidence admissibility in proving aggravated sexual assault.

3.4 Summary

The four grantees addressing this priority area (California, Oregon/LUVS, South Dakota, and Vermont) each took a different approach to enhancing the criminal justice response to victims of domestic violence and child victimization. California developed a model code for tribes within the state. South Dakota advocated for the passage of state laws to improve the reporting of domestic violence incidents on arrest reports, extending the time a temporary restraining order may remain in effect, and extending the time when an officer may make an arrest following a domestic abuse incident. Oregon/LUVS developed a protocol to outline procedures for police officers when using the law enforcement-advocate call-out program. South Dakota and Vermont both provided training and technical assistance. South Dakota to law enforcement personnel; Vermont to prosecutors and states' attorneys.

With the exception of California, all of the grantees involved criminal justice personnel in their efforts to enhance a criminal justice response. Local police officers worked with LUVS to develop their protocol. A former tribal police officer provided law enforcement training in South Dakota. The State's Attorney General's Office in Vermont provided training and technical assistance to local prosecutors. In California, the Inter-Tribal Council drafted a model code on domestic violence and child abuse. As

of May 2001, the code was still in draft form and plans had not been established for its dissemination. The Council anticipated resistance from some of the tribes to implementing the code due to varying stages of readiness to adopt the code, willingness to accept the edicts of the code, and the progressiveness of tribal leadership.

4. Developing Partnerships Among Child Protection Workers, Victim Advocates, and the Criminal Justice System

The co-occurrence of domestic violence and child abuse is creating a need for child welfare agencies and domestic violence service providers to work together to ensure the safety of these women and children and to meet the needs of these families. Two grantees (Oregon/SCF and Vermont) addressed this priority area by placing domestic violence advocates in child welfare offices.

4.1 Partnerships

Oregon/SCF. To enhance collaboration between child protection caseworkers and victim advocates, the State Office for Children and Families (SCF) provided funding from the Rural grant to three domestic violence programs in FY1998 and an additional program in FY2000 to place domestic violence advocates in SCF branch offices on a part-time basis. The advocates participate in case management, family planning meetings, and home visits. The advocates also offer advocacy services to SCF clients including the development of safety plans, support groups, referrals for counseling, court advocacy, assistance with temporary shelter or other housing, and transportation assistance.

As of July 2001, advocates worked directly with or consulted on a total of 230 cases. SCF program staff reported that in addition to providing domestic violence expertise, advocates assist with casework and help to encourage client cooperation with SCF. Caseworkers reported the advocates deal with many of the barriers victims face that SCF cannot deal with or might not even see. The advocate helps the client see the situation more clearly; builds trust between the client and SCF; and helps the client understand that SCF is trying to help her protect her children.

To assess the impact of advocate involvement on child welfare cases, a statistical examination was conducted of 2,217 unduplicated cases by data analysts at SCF and the Child Welfare Partnership at Portland State University. Of the 2,217 cases, 937 cases were from Douglas, Malheur, and Hood River Counties (target branches) in which advocates were assigned to 207 of the 937 cases; and 1,280 cases were from three

comparison branches in Jackson, Umatilla, and Wasco Counties. The analysis revealed the following:

- A higher percentage of advocate-involved cases (55.6%, n=115) had founded referrals (an assessment by CPS found enough evidence to open a case) than cases in the target branches without advocate involvement (48.6%, n=355) or cases in the comparison branches (46.5%, n=595).
- A higher percentage of cases with advocate involvement (24.3%, n=28 of 115 cases) and which had a founded referral also had a second founded referral within a year of their first founded referral than cases in the target branches without advocate involvement (20.6%, n=73 of 355 cases) or cases in the comparison branches (18.8%, n=112 of 595 cases).
- A higher percentage of cases with advocate involvement (34.8%, n=40 of 115 cases) had a child enter care than cases in the target branches without advocate involvement (27.6%, n=98 of 355 cases) or cases in comparison branches (21.8%, n=130 of 595 cases).
- A higher percentage of cases in comparison branches (23.1%, n=30 of 130 cases) had a child re-enter care within one year of first entry than cases with advocate involvement (17.5%, n=7 of 40 cases) or cases in the target branches without advocate involvement (16.3%, n=16 of 98 cases).
- A higher percentage of cases with advocate involvement (28%, n=58 of 207 cases) had a protective services plan than cases in the target branches without advocate involvement (27.9%, n=160 of 730 cases) or cases in comparison branches (18.1%, n=232 of 1280 cases).
- Of the cases with a protective services plan, a lower percentage of cases with advocate involvement (22.4%, n=13 of 58 cases) achieved or partially achieved the goals in their protective services plan than cases in the target branches without advocate involvement (26.3%, n=42 of 160 cases) or cases in comparison branches (37.5%, n=87 of 232 cases).

- **A higher percentage of cases with advocate involvement (18.4%, n=38 of 207 cases) had a reunification plan than cases in the target branches without advocate involvement (15.5%, n=113 of 730 cases) or cases in comparison branches (12.4%, n=159 of 1280 cases).**
- **Of the cases with a reunification plan, a higher percentage of cases with advocate involvement (26.3%, n=10 of 38 cases) achieved their reunification goal than cases in the target branches without advocate involvement (18.6%, n=21 of 113 cases) or cases in comparison branches (9.4%, n=15 of 159 cases).**

In interpreting the above results, a few variables need to be noted. First, the advocates were assigned to the cases after a referral had been "founded" and were assigned according to the needs of the case. The advocate-involved cases appear to be the more serious cases. This could be the reason why a higher percentage of cases with advocate involvement had second founded referrals and more children entering and re-entering care. However, more of the cases with advocate involvement had reunification plans and more of those cases actually achieved or partially achieved the goals of their reunification plan. The result is that **more children went home in cases with advocate involvement. The cases at the target sites (those without advocate involvement but that were open at the SCF branches where an advocate was placed) had better outcomes than the cases at the comparison sites** in terms of a lower percentage of children re-entering care within a year of first entry into care; a higher percentage of cases with protective services plans and reunification plans; and a higher percentage of cases in which children returned home. This could mean that casework practice at the target sites is being affected by the presence of the advocates even though the advocates are not assigned to the actual cases. Alternatively, it could also mean that the comparison sites have unknown rival explanations, such as management practices, that are affecting these outcomes.

In interviews with local evaluators, caseworkers reported that **casework practice has changed** as a result of working with the advocate. Specifically, they reported having more information and resources to share with their clients; they feel that they are doing less "victim-blaming;" and they have an improved concept of safety planning. A nonscientific survey of 22 caseworkers³⁴ found:

- Over half of respondents said they were more likely to work with the local domestic violence program than before the project;
- Over 70 percent said they were more likely to refer clients to the domestic violence program;
- Over 75 percent said they were more likely to call the advocate for consultation on domestic violence-involved cases; and
- Over 75 percent said they were more likely to invite the advocate to a family planning meeting.

Other changes in SCF practice include a **change in how the victims are listed**. In the past, both mother and father were required to be named as the perpetrators in threat of harm cases. Now, when the **mother** is a victim of domestic violence, she is **no longer cited as the perpetrator** in the child abuse assessments. Regardless of what the prosecutor alleges in court documents, a change has occurred in SCF. One major shift noted in Douglas County was a willingness by SCF to state victims were “unable” to protect [their children] as opposed to “failing” to protect.

Finally, **SCF cases are receiving domestic violence services** at a level not available prior to funding by the Rural grant. If a case is closed at assessment, SCF does not provide services. However, the advocates do provide services to these victims. Therefore, victims are being served who ordinarily would not receive services.

A local process evaluation is being conducted by the Child Welfare Partnership at Portland State University and has played a strong role in increasing knowledge and awareness among SCF and domestic violence program staff. In interviews with the local evaluators, SCF and domestic violence program staff reported the following:³⁵

- Over 70 percent of caseworkers believe their knowledge of domestic violence has increased as a result of the advocate’s presence at the SCF branch office;
- Advocates and domestic violence program staff believe that there has been an increase in knowledge within SCF about domestic violence services and the dynamics of domestic violence in general;

- Advocates and domestic violence program staff have increased knowledge about SCF practices and procedures;
- There has been an improvement in attitude towards SCF among participating domestic violence program staff and advocates;
- Caseworkers are more aware of the situations victims may experience; and
- Advocates and the domestic violence program staff are more aware of SCF's mission, what SCF has to offer victims, and how they can help victims.

Vermont. The Center for Crime Victim Services used FY1998 Rural grant funding to place three domestic violence specialists in local Social and Rehabilitative Services (SRS) child protection offices and four children's program coordinators in local domestic violence programs. In addition, there are three key persons who had statewide jurisdiction: the Vermont Network Against Domestic Violence and Sexual Assault children's advocate, the SRS domestic violence unit director, and the Rural grant project director.

Key outcomes of this collaboration were the **memoranda of understanding (MOU's)** that have been **negotiated** and, in almost all cases, **signed**. The regional SRS director and the executive director of the local domestic violence program sign the MOU. The MOU outlines specific strategies each party will take toward accomplishing specific goals. Examples of terms in the MOU's include agreements to: maintain a dialogue through joint staff meetings; offer joint training; engage in ongoing communication; respectfully resolve differences; work on thorny issues such as confidentiality of records; and work together to find resources to support services to clients. Jurisdictions that have signed MOU's include: Caledonia/Southern Essex; Orleans/Northern Essex; Middlebury/Addison; Chittenden; Lamoille; Washington; and Rutland Counties. Hartford and St. Albans had produced rough drafts only.

A working group, funded by the Rural grant, developed recommendations for addressing domestic violence within the child protection system. The division director at SRS adopted these statewide recommendations in May 2001. As a result of the adopted recommendations, a **Domestic Violence Advisory Board** will be set-up within SRS. One of the areas to be addressed by the advisory board will be responses to child witnessing of domestic violence.

Since the inception of this grant, participants identified the need for training and worked together to develop and conduct training. During 2000, two trainings were offered: first-year social workers received a mandatory 6-hour training (Orientation to Domestic Violence) and 104 SRS social workers were trained as of January 2001. Second-year social workers were offered an optional two-day training entitled "Identification, Assessment and Intervention of Domestic Violence within Child Abuse Cases," and 100 SRS social workers were trained as of January 2001. During the first half of 2001, the training was reorganized into one mandatory two-day training now called, "Responding to Domestic Violence within the Child Protection System: Philosophy and Framework for Effective Investigative and Casework Practice."

An indicator of increased knowledge from ongoing training is the **increase in requests for consultations** received by the SRS domestic violence unit from social workers within SRS. From July 1998 (when the domestic violence specialist were placed in SRS offices) to December 2000, the three domestic violence specialists conducted a total of 2,668 consultations on 746 new cases (700 consultations in 1998 on 143 new cases, 959 consultations in 1999 on 207 new cases, and 1,009 consultations in 2000 on 396 new cases).³⁶

4.2 Summary

Two child welfare agencies in Oregon and Vermont addressed this priority area by placing domestic violence advocates in child welfare offices. Advocates at both sites have become an integral part of casework practice at the child welfare agencies and are used for consultation, training, technical assistance, and case management. In Oregon, practice changes include not listing the mother as a "perpetrator" in child abuse assessments when she also is the victim of domestic violence. One of the sites (Douglas County) now state that victims are "unable" to protect their children as opposed to "failing" to protect. A statistical analysis of child welfare cases at target and comparison branches revealed that cases with advocate involvement had protective service and reunification plans, and of those cases with reunification plans, a higher percentage of children were returned home in cases with advocate involvement.

In Vermont, a key outcome of the partnership between child welfare and domestic violence programs were the memoranda of understanding (MOUs) that were negotiated and signed. MOUs were negotiated and signed in four counties beyond the four counties targeted by the grant in the Northeast Kingdom. The MOUs led to a working group, funded by the Rural grant, the developed statewide recommendations for addressing domestic violence within the child welfare system, which were adopted in May 2001. A result of the adopted recommendations was the establishment of a Domestic Violence

Advisory Board within child welfare that will address such issues as child witnessing of domestic violence.

The negotiation process with the MOUs itself also helped to build strong linkages within the community. Further, implementation of the MOU also created and sustained linkages between the parties and others in the communities. These linkages also were forged in an ongoing way when local community domestic violence task forces met. For instance, in Lamoille County, people have worked together to organize community events and arts programs; discovered the need for better responses to teen violence; and jointly developed teen dating violence programs and awareness materials.³⁷

5. Serving Diverse and Traditionally Underserved Populations in Rural Communities

Barriers exist that prevent many populations from accessing services. Fear of deportation, a lack of bilingual police officers or advocates, or a lack of culturally appropriate services prevent many victims from reporting domestic violence. Four grantees addressed this priority area by providing services in African American communities (Florida), Hmong and Russian communities (Montana), migrant farmworker communities (Florida), Native American communities (California and South Dakota), and to young mothers and the elderly (Florida).

5.1 African American Communities

Florida. The Women of Color (WOC) project is an outreach and education project targeting African American victims of domestic abuse in rural counties. Counties currently served by three organizers are: Gulf (population of 13,332; 16.9% African American), Taylor (population of 19,256; 19.0% African American), and the tri-county area of Holmes (population of 18,564; 6.5% African American), Jackson (population of 46,755; 26.6% African American), and Washington (population of 21,192; 13.7% African American). The WOC project was launched after a community needs assessment conducted by the Florida Coalition Against Domestic Violence found "blatant racis[t] beliefs and stereotypes regarding rural battered women of color."³⁸ The assessment also found that when African American women in rural areas sought assistance, the likelihood of being served by a person of color was remote. These findings combined with prior racial incidents that led to distrust within the African American community toward law enforcement made many women of color reluctant to report domestic violence or seek available services.

The Department of Children and Families addressed these issues by hiring local women of color to work with white rural organizers already working in these counties. The white rural organizers had previously reported to the grantee that they were having trouble making inroads in African American communities. The white organizers attributed part of the trouble to their unfamiliarity with the communities but also acknowledged that their race prevented them from making the necessary contacts within the communities to be effective. As a result, white organizers (one of whom had been serving Gulf and Calhoun Counties for three years) were not serving African American women. The WOC organizers were responsible for:

- Conducting outreach and hosting domestic violence training/education sessions with ministers, church members, local businesses, social service agencies, community groups, and others;
- Offering direct assistance, support, and referrals to abuse victims;
- Promoting awareness of domestic violence by attending and distributing informational materials at fairs, community meetings, and other public events; and
- Informal meetings with county judges and law enforcement to share information on domestic violence services and resources.

The WOC organizers reported making significant inroads in increasing awareness of domestic violence in the African American community. In interviews with the evaluators, the organizers reported receiving referrals from friends and family members of victims, previous victims, courts, law enforcement, human service agencies, presentations, and posters. All three organizers reported that they do not think they see most of the women that need help in their areas and they continuously look for ways to adjust their outreach approach when faced with suspicion or resistance. For example, one organizer had scheduled a series of presentations at local churches, only to have them canceled by the pastors at the last minute or attended by very few people. She decided that door-to-door outreach was necessary so that she could introduce herself to residents and become a more visible community presence. The organizer now works out of donated office space in a local church.

Services provided by the organizers include: victim services (i.e., counseling, referrals), injunction assistance, trainings, and task force recruitment. From April 1999 to December 2000, the organizer in Gulf County provided **direct services to 291 victims, injunction assistance to 122 women, trainings to 34 agencies and 46 churches, and recruited four African American community members** to serve on a local task force.³⁹ From August 1999 to December 2000, the WOC organizer for Holmes, Jackson, and Washington Counties provided services to 159 victims; injunction assistance to 99 women; trainings to 26 agencies and 15 churches; and recruited three African American community members for a local task force.⁴⁰ Data for Taylor County was available only for the first quarter of 2000. From January (when the organizer for Taylor County was hired) to March 2000, the organizer provided direct services to 7 victims, injunction assistance to 3 women, training to 2 agencies and 4 churches, and recruited two African American community members to serve on a local task force.

Four women who had received assistance from the organizers were interviewed by the evaluators. All of the women spoke very highly of the organizers in terms of their empathy and knowledge of services in the area. Three of the women had tried to access the system on their own to get a protection order prior to their involvement with an organizer and were unsuccessful. All three reported encountering problems (two were denied orders on the grounds that they were not entitled to the orders and another reported that the police kept losing the order). All three had applied for protection orders with the assistance of an organizer and reported that there was "no comparison" between the two experiences. In the case of one of the women who was denied an order, the organizer contacted the clerk of the court and explained why the woman *was* entitled to the order. The order was subsequently issued. In another case, after a batterer violated an order, the woman reported that with the help of the organizer she followed up with law enforcement, and her abuser was arrested and received a one-year prison sentence.

To assess trends in the criminal justice system response to domestic violence, the evaluators reviewed data from the Florida Department of Law Enforcement for the number of domestic violence offenses and the number of domestic violence arrests reported by law enforcement agencies in the counties served by the WOC project. The review of the data is intended to be descriptive in nature. Increasing the number of domestic violence offenses and arrests reported by law enforcement agencies in the areas targeted by the grant were not goals of the WOC project and it would not necessarily be expected that the scope of the WOC project would impact on either rates of domestic violence offenses or arrests. These data do indicate a context of an increase in reported incidents in which the WOC project operates. Alternatively, the community training—along with increased victim services for women of color—may suggest an increased

responsiveness in the community to domestic violence that is reflected both in an increase generally in reported domestic violence cases and in related arrests from 1999 to 2000.

Analysis of the number of domestic violence offenses reported by law enforcement agencies from 1992 through 2000 by counties served by the WOC project indicated the following (the data is shown graphically in Exhibit 13):⁴¹

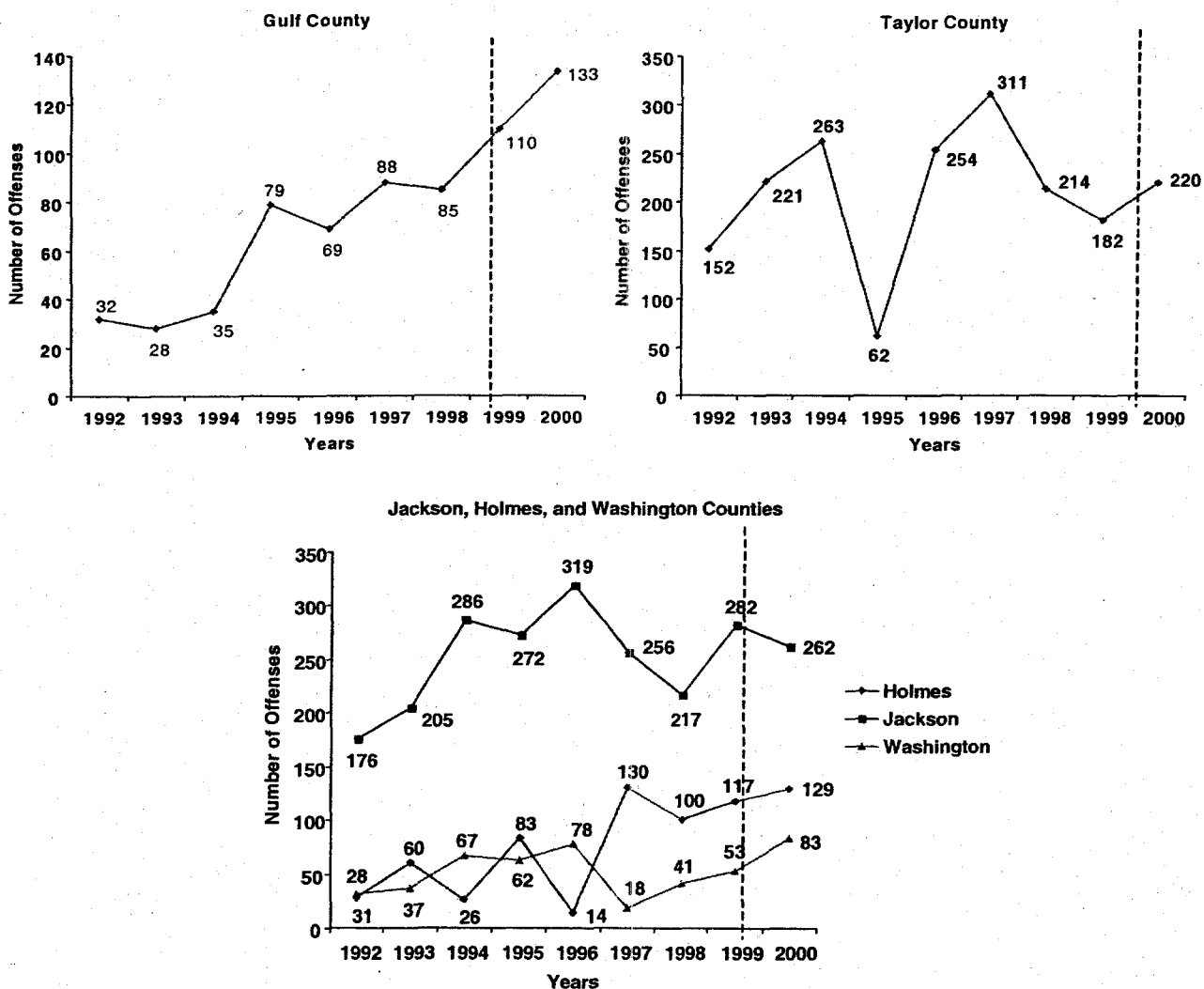
- In Gulf County (2000 population of 13,332), the number of domestic violence offenses reported by law enforcement agencies has risen with slight fluctuations from 32 in 1992 to 133 in 2000.
- In Taylor County (2000 population of 19,256) the number of domestic violence offenses reported has fluctuated considerably over the nine-year period from 152 in 1992 to 220 in 2000, with a low of 62 in 1995 and a high of 311 in 1997.
- In the tri-county area, the number of offenses reported in Holmes County (2000 population of 18,564) increased from 28 in 1992 to 129 in 2000. In Jackson County (2000 population of 46,755), the number of offenses reported ranged from 176 in 1992 to 262 in 2000, with a peak of 319 in 1996. In Washington County (2000 population of 20,973), the number of offenses reported ranged from 31 in 1992 to 83 in 2000, with a low of 18 in 1997.

Analysis of the number of domestic violence arrests reported by law enforcement agencies for 1998 through 2000 by counties served by the WOC project indicated the following (the data is shown graphically in Exhibit 14):⁴²

- In Gulf County, the number of domestic violence arrests reported has steadily increased from 73 in 1998 to 86 in 2000.
- In Taylor County, the number of domestic violence arrests reported has steadily decreased from 91 in 1998 to 70 in 2000.

Exhibit 13

REPORTED DOMESTIC VIOLENCE OFFENSES BY COUNTIES SERVED BY THE WOC PROJECT FOR 1992-2000

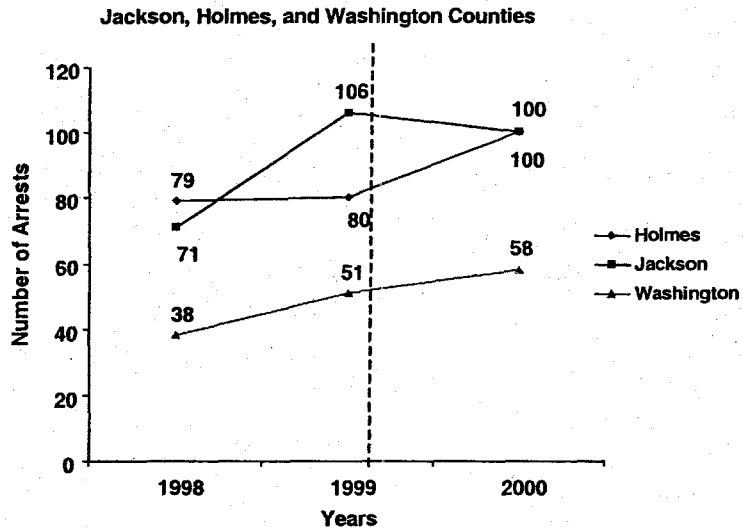
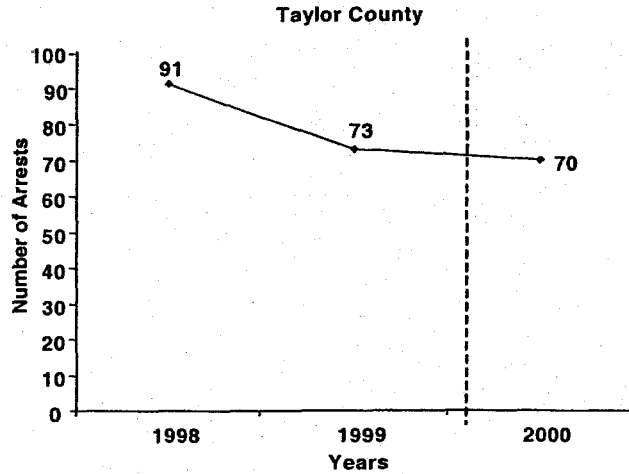
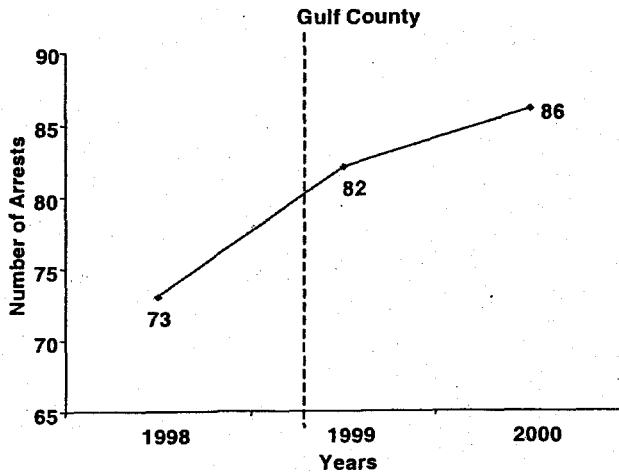


---WOC Program Began: Gulf County: April 1999; Taylor County: January 2000; Jackson, Holmes, and Washington Counties: August 1999.

Source: Total Domestic Violence Offenses for Florida by County, 1992-2000, Florida Department of Law Enforcement.

Exhibit 14

REPORTED DOMESTIC VIOLENCE ARRESTS BY COUNTIES SERVED BY THE WOC PROJECT FOR 1998-2000



--- WOC Program Began: Gulf County: April 1999; Taylor County: January 2000; Jackson, Holmes, and Washington Counties: August 1999.

Source: County and Municipal Domestic Violence Arrest Data, 1998-2000, Florida Department of Law Enforcement.

- In the tri-county area, the number of arrests increased in Holmes County from 79 in 1998 to 100 in 2000. In Jackson County, the number has fluctuated slightly from 71 in 1998, 106 in 1999, and 99 in 2000. In Washington County, the number has steadily increased from 38 in 1998 to 58 in 2000.

5.2 Hmong and Russian Communities

Montana. In May 1999, the Missoula County Office of Planning and Grants used Rural funding to hire a woman from the Hmong community to translate domestic violence-related materials into Hmong, conduct outreach in the Hmong community, and serve as a liaison between the Outreach Project Team and the Hmong community. At the same time, the grant also supported staff from the Refugee Assistance Corporation who work with the Russian community to translate domestic violence-related documents into Russian. The Hmong and Russian communities were identified by the grantee as underserved populations in Missoula County. A particular barrier to serving these populations was the cultural tradition that discourages women from meeting in groups without their male partners.

To capture the interest of the Hmong community (approximately 600 people in Missoula), the Hmong translator and outreach worker invited members of her community (both men and women) into her home to “review” her translations. During these meetings, she read the documents out loud to get their input on her “translations.” At the same time, each group was being exposed to domestic violence-related content. During the winter months, the outreach worker had four or five women attending these sessions. In the summer, when the men were gardening, 15 to 20 women attended with no men. A total of 15 domestic violence-related documents were translated into the Hmong language and reviewed in this manner.⁴³ Documents are distributed at key locations throughout Missoula including the Crime Victim Advocate Office, the Refugee Assistance Center, the Health Department, the Adult Learning Center, and the YWCA.

These early “translation review” meetings evolved into **domestic violence prevention-type community meetings** that continue today. Between four to fifteen Hmong women attend community meetings, which occur periodically. Some of the topics discussed during these meetings include: healthy relationships, effective communication, conflict resolution, parenting, domestic violence, discrimination, services available through the YWCA, and the status of women in Hmong culture.

The Russian community has not been as responsive as the Hmong community to outreach efforts. Although working with the assistance of a member of the Russian

community, the Outreach Project Team has been unable to make significant inroads with the community. The Russian community was described by grantee staff as closed and still fearful of the YWCA and law enforcement. Part of the difficulty in reaching this population may be attributable to the newness of the County's involvement to this community. The Russian community in Missoula County is only 10 years old, whereas the Hmong community has a 20-year history with the County. A total of 12 **domestic violence-related documents were translated into Russian** and distributed through the same outlets mentioned above for the Hmong language documents.⁴⁴

5.3 Migrant Farmworker Communities

Florida. Mujeres Unidas En Justicia, Educacion y Reforma, Inc. (MUJER), which translates to Women United in Justice, Education and Reform, Inc.; is a nonprofit group in the city of Homestead that partnered with the Homestead Police Department to increase awareness of domestic violence and services available in six migrant farmworker camps. The project (funded by the Department of Children and Families) supported a bilingual detective to work with domestic violence victims, investigate cases, and help victims negotiate the criminal justice system.

From September 1998 to June 1999, the detective assisted 148 domestic violence victims.⁴⁵ Assistance included referrals for domestic violence intervention services through MUJER, courtroom orientation, obtaining a restraining order, transportation to and from court, supportive services, and follow-up services. During the same period, **MUJER provided assistance to 210 victims of domestic violence.** Assistance included support services and case management.

A major outcome for this project was the **partnerships formed with a broad range of agencies that offer critical services**, such as legal assistance, counseling, medical care, housing, and government entitlements. Progress reports indicated significant progress in developing a comprehensive network that can respond to victims' needs.⁴⁶ Referrals were routinely received from and made to the following agencies: law enforcement, legal services, Department of Children and Families, SafeSpace (shelter services), health clinics, and others.

In addition to providing direct services, MUJER conducted numerous outreach activities to educate the farmworker community about domestic violence. Activities included a weekly one-hour radio program, participation in community workshops and fairs, and distribution of promotional items. The one-year project ended in June 1999.

5.4 Native American Communities

California. Prior to the FY1997 Rural grant, the Inter-Tribal Council of California (ITCC) was providing services to victims via its Family Violence Prevention Program (funded by the U.S. Department of Health and Human Services) and through the STOP Violence Against Indian Women grant. However, these programs provided limited direct services to victims. The Rural grant greatly expanded ITCC's ability to provide direct services to victims of domestic violence. The Rural grant funded four advocates who are located in rural Indian communities. Services provided by the advocates included assistance with food, clothing, and transportation; referrals to domestic violence and other services; domestic violence advocacy; and assistance with temporary restraining orders. These were the first culturally customized domestic violence services available to these communities, and according to the advocates, they were desperately needed.

The final program summary for the second grant year indicated that from September 1998 to September 1999, 404 persons received direct services. Of these 404 persons, 276 were female adults and children, and 128 were males adults and children.

Direct shelter services are not provided by ITCC. However, the program developed different ways to provide emergency shelter to domestic violence victims. Relationships and memoranda of understanding have been developed with local shelters (outside the rancherias) in an effort to provide more access to shelter services for Indian victims. The advocates have included all shelters located in their geographic area in a resource manual, which is used for victim referrals. In addition, the advocates have made arrangements with local motels and hotels to provide emergency shelter for Indian victims. Advocates reported that, in general, Indian victims are not inclined to seek emergency shelter, instead preferring to seek shelter with family or friends. Therefore, the vouchers are rarely used.

Advocates assisted victims in acquiring temporary restraining orders (TROs) in all targeted geographic areas. For the period of August 1998 to November 1999, TRO assistance was provided to 17 domestic violence victims in two of the geographic areas (Areas 1 and 5). Advocates help by explaining the process, assisting with the paperwork, and accompanying victims to court. The Program has incorporated the availability of this service into their outreach materials, as well as general information about protection orders.

When asked how having an advocate on the rancheria has helped victims, advocates responded with the following:

- The advocate provides someone with instant trust and credibility.
- The advocate is related to many community members and often has reliable knowledge about victims' situations.
- The advocate provides confidential support.
- Victims have immediate access to the advocate at all hours of the day and night.
- The advocate has many resources for victim support services, such as drug treatment and job placement.
- The advocate is increasing awareness of services available and Indian women are taking advantage of these services.
- Shelter personnel have a better understanding of the needs of Indian victims of violence because of interaction with the advocates.
- The advocates have established good relationships with law enforcement and victim witness advocates outside the rancherias.

Advocates in targeted California rancherias have **increased access to domestic violence services** due to their presence and work in each geographic area. Prior to the Rural grant, there were no rancheria-based services in the targeted geographic areas, and advocates report that victims sought assistance from their own families and rarely sought assistance in the outside community.

All three advocates interviewed by the evaluation team report that the number of referrals provided to victims are increasing because of increased collaboration between the tribal and nontribal communities. Service referrals typically include referrals to emergency shelter, the victim witness advocate at the district attorney's office, and social services. Referral levels differ dramatically for the two areas for which data were available: Area 5 noted 488 referrals for the period August 1998 through November 1999; Area 1 noted 23 for the same period. No reason for the different referral levels was apparent; however, Area 5 service figures are higher than all other areas.

A resource manual was developed under the Rural grant to enhance services to victims. The resource manual contains contact information for a variety of public and private services in each geographic area, including local social service offices, domestic violence shelters, and counseling services. The manual also includes national resources like domestic violence hotlines and national domestic violence programs.

Activities to increase knowledge and awareness included the development and presentation of culturally relevant materials, the development of a public outreach campaign, and conducting community presentations. Customized materials developed by the Rural grant included:

- A tri-fold brochure that discusses the Taking Responsibility Program and how the program can assist victims;
- A bookmark labeled, "Is your current relationship safe?" that outlines domestic violence warning signs;
- A small bifold safety card that provides victims with instructions for what to do if they are in a domestic violence situation;
- Numerous one-page handouts on brightly colored paper, which include resource phone numbers, domestic violence information, and information about the Taking Responsibility Program;
- **ITCC's Family and Domestic Violence Project booklet.** This professionally developed, 17-page booklet is targeted to domestic violence victims and covers a range of topics including domestic violence definitions; myths, facts, and statistics about domestic violence; domestic violence warning signs; a discussion of the cycle of violence; instructions for helping someone who is experiencing domestic violence; instructions for keeping the victim safe during a domestic violence episode; domestic violence hotlines; and a list of reading resources; and
- A newsletter, *ITCC Tribal Spokesman*, which is disseminated to targeted tribes. The newsletter covers a wide range of issues important to California Indians but also focuses on the

programs provided by ITCC, including the Taking Responsibility Program. The newsletter includes updates from the advocates, information about domestic violence, and contact information for the advocate in each geographic area.

The materials listed above were disseminated by the advocates to audience members at tribal and non-tribal community presentations and directly to various agencies that deal with domestic violence victims, including shelters, the district attorneys' offices, Head Start offices, county social service offices, rape crisis centers, and numerous other local sites such as tribal organizations and agencies. The advocates' impressions were that these materials raise awareness within the tribal and non-tribal community about the program and the availability of the advocate on the rancherias. ITCC has not tracked the level of dissemination of these materials.

The advocates also conducted a great deal of outreach to the tribal and nontribal community through community presentations with service agencies that work with Indian victims of domestic violence. ITCC's progress reports indicate that for the period January 1998 through November 1998, a total of 28 presentations were made by all advocates in all geographic areas, and 12 presentations were made during the period December 1998 through May 2000. The majority of these presentations were made to tribal community members.

When asked whether tribal community members know about domestic violence and how to find help within the tribal community, the advocates uniformly reported that most victims know of their presence from word-of-mouth. Victims who have received services from the Program often refer other victims. The general consensus is that awareness has increased throughout the tribal community, but the increase has been gradual and not evident in every tribe. One advocate reported that she believes there has been an overall shift within tribal communities from a preoccupation with prevention of drug and alcohol abuse to prevention of domestic violence. She believes that this has occurred because of the work of the advocates, specifically through their community presentations and wide distribution of printed materials.

South Dakota. The South Dakota Coalition Against Domestic Violence and Sexual Assault established services for Native American women in Sioux Falls (Minnehaha County) by opening a shelter with culturally relevant services. The need for the shelter was identified by a needs assessment conducted by the grantee in June 1999. A total of 80 assessment surveys were mailed to: 1) nonprofit organizations; 2) the public health department; 3) schools; 4) law enforcement; 5) courts; and 6) the state's attorney's office. Forty-four surveys were returned with mixed responses to the shelter. Law

enforcement and the state's attorney's office responded negatively stating that it duplicated services. The nonprofit agencies responded positively stating a great need for culturally sensitive services. The specialist received letters of support from American Indian Services and the shelter director of Children's Inn, the only shelter in Sioux Falls that is primarily for children involved in protective services. In her letter, the shelter director stated that the program frequently turns people away.

When Coalition members began the process of opening a shelter for Native American women in Sioux Falls in 1999, they were met with a great deal of resistance from community members. Finding an appropriate location for the shelter and a landlord that would rent the building to them as a shelter was very difficult. When a home was finally identified (Duluth Avenue), hearings against the shelter were heated and protested by community members who did not want the shelter in their neighborhood. The Coalition abandoned plans to open a shelter on Duluth Avenue. *The Argus Leader*, the city's newspaper, provided wide coverage of the hearings and the difficulty the Coalition was encountering in opening a shelter. In an editorial, the paper expressed support for the shelter and urged the city to help find a location for the shelter.

As a result of the newspaper coverage, two local realtors helped Coalition staff locate a new site for the shelter. Two hearings were held for use of the new site (Cleveland Avenue) as a shelter. Although several community members objected to the new location, the City Council voted seven to one to issue a permit for the shelter. The shelter opened in October 2000 and has served 74 women and 69 children for 1,884 shelter days from October 2000 to July 2001.⁴⁷ As an additional indicator of community support, the director of the shelter was asked by the captain of the **Sioux Falls Police Department** to conduct approximately 20 in-service trainings for the department's officers.

After the permit was issued for the shelter, Coalition staff met with the mayor of Sioux Falls to discuss the racist remarks that had been made during the hearings and which had been reported in *The Argus Leader*. The result of the meeting was a **cultural diversity training and workshop** for community members. The workshop, entitled *Confronting Racism and Celebrating Our Cultural Diversity*, was held on June 5, 2001 during the Coalition's annual meeting in Sioux Falls and was attended by approximately 140 people. Of the 26 workshop evaluation forms returned by attendees, 85 percent indicated that they would attend another follow-up training on confronting racism and celebrating cultural diversity if one was planned. In response to a question on whether attendees were able to apply the information presented during the workshop to their daily experiences on a scale of 1 to 5 (1 = worst, 5 = best), 61.5 percent (n = 16) of the attendees rated the information at 4 (n = 7) or 5 (n = 9).⁴⁸

5.5 Young Women and the Elderly

*Florida. Domestic Violence: A Competency-Based Training Manual for Florida's Meals on Wheels (MOW) Volunteers*⁴⁹ and a corollary manual for Women, Infants, and Children (WIC) program staff⁵⁰ were developed by the Institute for Family Violence Studies at Florida State University's School of Social Work. Their research on the correlation between domestic abuse and nutritional status led them to conclude that MOW and WIC personnel were ideal links to at-risk groups (young mothers, children, and the elderly) because of their regular contact with these groups. The researchers believed that, if trained, MOW and WIC personnel could identify domestic violence victims who might go unnoticed and make referrals to available services, thus increasing the program capacity of both programs for responding to domestic violence. The training project was funded by the Florida Department of Children and Families.

The training was "designed to allow for self-instruction or group in-service training"⁵¹ and included a manual participants could keep. The training included topics such as understanding the dynamics of domestic violence and how domestic violence can affect pregnancy outcomes or nutrition. The training also included instruction on how to assess domestic violence in clients and how to make referrals to available resources.

The number and location of **trainings** conducted under the Rural grant during 1999 included:

- **MOW.** Eighty-five volunteers in seven counties (Washington, Franklin, Liberty, Gadsden, Leon, Wakulla, and Taylor) **received training.** In 2001, training was planned in 26 more counties; and
- **WIC.** Ninety-four personnel in 18 counties (Holmes, Jackson, Washington, Calhoun, Gadsden, Liberty, Leon, Wakulla, Hamilton, Columbia, Suwannee, Lafayette, Union, Bradford, Gilchrist, Dixie, Alachua, and Levy) **received training.** In 2001, training was planned in 32 more counties.

To assess knowledge gained from the trainings, the researchers from the Institute for Family Violence Studies developed a pre- and post-test to be completed by attendees. The test contained 30 questions requiring a true or false response. Pre- and post-tests were completed by all WIC personnel and MOW volunteers receiving training.

The Rural evaluation team summarized responses on the pre- and post-tests to compare the frequency of correct responses. Responses indicated an increased knowledge of domestic violence as a result of the training. On an aggregate level, the number of correct responses for all questions increased on the post-tests. On the WIC post-tests, the increase in the percentage of attendees who answered correctly ranged from 6 percent (for the statement: "Men who batter often have low self-esteem, desire for control, and often blame others for their actions;" 91% recorded *true* on the pretest compared with 97% on the post-test; n=94) to 65 percent (for the statement: "When a woman leaves an abusive relationship, the likelihood of serious injury increases;" 24% recorded *true* on the pretest compared with 89% on the post-test; n=94). On the MOW post-tests, the increase in the percentage of attendees who answered correctly ranged from 4.5 percent (for the statement: "Older women are often more economically vulnerable than younger women;" 92.9% recorded *true* on the pretest compared with 96.5% on the post-test; n=85) to 72 percent (for the statement: "Alcohol causes battering when the man drinks;" 82.4% recorded *true* on the pretest compared with 10.6% on the post-test; n=85).

In interviews with the evaluators, three program supervisors (two MOW, one WIC) reported that the trainings were well-received and answered questions many people had about domestic violence. However, the supervisors were unaware of any referrals to domestic violence programs or clients disclosing that they needed such a referral.

An *unintended outcome* of the trainings was the interest shown in the trainings by other agencies and outside sources as demonstrated by the following indicators:

- Feedback from the training and the participation of project staff on an elder services listserv created **demand for the training manual**, and more than **100 training manuals were distributed** to individuals across the country;
- Interest in the MOW training was expressed by the state's agency on aging, which requested that **project staff develop a training program** for the agency; and
- The national organization, Meals on Wheels of America, asked project staff to **develop a "train-the-trainer" video** to allow the training to be implemented nationally. The video was to be launched at the organization's September 2001 annual meeting at which project staff was scheduled to present.

5.6 Summary

All of the grantees addressing this priority area (California, Florida, Montana, and South Dakota) increased services to underserved populations by hiring indigenous staff. California, Florida, and Montana hired local women to provide outreach activities and services in their respective communities. In California, four local Native American women were hired as advocates. The advocates reported that their services were the first culturally customized domestic violence services available in these communities. In Florida, local African American were hired to conduct outreach activities in their communities because white organizers who had been working in those areas (one organizer for a period of three years) had been unable to make inroads into African American communities to provide domestic violence services. In Montana, a local Hmong woman was hired to conduct outreach activities into the community. A particular barrier to serving this community was the cultural tradition that discourages women from meeting in groups without their male partners.

In addition to using local women to conduct outreach activities, Florida, Montana, and South Dakota hired bilingual and native staff to provide services in targeted communities. Florida supported a bilingual detective with the Homestead Police Department to assist victims in migrant farmworker camps by explaining the criminal justice response to domestic violence and assisting victims through the system. Montana supported a member of the Refugee Assistance Center to translate domestic violence materials into Russian. South Dakota hired a Native American advocate to establish services, including a shelter, with culturally appropriate services for Native American women in Sioux Falls.

Lastly, Florida provided training to caseworkers and volunteers to increase identification of domestic violence among young women and the elderly. Caseworkers with the state's Women, Infants, and Children and volunteers with the state's Meals on Wheels program received training to recognize domestic violence and make referrals to local services.

6. Increasing Enforcement of Intra- and Interstate Protective Orders

Section 2265 of the Violence Against Women Act provides that a protection order issued by the courts of one state or tribe should be accorded full faith and credit by courts of another state or tribe. Policies and protocols are needed to facilitate enforcement of full faith and credit provisions. One grantee (South Dakota) addressed this priority area by working to establish a tribal protection order registry.

6.1 Protection Order Registry

South Dakota. The inclusion of tribal protection orders on a central registry was the focus of the South Dakota Coalition Against Domestic Violence and Sexual Assault's (Coalition) efforts to increase the enforcement of intra- and interstate protective orders with FY1998 Rural grant funding. The Coalition partnered with Cangleska on the central registry effort and met with law enforcement and the courts of all nine tribes in the state to seek their agreement to submit protection orders to the central registry. As of March 2001, one **memorandum of understanding (MOU) had been signed** (with Cangleska), and the grantee was working with the remaining tribes to reach agreement on additional memoranda. The time needed for an MOU to be reviewed within the tribe has been a factor in the implementation of this project. An MOU must proceed through four levels of review before it is signed: 1) the police chief; 2) the law and order committee; 3) the tribal attorney general's office; and 4) the tribal council.

6.2 Summary

The length of time required to seek and receive agreement to participate in a central protection order registry is extensive, as evidenced by the time spent by the Coalition. The time required and the possible reluctance on the part of law enforcement agencies and the courts to share data on the number of arrests or protection orders issued may be indicative of the reason that only one grantee sought to address this priority area.

CONCLUSIONS

The outcome evaluation used a nested ecological model framework to identify and assess outcomes achieved by nine grantees. Outcomes were derived from grant activities at multiple levels of a nested ecology (Bronfenbrenner, 1979; Dutton, 1996) defined by: 1) social and cultural norms; 2) institutional practices, policies, and services; 3) linkages between systems; 4) social networks; and 5) individuals. Using this framework, the evaluation team sought to answer the following questions:

- What were the desirable outcomes associated with the Rural program?
- What obstacles did the grantees encounter to achieving desirable outcomes?

- What rival hypotheses served as alternative explanations for the outcomes achieved by the Rural grantees?
- What were the lessons learned from the Rural program?

What Were the Desirable Outcomes Associated with the Rural Program?

Macrosystem level activities were those defined as addressing societal and cultural norms or attitudes. Desirable outcomes were:

- ***Increased Community Ownership for Violence Prevention and Intervention.*** Community ownership occurs when community members recognize that violence prevention and intervention requires more than a “professional” response; it involves active participation by all members of the community. Community ownership involves a systemic response by the community. An example of community ownership included all of the following activities: 1) monthly meetings of a family violence council comprised of community members; 2) yearly community and school-based presentations on violence prevention and intervention; 3) posters with anti-violence messages placed on grocery store bags; 4) candlelight vigils for domestic violence victims; 5) prominent and consistent coverage of domestic violence in the local newspaper; and 6) a 911-pager system to allow police officers to notify advocates when they are responding to a domestic violence incident.

Exosystem level activities were those defined as addressing institutional practices, policies, and services including those that specifically relate to violence against women. Desirable outcomes were:

- ***Enhanced Investigation of Domestic Violence Cases.*** Efforts to enhance the law enforcement response to domestic violence cases included hiring bilingual officers to conduct outreach in migrant farmworker camps to explain the criminal justice system’s response to domestic violence and provide ongoing support to victims through the reporting and prosecution process.

- ***Enhanced Prosecution of Domestic Violence Cases.*** Hiring a special prosecutor or implementing victim-less prosecution procedures were examples of enhanced prosecution of domestic violence cases.
- ***Established Partnerships Between Domestic Violence Programs and Child Protective Services by Placing Domestic Violence Advocates in Child Welfare Offices.*** Domestic violence advocates provided consultation on child welfare cases involving domestic violence and provided training on the dynamics of domestic violence. Domestic violence program staff also received training on child welfare policies and procedures.
- ***Increased Provision of Victim Services.*** Several grantees established services in rural areas without services and added culturally sensitive services to underserved populations.

Mesosystem level activities were those defined as fostering collaborations between institutions or microsystem components. Desirable outcomes were:

- ***Established Task Forces, Coalitions, and Councils.*** Collaborations that frequently included the range of professionals that serve domestic violence victims but sometimes included a broad segment of the community. For example, one council included police officers, pastors, bartenders, realtors, artists, retirees, activists, and students.
- ***Conducted Safety Audits.*** Audits assessed a community's position on issues related to domestic violence and its ability to respond to domestic violence. Segments of the community participating in safety audits included law enforcement, the judiciary, medical facilities, housing authorities, the clergy, victims, and businesses.
- ***Increased Collaboration among Member Programs of a Statewide Coalition.*** Increased collaboration through mechanisms such as cooperative programming to help ensure the sustainability of rural programs and maintain services for victims in rural areas.

Microsystem level activities were those defined as addressing social networks and the interactions within them. Desirable outcomes were:

- ***Increased Community Awareness of the Importance of Prevention Activities.*** Indications that the community became aware of the importance of prevention activities were the level and type of community support received by several grantees in the form of cash, in-kind donations, and volunteer hours.

Individual level activities were those defined as addressing the behavior, beliefs, and attitudes of individuals. Desirable outcomes were:

- ***Increased Knowledge of Domestic Violence Following Training.*** Responses to pre- and post-tests conducted by grantees prior to and upon completion of training.
- ***Increase in Victims' Sense of Well-being and Safety.*** Self-reports of victims interviewed by the evaluation team in response to questions about working with a domestic violence advocate.

What Obstacles Did the Grantees Encounter to Achieving Desirable Outcomes?

Obstacles were encountered by almost all of the grantees that prevented them from achieving outcomes they had identified. Obstacles included:

- ***Lack of Previously Established Working Relationship.*** Where the grantees were attempting to provide services or facilitate collaboration with a target population or agency in which they had not worked with before, the time to build trust and establish a working relationship was extensive.
- ***Lack of an Established Mechanism or Willingness to Share Data.*** Where there was no link between systems, such as a computerized database, the ability to create such a mechanism proved to be an obstacle. The willingness of agencies to share data also was an obstacle.
- ***Eighteen-month Funding Cycle.*** The interruption in funding of the Rural program proved to be an obstacle for grantees

who were unable to find additional funding for the six-month gap between Rural grants.

- **Staff Turnover.** The difficulty in recruiting and retaining staff in rural areas was an obstacle for many grantees.
- **Ethnic and Racial Discrimination.** Where this was strong, it created an obstacle to providing services.

What Rival Hypotheses Served as Alternative Explanations for the Outcomes Achieved by the Grantees?

Contextual variables that served as alternative explanations for outcomes achieved by the grantees with Rural funding alone included:

- *Other interventions instead of program activities.* At several of the sites, other initiatives or programs to address domestic violence were ongoing concurrently, but not in collaboration with, the Rural grant program activities.
- *Other interventions in interaction with program activities.* All of the grantees received funding other than the Rural grant to implement program activities.
- *The desired outcomes are a result of a bigger process that accounts for the relevant outcome and for the program activities.* Several grantees were part of larger community and statewide initiatives to end violence against women.

What Were the Lessons Learned from the Rural Program?

Findings of the National Rural Evaluation included elements of both performance and outcome evaluation. Performance evaluation compares actual performance with that planned in terms of both resource utilization and production, and includes such measures as number of clients served in order to measure the degree of success a program has achieved.⁵² While an impact evaluation of the Rural program was initially planned by the evaluation team, the availability of data decreased the feasibility of conducting a true impact evaluation. The lessons learned from conducting an evaluation of the Rural program were:

- ***Evaluation of Long-term Outcomes Associated with the Rural Program Requires Greater Capacity for Systematic Data Collection.*** Improved capacity for systematic data collection requires the availability of relevant data elements conceptually linked to grantee activities. Increasing this capacity for data collection requires integrated data collection systems across a wide array of community agencies, such as domestic violence services, law enforcement, the courts, child welfare agencies, and health and mental health systems. In addition, community survey data are an important compliment to these other sources of information for evaluating long-term outcomes of the Rural program. The ability to compare program outcomes to appropriate comparison or control conditions—while ensuring the safety of all family members—is necessary for even greater confidence in conclusions regarding outcomes.

- ***Grantees Funded under the Rural Program Employed Innovative Approaches in Their Efforts to Address the Problems of Domestic Violence and Child Victimization.*** Considerable barriers to addressing the problems of domestic violence and child abuse exist due, in part, to the unique geographical, environmental, cultural, social, and economic context defined by the rural areas across the United States and territories. Rural grantees have confronted these barriers by developing innovative approaches to identify domestic violence victims, provide services to victims and perpetrators, and to work with the communities in which they live.

- ***Community Buy-in and Enlisting the Participation of Key Stakeholders Was Essential for Successful Outcomes.*** The community and institutional acceptance or “buy-in” of common values was an important determinant in the successful implementation of grant activities within the Rural program. To the extent which community stakeholders shared a common vision of what could be done to ameliorate the problems associated with domestic violence and child abuse, the more likely they were to be successful in their efforts.

- ***Multiple Sources of Funding for Domestic Violence and Child Victimization Enhanced the Ability of Grantees to Leverage Resources to Accomplish More.*** Grantees who were able to coordinate the funding from the Rural program with other sources of funding were able to use resources already available through other funding sources and, therefore, increase their capacity for successful implementation of grant activities.
- ***The Rural Program Is Filling a Gap That Would Not Be Filled Without Such Federal Assistance.*** The gap consists largely of services to victims and their families—services that would not be available otherwise, or if available, are largely inaccessible due to geographic, economic, cultural, and other barriers—or inadequate program capacity.
- ***With Few Exceptions, Communities Have Not Been Able to Develop Mechanisms to Sustain Program Activities Without Rural Funding.*** The available funding through the Rural grant has facilitated addressing the more immediate needs of victims in the community, leaving dedicated program staff little time to develop longer-term organizational funding to sustain their efforts.

ENDNOTES

1. "Rural Domestic Violence & Child Victimization Enforcement Grant Program," Fiscal Year 1998 Application Kit, Office of Justice Programs, U.S. Department of Justice.
2. Ibid.
3. Electronic Roadmap for Evaluation, Evaluation Web Site, Bureau of Justice Assistance, U.S. Department of Justice, July 2002.
4. Data from the National Incident-Based Reporting System was available for Florida and Iowa. Data for Florida was obtained from the Florida Department of Law Enforcement at www.fdle.state.fl.us/fsac/data_statistics.asp. Data for Iowa was obtained from the Iowa Department of Public Safety at www.state.ia.us/government/dps/crime/stats.
5. Data from the National Court Information System was available for Iowa only. Data sets were obtained by the grantee, the Iowa Office of Drug Control Policy, and sent to the Rural evaluation team.
6. Individual grantee logic models are contained in Volume II, Chapters 2 through 10, of the final report.
7. Statistics were compiled from three reports: 1) Domestic Violence Education & Shelter, Victims Served 1999 & 1st Half 2000; Domestic Violence Education & Shelter, Victims Served 07/01/00-12/31/00; packet prepared for site visit team, January 2001; 2) Iowa Crime Victim Assistance, Quarterly Performance Report, Reporting Period January 1, 2001-March 31, 2001; April 30, 2001; and 3) Quarterly Progress Report, Iowa's STOP Violence Against Women Grant Program, FY1998 Rural Domestic Violence & Child Victimization Enforcement Grant, Victim Service Report; Reporting Period April 1-June 30, 2001; July 31, 2001.
8. Domestic Violence Education & Shelter, Victims Served 1999 & 1st Half 2000; Domestic Violence Education & Shelter, Victims Served 07/01/00-12/31/00; packet prepared for site visit team, January 2001.
9. Missoula County Office of Planning and Grants, Categorical Assistance Progress Reports, Numbers 5, 6, 7, and 8, dated July 1, 1998 to June 30, 2000.

10. Site visit interview with Children's Coordinator, Missoula County Office of Planning and Grants, November 2001.
11. Staff Reports, Meade County, December 1998 through March 2000, and April 2000 through January 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
12. Staff Reports, Bennett County, Report of Activities from August 1998 to January 2000, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
13. Staff Reports, Tripp County, Report of Activities from October 1998 to February 2000, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
14. Center for Crime Victim Services, Vermont Rural Domestic Violence and Child Abuse Project, Lamoille Family Center Supervised Visitation program, 7/00, Center for Crime Victim Services, Waterbury, VT.
15. E-mail response from Stuart Sengas, Program Director, Lamoille Family Center, to Janine Allo, Rural Grant Project Director, dated 8/27/01.
16. STOP Violence Against Women Discretionary Grant Program, Performance Report, Rural Southwestern Iowa Project, Governor's Alliance on Substance Abuse (now Office of Drug Control Policy), April 2000.
17. Iowa Court Information System; Calendar 1998 Convictions-Preliminary; Calendar 1999 Convictions-Preliminary; Calendar 1998 Disposed Charges-Preliminary; Calendar 1999 Disposed Charges-Preliminary; Run Date: 12/15/2000; Source: Justice Data Warehouse.
18. Iowa Reported Crime Statistics, Iowa Uniform Crime Reports for 2000, 1999, 1998, 1997, and 1996, Iowa Department of Public Safety.
19. Categorical Assistance Progress Report; Reporting Periods July 1, 1998 to December 31, 1998; January 1, 1999 to June 30, 1999; State of Florida.

20. Statistics were compiled from two reports: 1) presentations statistics from 02/99 to 06/00, correspondence from K. Swanson, Executive Director, DoVES, dated July 17, 2001; and 2) Iowa Crime Victim Assistance, FY1901 Year-End Performance Report, July 31, 2001.
21. Domestic Violence Education and Shelter, Donations by County—July 2000-June 30, 2001, July 2001.
22. Interview with program staff, Missoula County Office of Planning and Grants, November 2001.
23. Phone interview with Seeley Swan Sheriff Bob Parcel, October 22, 2001.
24. E-mail from Leslie McClintock, Missoula County Office of Planning and Grants, November 9, 2001.
25. Rural DV Report, Outcomes for YWCA Segments of Project, (no date).
26. Phone interviews were conducted with 12 of the 13 member programs of the North Dakota Council on Abused Women's Services in November 2001.
27. Phone interview with Pat Dunbar, Equilibrium Counseling, Iowa Office of Drug Control Policy, February 1, 2001.
28. End of Grant Report, September 1, 1998 to April 30, 2000, North Dakota Council Abused on Women's Services.
29. Phone interview conducted with Richard Hanson, the local evaluator, in May 2001.
30. Governor's Task Force, report prepared for the site visit team, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
31. *Law Enforcement Response to Domestic Violence*, (guidebook and training manual), South Dakota Coalition Against Domestic Violence and Sexual Assault, 1999.
32. Training and On-site Technical Assistance Activities, Rural Grant Site Visit Summary, Chad Olson, 3/99-3/01, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.

33. *Law Enforcement Training: Responding to Domestic Violence Calls*, South Dakota Coalition Against Domestic Violence and Sexual Assault, 1999.
34. Information collected by the local evaluator and shared with the national evaluation team.
35. Information collected by the local evaluator and shared with the national evaluation team.
36. Department of Social and Rehabilitation Services, SRS DV Unit Consultation Summary, Updated 1/17/01, [Report prepared for the site visit team], SRS, Morrisville, VT.
37. The domestic violence children's program coordinator conducted a focus group with 13 teens regarding potential service needs for teens in Lamoille County. This resulted in a program for peer counseling for teens, and the development and distribution of a brochure on teen dating violence.
38. Report prepared for December 1999 site visit team, Rural Diversity Initiative, Florida Coalition Against Domestic Violence, undated, p. 4.
39. Rural Diversity Reporting Forms, April 1999 through December 2000, Gulf County, Florida Coalition Against Domestic Violence.
40. Rural Diversity Reporting Forms; August 1999 through December 2000; Holmes, Jackson, and Washington Counties; Florida Coalition Against Domestic Violence.
41. Total Domestic Violence Offenses for Florida by County, Data Statistics, 1992-2000, Florida Department of Law Enforcement.
42. County and Municipal Domestic Violence Arrest Data, Data Statistics, 1998-2000, Florida Department of Law Enforcement.
43. Rural DV Report, Outcomes for YWCA Segments of Project, (no date). Documents translated into Hmong include the following:
 - Resources for victims of crime
 - YWCA Pathways brochure
 - YWCA Children's Program brochure
 - Crime Victim Advocate brochure
 - Information sheet on victims rights in criminal cases
 - Power and Control Wheel

- Assessing Whether Batterers Will Kill handout
- Effects of Domestic Violence on Children handout
- Characteristics of Children from Violent Homes handout
- Tips for Witnesses in Court
- Suggestions for Helping Parents Connect with their Teens handout
- Alcohol Abuse and Domestic Violence handout
- Positive Approaches to Discipline handout
- Range of Emotional Reactions to Women Who are Battered or Raped handout
- *To Tell the Truth* by Brian Ogawa

44. Rural DV Report, Outcomes for YWCA Segments of Project, (no date). Documents translated into Belarus Russian include:

- Resources for victims of crime
- YWCA Pathways brochure
- YWCA Children's Program brochure
- Crime Victim Advocate brochure
- Information sheet on victims rights in criminal cases
- Power and Control Wheel
- Effects of Domestic Violence on Children handout
- Characteristics of Children from Violent Homes handout
- Tips for Witnesses in Court
- Alcohol Abuse and Domestic Violence handout
- Range of Emotional Reactions to Women Who are Battered or Raped handout
- *To Tell the Truth* by Brian Ogawa

45. Progress report, South Dade Farmworker Project, April 1 1999 through June 30, 1999, Homestead Police Department, August 1999.

46. Summary Quarterly Reports for the periods of September 1, 1998 to November 30, 1998; December 1, 1998 to February 28, 1999; and March 1, 1999 to May 30, 1999; MUJER.

47. Mita Maske Ti Ki Services Report, October 2000 through July 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, July 2001.

48. Confronting Racism and Celebrating Our Cultural Diversity: Friendship and Change, Conference Evaluation, South Dakota Coalition Against Domestic Violence and Sexual Assault, July 2001.

49. Maxwell, M.S., and K. O'Rourke, *Domestic Violence: A Competency-Based Training Manual for Florida's Meals on Wheels Volunteers*, Institute for Family Violence Studies, Florida State University, September 1999.

50. Maxwell, M.S., and K. O'Rourke, *Domestic Violence: A Competency-Based Training Manual for Florida's Women, Infants and Children (WIC) Staff*, Institute for Family Violence Studies, Florida State University, September 1999.

51. Institute for Family Violence Studies brochure for WIC and MOW personnel, undated.

52. Bureau of Justice Assistance Evaluation Web Site, Glossary, www.bja.evaluationwebsite.org/html/glossary/p.html.

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- Yin, R.K., "Case study Research: Design and Methods," (2nd ed.), Sage Publications, Thousand Oaks, CA, 1994.

APPENDIX A

Praxis International Workshops

Praxis International Workshops

Praxis International provided technical assistance to the Rural grantees through a series of workshops that were offered as part of its Rural Domestic Violence Technical Assistance Institutes. All workshops were conducted at Praxis International in Duluth, Minnesota. Workshops available to the grantees from November 1998 to September 2000 included the following:

1998

Creating a Public Response to Private Violence, November 18-20, 1998.

Rural Grantee Meeting, November 21, 1998.

1999

Safety Audits, Tracking, and Evaluation: Primary Elements of a Coordinated Community Response to Domestic Violence, January 26-30, 1999.

Public Awareness and Using the Media to End Domestic Violence in Rural Communities, February 22-26, 1999.

Law Enforcement, Prosecution, and Judicial Responses to Domestic Violence in Criminal and Civil Cases, March 22-26, 1999.

Advocacy on Behalf of Battered Women, June 7-11, 1999.

Creating a Process of Change for Men Who Batter: A Training for Men's Nonviolence Class Facilitators, October 26-28, 1999.

Working with Battered Women Who Use Violence, December 7-8, 1999.

2000

Rural Grantee Meeting, January 11, 2000.

Creating a Coordinated Community Response to Domestic Violence, January 12-14, 2000.

Conducting Evaluations of Domestic Violence Projects, February 16-18, 2000.

Law Enforcement, Prosecution, and Probation in a Coordinated Community Response to Domestic Violence, March 8-10, 2000.

Advocacy on Behalf of Battered Women and Their Children, April 26-28, 2000.

Public Awareness and Using the Media to End Domestic Violence in Rural Communities, May 17-19, 2000.

Creating a Process of Change for Men Who Batter: A Training for Men's Nonviolence Class Facilitators, July 12-14, 2000.

Developing a Tracking and Monitoring System for Domestic Assault Cases, August 17-18, 2000.

Responding to Battered Women with Children, September 20-22, 2000.