

2004 BIENNIAL REPORT TO CONGRESS ON
THE EFFECTIVENESS OF GRANT PROGRAMS
UNDER THE VIOLENCE AGAINST WOMEN ACT

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

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I. INTRODUCTION

The Violence Against Women Act of 1994 (VAWA)¹ tasked the Attorney General with administering a number of formula and discretionary grant programs designed to improve responses to violence against women. In October of 2000, Congress enacted the Violence Against Women Act of 2000 (VAWA 2000)² which reauthorized funding for existing VAWA grant programs through FY 2005, and created certain new grant programs that address the needs of some of the most vulnerable women, children, and families in this country. In total, VAWA 2000 authorized \$3.2 billion in spending over five years.

Under the grant program established by VAWA, VAWA 2000, and other legislation, the Department of Justice's (DOJ) Office on Violence Against Women (OVW) has provided federal grants to help communities across America develop innovative strategies to address violence against women. These grant programs are being used to forge focused and effective partnerships among federal, state, local, and tribal governments, and between the criminal justice system and victim advocates, and to provide much-needed services to victims of domestic violence, sexual assault, and stalking.³

To document the results of VAWA funding,⁴ VAWA 2000 requires the Attorney General to report biennially on the effectiveness of activities carried out with VAWA grant funds. Specifically, the reporting requirements in 42 U.S.C. § 3789p, Accountability and Oversight, provide:

- (a) Report by Grant Recipients. – The Attorney General or Secretary of Health and Human Services, as applicable, shall require grantees under any program authorized or reauthorized by this division to report on the effectiveness of the activities carried out with amounts made available to carry out that program, including number of persons served, if applicable, number of persons seeking

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

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

³The grant programs are the following: STOP (Services*Training*Officers*Prosecutors) Violence Against Women Formula Grant Program; Legal Assistance for Victims Grant Program; Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program; Grants to Reduce Violent Crimes Against Women on Campus; Grants to State Domestic Violence and Sexual Assault Coalitions; Rural Domestic Violence and Child Victimization Enforcement Grants; STOP Violence Against Indian Women Discretionary Grants; Safe Havens: Supervised Visitation and Safe Exchange Grant Program; Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities; Grants to Tribal Domestic Violence and Sexual Assault Coalitions; and Education and Technical Assistance Grants to End Violence Against Women with Disabilities.

⁴Under VAWA, Congress recognized that, due to the variety of programs funded through the Act, the impact of the law would be difficult to quantify. Efforts to document impact were indeed difficult, even as descriptive and anecdotal reports made clear that VAWA had profoundly altered the national response to violence against women. CRS Report RL30871, Alison Siskin, *Violence Against Women Act: History, Federal Funding, and Reauthorization Legislation*, Congressional Research Service, Library of Congress, Updated Oct. 12, 2001, at 1.

services who could not be served and such other information as the Attorney General or Secretary may prescribe.

- (b) Report to Congress. – The Attorney General or Secretary of Health and Human Services, as applicable, shall report biennially to the Committees on the Judiciary of the House of Representatives and the Senate on the grant programs described in subsection (a), including the information contained in any report under that subsection.

In response to these requirements, the Department of Justice, Office on Violence Against Women (OVW) has made it a priority to develop and implement state-of-the-art reporting tools that will consistently capture the effectiveness of VAWA grant funding. The 2002 Biennial Report to Congress on the Effectiveness of Grant Programs Under VAWA (2002 Biennial Report to Congress) summarized the development of the VAWA Measuring Effectiveness Initiative, a cooperative agreement between OVW and the University of Southern Maine, Muskie School of Public Service, Institute for Child and Family Policy (the Muskie School) to develop and implement tools for grantee self-reporting and to draft the reports to Congress. The 2002 report also summarized the effectiveness of VAWA-funded projects during FY 2001 and FY 2002, based on data collected from recipients of the STOP (Services, Training, Officers and Prosecutors) Violence Against Women Formula Grant Program (STOP Program) in each state and territory,⁵ and from data collected by the Initiative during site visits to VAWA-funded programs in 18 states.

This 2004 Biennial Report, covering the period from FY 2003 through FY 2004, summarizes the progress that OVW has made in its efforts to standardize data collection procedures and to present preliminary data on grant activities funded by OVW. This report does not address the Transitional Housing Assistance Grant Program, authorized under the PROTECT Act and first funded in FY 2004, or VAWA grant programs administered by the U.S. Department of Health and Human Services.

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

II. THE VAWA MEASURING EFFECTIVENESS INITIATIVE

A. Background

Since the passage of VAWA 2000, OVW has undertaken a significant effort to implement a system for measuring the effectiveness of projects supported by VAWA grant funding. The VAWA Measuring Effectiveness Initiative (the Initiative) team has been working since November 2001 to develop the means for grantees to collect and report this information. As summarized in the 2002 Biennial Report to Congress, during 2001 and 2002, the Muskie School worked with OVW to measure the effectiveness of VAWA-funded programs in two ways. First, the Initiative began development of new reporting tools to facilitate the collection of standardized program data from each OVW grantee. Second, Initiative staff conducted 18 in-depth site visits to states and territories to solicit comprehensive statistics and first-hand reports from states, tribes and local communities highlighting changes that have occurred as a result of VAWA.

During the first two years following the passage of VAWA 2000, the Initiative focused on conducting an extensive process of consultation with OVW grantees, experts in the field, and OVW staff in order to determine what information should be reported by grantees and subgrantees of OVW's 10 discretionary and one formula grant programs. Because the reporting forms would gather information on 11 unique programs, each needed to be individualized to allow grantees to report on the types of activities engaged in with their funding- for example, training, criminal justice activities, victim services addressing diverse communities such as people who are disabled, underserved communities, the elderly, tribal populations, and campus communities. Furthermore, the forms incorporated new Government Performance and Results Act of 1993 (GPRA) measures that OVW selected to reflect more accurately the goals of the VAWA grant programs and whether those goals are being achieved. In addition, the forms were developed to satisfy the OVW grantees' semi-annual (discretionary grant programs) and annual (formula grant programs) grantee progress report requirements. Thus, data from the progress report forms can be used for individual grantee monitoring, feedback for grantees on grant program activities and achievements, long-term trend analysis and planning, as well as reporting to Congress. By the end of FY 2002, the Initiative had developed four draft semi-annual and annual progress reporting forms and was in the process of form development for the remaining OVW discretionary grant programs.

In FY 2003 and FY 2004, OVW and the Muskie School continued efforts to design and implement progress reporting forms for OVW grantees, to implement the new measuring effectiveness reporting forms, to compile program progress report data, and to conduct site visits to 10 - 12 states each year.

B. Development of Reporting Tools in FY 2003 and FY 2004

The development process for the OVW grantee progress report forms continued throughout FY 2003 and FY 2004, with further consultation, pilot testing, and revision prior to submission of

the reporting forms for approval to the Office of Management and Budget (OMB) and implementation in the field. During this time, the Initiative focused on several steps in the development and revision of each program progress report form: 1) production of a draft form and instructions in consultation with OVW grantees, experts in the field and OVW staff; 2) pilot testing of each form by a limited number of grantees to test feasibility, suitability of the data collected, and ease of use; 3) revision of form by Muskie School staff in consultation with OVW; 4) OVW submission of the draft form to OMB for notice and approval; 5) dissemination of final progress report form to grantees and posting on the Initiative web site; 6) grantee training for each grant program on completing the new progress report form; 7) development of databases to assist grantees in collecting the program data included in the report; and 8) creation of automated reporting forms for grantee submission through the Department of Justice Office of Justice Programs (OJP) Grants Management System (GMS).

During FY 2003 and FY 2004, each of the progress report forms for the 10 VAWA discretionary programs was finalized and approved by OMB. The STOP Program progress report forms also were completed and submitted to OMB. Copies of the Semi-Annual/Annual Progress Report Form for each grant program are contained in Appendix B. The Muskie School conducted extensive training in-person and through conference calls with grantees from each grant program to address the reporting issues unique to each of the program progress report forms. They conducted more than 60 in-person training sessions and numerous conference call sessions reaching a total of 3,000 grantees. In addition, the Muskie School Initiative staff responded to 2,511 requests for technical assistance through their toll-free number and electronic mail. Many grantees accessed information on the Initiative through the Initiative web site which had 214,933 page views during this period.⁶ In addition, to improve the ease and accuracy of data collection to complete the progress report forms, the Muskie School worked to develop sample databases to assist grantees in the collection of data for each program progress report. By the end of FY 2004, four of the databases had been completed and disseminated to program grantees.

Through an agreement with OJP's Office of the Chief Information Officer, OVW developed computerized "smart" versions of these forms that grantees can submit online through GMS. The GMS progress reporting system is being rolled out in stages. First, grantees of six OVW programs completed and submitted their new progress reports through GMS for the first time during the July 2003 - December 2003 reporting cycle. Grantees of four other programs submitted their reports for the first time in the January 2004 - June 2004 reporting cycle.⁷ The data provided below on the effectiveness of VAWA grant programs is based largely upon the progress report data collected during these initial reporting periods as well as the data collected through Initiative state site visits.

6 The Initiative web site is <http://muskie.usm.maine.edu/vawamei/>. (Accessed August 1, 2005)

7 In the third stage grantees and subgrantees for the STOP Program will submit their calendar year 2004 data on the new forms.

C. Site Visits and State Profiles

The Initiative conducts in-depth site visits to states and territories to meet with staff from a variety of VAWA-funded grant projects and gather information on the effectiveness of these projects. Even with the new reporting tools, the site visits remain a critical piece of the data collection strategy because they enable the quantitative data to be more fully illuminated and placed in context. Data from site visits are utilized in several ways. First, a state profile is created for each state, describing projects funded by VAWA. This profile includes quantitative data describing improvements in services or response after the receipt of VAWA funds and first-hand accounts from grantees and subgrantees on the successes and challenges they have experienced implementing VAWA-funded projects. Second, data collected during site visits are used in Reports to Congress to provide examples of the effects that VAWA funding has had on individual communities. Finally, findings from the state site visits are contained in a database that can be queried as needed to identify grantees who are working in a specific area of practice, such as sexual assault forensic exams, or outreach to a targeted population.

In 2003, the Initiative conducted site visits to 11 states: California, Connecticut, Florida, Louisiana, Michigan, Missouri, Montana, New Mexico, New York, Texas, and Vermont. The State Profiles for each of these states are included in Appendix C.

III. EFFECTIVENESS OF VAWA GRANT PROGRAMS: FY 2003 AND FY 2004

A. Funding

The Office on Violence Against Women awarded \$284,571,887 in VAWA grant funds during FY 2003, and \$316,946,094 during FY 2004. OVW provided additional support for VAWA-funded grant projects through training and technical assistance. Specific amounts awarded under each of OVW's grants programs were as follows:

FY 2003-2004 OVW Awards by Programs

| Program | Number of 2003 Awards | FY 2003 Award Amount | Number of 2004 Awards | FY 2004 Award Amount | Total Number of Awards | Combined Award Amount |
|--|------------------------------|-----------------------------|------------------------------|-----------------------------|-------------------------------|------------------------------|
| Education and Technical Assistance Grants to End Violence Against Women with Disabilities | 1 | 200,000 | 22 | 6,674,190 | 23 | 6,874,190 |
| Grants to Encourage Arrest Policies and Enforcement of Protection Orders | 109 | 46,043,008 | 117 | 65,774,011 | 226 | 111,817,019 |
| Grants to Reduce Violent Crimes Against Women on Campus | 25 | 6,993,145 | 31 | 8,113,293 | 56 | 15,106,438 |
| Grants to State Sexual Assault and Domestic Violence Coalitions | 88 | 8,784,783 | 90 | 8,056,190 | 178 | 16,840,973 |
| Grants to Tribal Domestic Violence and Sexual Assault Coalitions | 2 | 1,540,000 | 5 | 950,596 | 7 | 2,490,596 |
| Legal Assistance for Victims Grant Program | 97 | 34,085,728 | 79 | 33,773,601 | 176 | 67,859,329 |
| Rural Domestic Violence and Child Victimization Enforcement Grants Program | 81 | 33,882,196 | 72 | 31,099,598 | 153 | 64,981,794 |
| Safe Havens: Supervised Visitation and Safe Exchange Grant Program | 38 | 12,107,963 | 30 | 11,153,792 | 68 | 23,261,755 |
| STOP Formula Grant Program | 61 | 130,361,538 | 60 | 142,252,897 | 121 | 272,614,435 |
| STOP Violence Against Indian Women | 31 | 6,899,677 | 44 | 5,362,653 | 75 | 12,262,330 |
| Training Grants to Stop Abuse and Sexual Assault Against Older Individuals and Individuals with Disabilities | 15 | 3,673,849 | 15 | 3,735,273 | 30 | 7,409,122 |
| Grand Totals: | 548 | \$284,571,887 | 565 | \$316,946,094 | 1,113 | \$601,517,981 |

B. Effectiveness

Through progress reports and state site visits, grantees and subgrantees describe significant effects of VAWA grant programs in changing community responses to violence against women, improving the criminal enforcement of domestic violence, sexual assault, and stalking laws, and providing protection and support for victims of these crimes. This report includes data from OVW progress reports summarizing the scope of services and grant activities reported by OVW discretionary program grantees, as well as the accomplishments of grantees from each grant program. In addition, information from the state site visits and from the narrative portions of the progress reports provide descriptions of grantee reports on the changes that have resulted from VAWA-funded projects in their communities.

1. Overall VAWA Effectiveness Data

The information on grant activities described below was submitted by grantees for July 2003 through June 2004. The data are limited to the activities of six discretionary grant programs during the first six months of reporting and four additional discretionary grant programs, for a total of 10, during the second six month reporting period. The activities of STOP Program grantees and subgrantees are not included because the new reporting forms for the STOP Program are currently being implemented for calendar year 2004 activities. In addition, the 2004 STOP Program Annual Report to Congress details STOP Program subgrantee activities for calendar year 2003. The following provides an indication of the scope of grant activities, victim services, and criminal justice interventions reported by OVW discretionary grant recipients:

- ◆ In the most recent six month reporting period, January 2004 - June 2004, 100,000 victims of domestic violence, sexual assault, or stalking received services through Projects funded by OVW discretionary grant programs. These services included victim advocacy, civil legal advocacy, supervised visitation or exchange, and criminal justice legal advocacy. During the same period, 5,535 victims could not be served, primarily because victims did not meet eligibility requirements or programs reached their capacity.⁸ (Note: Reporting from 2003 and earlier years indicate that each year recipients of VAWA formula grants serve an additional 1,000,000 victims of these crimes.)
- ◆ More than 205,000 individuals, including law enforcement officers, victim advocates, attorneys, court personnel, and prosecutors, received professional training from July 2003 through June 2004 to improve coordinated community responses to domestic violence, sexual assault, and stalking.
- ◆ In one year, victims of domestic violence, sexual assault, and/or stalking received legal assistance to address 92,379 issues such as obtaining protection

⁸ Eligibility and statutory requirements may include, for example, waiting periods for initiating divorce proceedings, statutory requirements concerning level of abuse or relationship to offender in order to request a protection order, or victim residence outside area of jurisdiction.

orders, custody, visitation, divorce, or other civil matters related to the abuse they experienced.

- ◆ In VAWA-funded jurisdictions, law enforcement personnel recorded nearly 125,000 incident reports in response to 190,089 calls for assistance with domestic violence, sexual assault, or stalking in one year.
- ◆ Prosecutors in VAWA-funded jurisdictions filed 110,316 charges (13% felonies) in cases of domestic violence from July 2003 through June 2004.
- ◆ Probation officers in VAWA-funded jurisdictions enhanced supervision in cases of domestic violence by conducting nearly 50,000 face-to-face, telephone, or surveillance monitoring contacts in the most recent six month reporting period. In addition, probation officers had 4,473 contacts with victims in these cases over the same period.
- ◆ In jurisdictions receiving VAWA discretionary funding, 346,374 temporary or permanent orders of protection were granted in one year to enhance the safety of victims of domestic violence, sexual assault, and/or stalking.

2. Grant Program Effectiveness Data

Under the provisions of VAWA, VAWA 2000, and other legislation, each discretionary grant program has a unique focus and specified purposes. Therefore, the nature of grant activities varies by program. The following provides a summary of the progress report data submitted by grantees from each discretionary grant program, as well as descriptions of specific projects that typify community responses supported through VAWA funding.

a. Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program)

The Arrest Program is designed to encourage state, local, and tribal governments and state, local, and tribal courts to treat domestic violence as a serious violation of criminal law requiring the coordinated involvement of the entire criminal justice system. These communities can conduct a range of grant activities within the statutory purpose areas which focus on improving the criminal justice response to violence against women in collaboration with non-profit, non-governmental victim service providers as part of a coordinated community response to domestic violence. At least five percent of the funding for this program must be available for grants to Indian tribal governments. Progress reports from Arrest Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ The proportion of Arrest Program grantees who used grant funds in the following areas in the last reporting period:

| | |
|-------------------|-----|
| - Victim Services | 73% |
| - Training | 77% |
| - Law Enforcement | 42% |
| - Prosecution | 36% |
| - Courts | 14% |
| - Probation | 15% |

(Note: Percentages total more than 100% because grantees could check multiple responses.)

◆ *In one six month period*, Arrest Program grantees served more than 50,000 victims. Two percent (1,038) of victims seeking services could not be served primarily because the victims did not meet eligibility or statutory requirements or because of limited program resources. The services most often provided are victim advocacy (28,586 victims), criminal justice advocacy (22,139), victim-witness notification of case processing (22,123), hotline calls (17,128), crisis intervention (14,440) civil legal advocacy (12,607), and counseling/support (11,810).

◆ In jurisdictions receiving Arrest Program funds for law enforcement activities, grantees report that *annually*:

▶ Law enforcement officers responded to 189,190 calls for assistance and conducted 82,444 investigations in domestic violence matters.

▶ The predominant aggressor was arrested in 40,942 cases (52% of cases investigated.)

▶ Law enforcement officers made dual arrests in 4% (1,593) of all arrests.

◆ In jurisdictions receiving Arrest Program funds for prosecution activities, grantees report that *annually*:

▶ Prosecutors proceeded with charges in 77% (54,131) of cases referred from law enforcement.

▶ Prosecutors filed 107,513 domestic violence charges, 13% of which were felony charges.

▶ Of the charges resolved, charges resulted in a conviction or deferred adjudication in 56% of misdemeanor domestic violence charges, 40% of domestic violence ordinance charges, and 53% of felony domestic violence charges.

◆ Arrest Program funds supported professional training in approximately 125 jurisdictions. In a *one year period*, 49,077 individuals were trained, primarily law enforcement, victim advocacy staff, and court personnel. Training focused on professional responses to domestic violence, safety planning for victims, domestic violence statutes and codes, the issuance and enforcement of protection orders, and coordinated community responses to domestic violence.

The Arrest Program grantees provided numerous examples of how VAWA grant funding had changed their communities' responses to domestic violence. Results include:

- ✓ The San Diego Family Justice Center, an initiative of the City Attorney, received 625 calls during its first month of operation. By April 2003, the monthly total increased 216%, to 1,975 calls and the Center had a seven-month total of 8,926 calls. The monthly total of victims served increased over this period from 87 to 492, an increase of 466% and a cumulative total of 2,429. Five hundred victims walked in to receive assistance from the Center's opening in October of 2002 to April of 2003. The San Diego Family Justice Center became the model for the President's Family Justice Center Initiative, which provides OVW-funded grants to 15 communities nation wide to establish one-stop centers to allow victims of domestic violence access to law enforcement, prosecution, victim services, and a range of safety and support services provided by partnering agencies including faith based organizations, health care providers, and other critical service providers. (San Diego, California)

- ✓ “The initiatives fostered by the Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program have impacted our jurisdiction in a number of ways. Systemically, arrest policies and training for law enforcement have resulted in improved investigation and reporting of incidents of domestic violence. In 2003, the Carbondale Police Department filed 437 domestic battery reports compared to 212 filed in 1997. Assigning one prosecutor to the domestic violence caseload has resulted in an increase in the conviction rate from 23% in 1996 to 64% in 2003.” (City of Carbondale, Illinois)

- ✓ “‘There have been some major changes to the way that domestic violence offenders are treated in the City of Phoenix with the implementation of this grant. Not only are first time offenders being sentenced to supervised probation, they are also attending sentencing review hearings every 90 days before a specially trained judge in a domestic violence court setting.’” (Arizona Office of the Governor, Arizona)

- ✓ “‘The Arrest grant enabled the police department to expand the patrol response to domestic violence calls. This was very successful in producing evidence-based prosecution enabling the West Valley City prosecutor's office to exceed the 85% conviction rate goal. This had a powerful impact on both offenders and victims. Offenders were held accountable and either pled to or were convicted of a domestic violence related crime in 97% of the cases. In many of the cases, the evidence collected by the specialized units was so overwhelming that the offender pled early in the criminal justice process. This kept many victims from having to or needing to testify, thus taking the responsibility from the victim and placing it upon the criminal justice system.’” (West Valley City, Utah)

✓ The Hopi Tribe in Kykotsmovi undertook an integrated domestic violence prevention and intervention program in 1998 with the Tribal Court and the Hopi Women's Coalition. Originally, a single prosecutor served victims on the 1.8 million acre reservation. In 2004 the team includes a domestic violence program coordinator, a probation officer, a legal advocate, a victim advocate, and a men's reeducation coordinator. The Tribal Court on the Hopi Reservation in Kykotsmovi issued 16 protection orders in the first two years of VAWA funding. The court now issues an average of 188 protection orders per year. Telephone emergency protection orders and protection orders issued for up to seven years are now routine. Mandatory arrest and no-drop policies have been implemented. Law enforcement officers receive training on evidence-based investigation and now routinely refer victims to services. Tribal court judges are trained on uniform sentencing guidelines and full faith and credit. Perpetrators convicted of domestic violence and sentenced to probation are now under intense supervision. The tribe reports, "Building a solid foundation was so important, now we're ready to start adding other pieces." The tribe plans to build a shelter and space for children's programs and to provide forensic exams on the reservation. (Hopi Tribe, Arizona)

✓ The City of New Orleans' multifaceted project working to enhance the city's criminal justice and social service response to victims of domestic violence contributed to:

- ▶ a 344% increase in victims served by advocates in the City Attorney's Office Domestic Violence Unit; from 1,407 in the last six months of 2002 to 6,249 in the first six months of 2003. Advocates now proactively contact the victim at arraignment and each hearing instead of working only by referral.
- ▶ a 90% conviction rate for the District Attorney's Office's domestic violence related cases from January 2003 through June 2003, compared with 61% in 1999.
- ▶ an 81% increase in cases opened by Catholic Charities' legal assistance, from 200 cases in 1998 to 361 cases in 2002. Hearings attended by attorneys increased 39%, from 280 hearings in 1998 to 389 in 2002. Protection orders obtained increased by 153%, from 219 in 1998 to 554 in 2002. (New Orleans, Louisiana)

b. Legal Assistance for Victims Grant Program (LAV Program)

The LAV discretionary grant program is designed to strengthen legal assistance programs, for victims of domestic violence, dating violence, sexual assault, and stalking, including addressing immigration matters for victims of violence against women. Eligible applicants include Indian tribal governments, victim services programs, law school legal clinics, and other legal services organizations that assist victims of domestic violence, dating violence, or sexual assault. Five percent of the funding for this program is set aside for grants to programs that assist victims of domestic violence, sexual assault, and stalking on lands within the jurisdiction of an Indian tribe.

Progress reports from LAV Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ In the most recent *six month reporting period*, LAV grant recipients offered legal assistance for 43,363 victims of domestic violence, sexual assault, and/or stalking. Eight percent (3,537) of victims seeking services could not be served, primarily because the victims did not meet eligibility or statutory requirements or because of conflicts of interest or limited program resources. In addition to legal assistance, victims received assistance with safety planning and support services.
- ◆ Funds from the LAV Program support 542 full-time equivalent civil attorneys, paralegals, legal advocates, victim advocates, and support staff in grant-funded projects.
- ◆ From July 2003 through June 2004, LAV grantees worked with victims to address 92,379 legal issues such as protection orders, divorce, custody/visitation, and child support.
- ◆ Grantees who used LAV funds for training (76%), trained 40,518 professionals, including victim advocates, attorneys, law students, and law enforcement officers. Training topics included domestic violence laws, protection orders, divorce and custody in the context of domestic violence, safety planning, confidentiality, and issues specific to victims/survivors who are immigrants, refugees, or asylum seekers.

The LAV Program grantees provided numerous examples of how VAWA grant funding had enhanced legal services available to victims of domestic violence, sexual assault, and/or stalking. Results include:

- ✓ The Legal Assistance to Victims of Sexual Violence Program of the Vermont Network Against Domestic Violence and Sexual Assault in Montpelier provides legal services and consultation for sexual violence survivors, and training for attorneys. The program is staffed by an advocate in a rape crisis center and four attorneys in two firms who train other attorneys to represent victims of sexual violence. During the first year, this project served 175 victims in Washington and Chittenden counties. Previously, there were no legal services specifically for survivors of sexual violence in these areas. The Network's goal is to expand the program statewide. (Vermont)
- ✓ In the first two years of its LAV grant, Farmworker Legal Services of New York (FLSNY), in partnership with the Victim Resource Center (VRC), conducted 324 outreach trips to migrant camps/migrant worker housing and provided 2,250 farm worker women with information in Spanish and English on domestic violence and related legal and support services. (New York)

- ✓ The Elderly Victims of Domestic Violence Legal Project at the SeniorLAW Center in Philadelphia provides legal assistance to low-income, elderly victims of abuse to enhance safety and autonomy, and access to social services. In the first year of their grant, they anticipated providing legal representation to 60 elderly victims of domestic violence. They exceeded that goal by representing 45 clients in just the first seven months. Collaboration with other agencies involves outreach to African American, Asian, and Hispanic communities. The project regularly responds to calls from Family Court Judges seeking opinions on best practice in elder abuse cases. (Pennsylvania)

- ✓ The Political Asylum Project of Austin's (PAPA) Program Representing Immigrant Survivors of Abuse (PRISA) provides legal services to immigrants and their children who are victims of family violence. Four staff serve 16 counties offering legal counseling and representation, outreach services, and education to the community on legal remedies. Program materials are translated into 15 languages, including Bosnian, Hindu, Urdu, Mandarin Chinese, and Japanese. With VAWA funding, PRISA has built on 1.5 years of groundwork to begin training advocates in family service centers on a military base near Austin, and to offer outreach to faith-based communities in rural areas. The project trained 1,536 law enforcement officers, and saw a 125% increase in referrals from law enforcement in FY 2002, from 16 to 36. From FY 2000 through FY 2003, PRISA served 957 clients and currently receives 100% approval for VAWA self-petitions submitted, allowing immigrant victims of domestic violence to live and work legally in the United States. (Austin, Texas)

- ✓ The Legal Aid Society of Northeastern New York Domestic Violence Legal Assistance Project (DVLAP) provides free legal service to victims of domestic violence, regardless of income. Prior to VAWA funding, they were able to provide services only to a small number of low-income victims. DVLAP covers eight counties in the Capital Region and rural upstate New York. The Project provides legal assistance in family court and other civil matters. The Family Violence Unit at the Albany Law School (ALS) is another component of DVLAP. Law interns are under the supervision of the Unit director, an ALS faculty member, who also provides direct legal representation and technical assistance to victims of domestic violence. Combined funding from VAWA, state funds, and the school support the Unit director position. (New York)

c. STOP Violence Against Indian Women Grants Program (STOP VAIW Program)

This discretionary grant program is designed to develop and strengthen tribal law enforcement and prosecution efforts to combat violence against Native women and to develop and enhance services for victims of such crimes. Eligible applicants are recognized tribal governments or consortia. Progress reports from STOP VAIW Program grantees for the period of January 2004

through June 2004 included the following data on program activity and effectiveness reported by 28 grantees:⁹

◆ The proportion of STOP VAIW Program grantees who used grant funds in the following areas in this reporting period:

| | |
|-------------------|-----|
| - Victim Services | 79% |
| - Law Enforcement | 18% |
| - Prosecution | 21% |
| - Courts | 21% |
| - Probation | 3% |

(Note: Percentages total more than 100% because grantees could check multiple responses.)

◆ The 22 projects providing victim services under this program served 2,344 victims of domestic violence, sexual assault, and/or stalking during the *six month reporting period*. One percent of victims seeking services (38) could not be served primarily because the victims did not meet eligibility or statutory requirements or because of limited program resources.

◆ Victims of domestic violence, sexual assault, and/or stalking were assisted with 12,579 services in the *six month reporting period*. Services for victims included shelter (4,396 shelter nights), hotline calls (1,812), victim advocacy (1,678), crisis intervention (1,137), and transportation, criminal justice advocacy, support groups and other support services (3,556).

◆ In the *six month reporting period*, STOP VAIW grantees held 49 training events, providing professional training for 1,015 individuals from tribal and non-tribal multidisciplinary groups, tribal volunteers, prosecutors, and tribal government and social service agency staff, among others.

◆ Law enforcement officers supported with STOP VAIW funding responded to 550 calls for assistance, and conducted 537 investigations in cases involving violence against women.

The STOP VAIW Program grantees provided examples of how VAWA grant funding had enhanced responses to domestic violence, sexual assault, and/or stalking in their community. Results include:

✓ “This is a positive step forward for the community. Prior to receiving this funding, the tribe did not have a system of care in place for victims of violent crimes. The support services and information dissemination has increased

⁹ At the time of data analysis reporting rates for STOP VAIW grantees were low for the first semi-annual reporting period. OVW worked with grantees and increased timely reporting for subsequent reporting periods.

awareness and women who have experienced domestic violence or are in a current domestic violence relationship are reporting and requesting assistance. The problem of denial with domestic violence within the community is no longer a secret despite the feelings of fear and shame by the victims, because of the funding to establish a Domestic Violence Program that victims could rely on for support and advocacy.” (Pueblo of San Felipe, New Mexico)

✓ The Crime Victim Advocate Office of The Confederated Salish & Kootenai Tribes of the Flathead Nation in Pablo recently succeeded in their one and a half year effort to revise tribal codes to include orders of protection for stalking and elder abuse. There have been eight stalking and five elder abuse cases in the last quarter of 2003. (Montana)

✓ “STOP VAIW funding has provided us (Shoonaq Tribe of Kodiak, AK) with the opportunity to fulfill five main objectives that we were not able to before. 1) It allowed us to fill a gap in services in our community and provide a Native advocate for women who are victims of domestic violence, sexual assault or stalking. 2) We have been able to begin to develop cultural competency training for our non-Native professional agencies in town. 3) We are collecting information from our elders regarding the history of violence against women. This is crucial to our understanding of how violence against women has become interwoven into our culture. With a growing understanding of its origins we will be better able to counteract it now. 4) We are able to construct formal collaboration methods with other service agencies, both Native and non-Native. Previously, with all agencies working separately, many Native women fell through the cracks. This grant is giving us the opportunity to correct that. 5) We are able to focus on outreach to the Native community. Domestic violence and violence against women have been a pervasive, but hidden, problem for many years in our community. Our articles in various papers, support groups, the Native women's advisory committee, tribal meetings and resources brochures are some of the ways that STOP VAIW funding has allowed us to make the issue of domestic violence a priority in our community.” (Alaska)

✓ The Inter-Tribal Council of California, Inc. has created a tribal task force consisting of two representatives from each member tribe, who are provided with training designed to enhance cooperation between state law enforcement and tribal leadership. The Inter-Tribal Council's domestic violence task force has doubled the number of member tribes, reservations, and rancherias in only two years, from 17 at its inception, to 33 in FY 2003. All member tribes are required to examine their tribal codes and receive domestic violence training. Culturally-competent victim services are provided to tribal members across the state. (California)

d. Rural Domestic Violence and Child Victimization Enforcement Grants (Rural)

This discretionary grant program is designed to enhance services available to rural victims and children by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, and child abuse. A state is considered rural if it has a population of 52 or fewer persons per square mile or the largest county has less than 150,000 people. In rural states, eligible applicants are state and local governments and public and private entities. Non-rural states may apply on behalf of rural jurisdictions in their states. At least five percent of the funding for this program must be available for grants to Indian tribal governments. Eligible applicants also include Indian tribal governments in rural and non-rural states. Progress Reports from Rural Program grantees for the period of January 2004 through June 2004 included the following data on program activity and effectiveness:

◆ The proportion of Rural Program grantees who used grant funds in the following areas in the last reporting period:

| | |
|-------------------|-----|
| - Victim Services | 84% |
| - Training | 86% |
| - Law Enforcement | 11% |
| - Prosecution | 7% |
| - Probation | 6% |

(Note: Percentages total more than 100% because grantees could check multiple responses.)

◆ *In the last six month reporting period*, Rural Program grantees served 22,854 victims and 7,232 children of victims of domestic violence. Three percent of victims seeking services (919) could not be served, primarily because the victims did not meet eligibility or statutory requirements or because of limited program resources. The services most often provided for victims of domestic violence were hotline calls (23,579), victim advocacy (15,761), crisis intervention (10,782), support groups/counseling (10,277), civil legal advocacy (8,688), and criminal justice advocacy (6,379). The services most often provided to the children of domestic violence victims were support groups/counseling, child/victim advocacy, and crisis intervention.

◆ Services for victims of domestic violence also included emergency shelter for 2,766 victims of domestic violence and their families, totaling 47,909 individual nights in shelter.

◆ The 101 Rural Program grantees who used their grant funds to support professional training conducted 1,195 training events and reached 19,659 individuals, including multi-disciplinary groups, law enforcement officers, health professionals, victim advocates, and educators. The topics most often addressed in training included the advocacy response to domestic violence, confidentiality, domestic/dating violence dynamics and statutes, safety planning with victims, and law enforcement response.

◆ Rural Program funding can also be used to develop education and prevention strategies to address domestic violence, dating violence and child

abuse. The 100 grantees who used grant funds to support community education provided education for 31,164 middle and high school students, 17,598 community members/groups, 17,298 elementary school students, and 4,829 university or college students.

Rural Program grantees provided examples of how VAWA grant funding had enhanced responses to domestic violence, sexual assault, and/or stalking in their communities. Results include:

- ✓ Cochise County Adult Probation's total number of domestic violence probationers increased 756%, from 110 in 2000, the first year of funding, to 942 in 2003. Seventy-four percent of domestic violence probationers now graduate from probation, compared with only 6% in 2000. Prior to receiving funds, there was no supervised probation of domestic violence perpetrators in the county. (Arizona)
- ✓ Have Justice Will Travel (HJWT) in Chelsea began with one person, one phone, one computer, and an old pick-up truck that served as an office. Wynona Ward roamed rural Vermont working to help victims of domestic violence by delivering legal services to them in their own homes. HJWT now includes the services of eight staff members and six volunteers. Recently the project was able to expand services for victims to the southern Vermont counties of Bennington and Windham. HJWT provides in-home consultations, transportation, free legal services, and a range of support for victims of domestic violence and their children. Before this project expanded, victims in southern Vermont received few legal services for protective order hearings and little or no legal services for family law. VAWA funding served as a catalyst for obtaining alternative funding to develop a kit and curriculum to offer to organizations that want to create a HJWT system. (Chelsea, Vermont)
- ✓ New Mexico Judicial Education Center at the University of New Mexico in Albuquerque provides an innovative online training to judges, domestic violence commissioners, court staff, and attorneys across New Mexico. The center has developed an eight-week training designed to assist judges in criminal domestic violence cases by participation in an interactive trial via computer. The judge who participates in the online training will be able to proceed step-by-step through a criminal domestic violence trial. They receive information on domestic violence in the courtroom, including recanting victims and batterers, and receive mentoring from more senior judges. (Albuquerque, New Mexico)
- ✓ Abused Adult Resource Center (AARC) in Bismarck established eight new outreach offices in seven rural counties within their catchment area. Prior to funding, victims from this 10,000 square mile service area were required to travel up to 100 miles to Bismarck to receive services. Three full-time rural outreach advocates travel among the offices. Task forces and a volunteer base have been established in each location. Rural law enforcement officers are trained on

evidence collection and conducting investigations on tribal lands. AARC developed the Badge of Hope Award, issued annually to a select law enforcement officer for his/her work with victims. This award raised awareness to the point that the Governor requested inclusion in the annual ceremony. (Bismark, North Dakota)

- ✓ The Rural Domestic Violence and Child Victimization Enforcement Grant Program, started with VAWA funding in 2003, is a collaboration among the Georgia Coalition Against Domestic Violence, the Georgia Commission on Family Violence and the Criminal Justice Coordinating Committee to focus on rural communities served by victim service agencies in Statesboro, Waycross, Thomasville, and Valdosta. Each agency has one specialized advocate who intervenes in reported cases of child abuse and neglect, and performs an assessment to determine whether or not the mother is a victim of domestic violence. The case workers can then work jointly with child protective services to ensure that battered women and their children receive the support and services they need. Before this program began with VAWA funding, Child Protective Services might have called once or twice a year to involve the advocates in a case. Now, they are called regular basis. (Georgia)

e. Grants to Reduce Violent Crimes Against Women on Campus (Campus Program)

This discretionary grant program is designed to strengthen the higher education community's response to sexual assault, stalking, domestic violence, and dating violence crimes on campuses, and to enhance collaboration between campuses and local criminal justice and victim advocacy organizations. Eligible applicants are institutions of higher education as defined under the Higher Education Amendments of 1998. Progress reports from Campus Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ Campus Program funding supports the provision of prevention/education programs for incoming students to address domestic violence, dating violence, and sexual assault. *In one year*, grantees offered 1,613 programs reaching 139,101 incoming students.
- ◆ Campus Program staff also trained over 18,000 faculty, staff from student affairs, peer educators, health professionals, and law enforcement officers on their roles in responding to and preventing domestic/dating violence, sexual assault, and stalking. Training focused on increasing their understanding of these issues, being familiar with governing statutes/codes and confidentiality concerns, conducting safety planning with victims, skills for reaching out to underserved populations on campus, and understanding their reporting responsibilities under the Clery Act and their role in a coordinated campus response to violence against women.

- ◆ In the *one year reporting period*, 964 crimes were reported to campus or community law enforcement; 334 offenses resulted in criminal charges being filed in the local jurisdiction; 263 offenses resulted in campus disciplinary board actions.
- ◆ Seventy-three percent (47) of Campus Program grantees used their funding for direct services for victims. They served 1,252 victims of domestic violence, dating violence, stalking, and/or sexual assault. Less than 1% of victims seeking services could not be served. The services most often provided for victims included victim advocacy (1,023), crisis intervention (579), and legal advocacy (244).

Campus Program grantees provided examples of how VAWA grant funding had strengthened responses to domestic violence, sexual assault, and/or dating violence on campus. Results include:

- ✓ Michigan State University (MSU) Safe Place in East Lansing is the only domestic violence shelter on a college campus in the United States. This program began operating in FY 1994, and received VAWA funding in FY 1999 to assist in program expansion. During the 2003 Initiative site visit, grantees reported that Safe Place provides advocacy, academic support and shelter for students, faculty and staff either on campus or in Lansing. The program provides community education to classes, residence halls, students, faculty, staff, retirees, and alumni groups on campus. Scholarships are available to women whose education was disrupted or terminated due to domestic violence. Corporate programs on workplace violence, specifically involving domestic violence, for managers, and employees are regularly presented. (Michigan)
- ✓ North Dakota Council on Abused Women's Services' North Dakotans Working in Education Against Violence (ND WEAV) Project is a consortium of six campuses and community domestic violence and sexual assault programs. Their Curriculum Infusion Project incorporates violence against women issues into a variety of subjects. Faculty members have designed curricula in history, English, social work, nursing, psychiatry, and Native American studies available to all consortium members. The Council's new Native Women Mentor Project provides additional support for native women in shelter, helping them connect with others with similar experiences. The Rural Collaboration Project, a partnership with Montana and Wyoming, focused on strengthening rural programs through a series of 20 county assessments. Among the many activities and products, the group produced "Walking in Respect," a video of Native men speaking on the issue of family violence. (North Dakota)
- ✓ The Sexual Assault Awareness and Adjudication Project at the Virginia Polytechnic Institute and State University gave outreach and education materials on violence against women to students and families at 18 orientation sessions

attended by 4,700 students and over 7,000 parents. In each session, student orientation leaders showed a video addressing sexual violence and led discussions regarding sexual assault, relationship violence, and stalking. (Virginia)

✓

Clarion University (Clarion and Venango Campuses), Department of Public Safety collaborates with a local dating and domestic violence program, and a sexual assault program, the Student Affairs Division, and the campus Theater Department to enhance safety for victims of domestic violence and sexual assault. The department hired a full-time criminal investigator to conduct investigations and enhance prosecutions. An undergraduate theater student wrote three original scripts for a Peer Theater Company for new student training. Topic-specific education is provided to students, fraternities and sororities, and athletes, and training is presented to campus police and judicial board members. The department Response Assessment Task Force, consisting of members from Resident's Life, the Provost's Office, student affairs, and the District Attorney's office, reviews past incidents and determines how to best serve victims. (Pennsylvania)

f. Grants to State Sexual Assault and Domestic Violence Coalitions (State Coalitions Program)

This grant program provides grants to each state domestic violence coalition and sexual assault coalition for the purposes of coordinating state victim services activities and collaborating and coordinating with federal, state, and local entities engaged in violence against women activities. Progress reports from State Coalition Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ State Coalition Program grant funding supports coalitions in their efforts to provide training and technical assistance for their member programs and communities throughout each state. The 73 Coalitions reporting in July - December 2003 supported 3,500 organizational members, most of whom were domestic violence programs (985), sexual assault programs (493), or dual domestic violence/sexual assault programs (806).
- ◆ Coalition staff offered 1,668 training events for 46,409 individuals including victim advocates, multidisciplinary professional groups, law enforcement officers, health professionals, attorneys/law students, and court personnel. Training focused on advocates' responses to sexual assault, domestic violence, and stalking, coordinated community responses to violence against women, safety planning for victims/survivors, law enforcement response, and outreach to diverse/underserved populations.

- ◆ Coalitions provided direct technical assistance for member domestic violence and/or sexual assault programs conducting 1,914 site visits and 37,047 other consultations by phone, electronic mail, and other means.
- ◆ Coalition funding is used to support a total of 150 full-time equivalent staff, making Coalitions available for state-wide coordination of services in every state, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.¹⁰

State Coalition Program grantees provided examples of how VAWA grant funding had strengthened their capacity to provide training and technical assistance and to coordinate state/territory victim services activities and collaborate with federal, state, and local entities engaged in violence against women activities. Results include:

- ✓ Montana Coalition Against Domestic & Sexual Violence (MCADSV) works to lessen the barriers faced by rural programs. MCADSV collaborates with Montana Legal Services to place VISTA volunteers in 10 sites across the state, an invaluable resource in locations with an office staffed by a single attorney. Supplemental travel funds for members to attend in-state training and conferences are important when it is often necessary to fly the hundreds of miles between cities. The Coalition’s statewide outreach complements local efforts, and includes radio ads, billboards, and junior high and high school posters. (Montana)
- ✓ “With the use of the grant funds we were able to provide technical assistance to programs around the state on a variety of issues that include: domestic violence in the military and the work place, the effects of domestic violence on children, development of sexual assault presentations, information on the issues related to sexual assault such as sexual assault of the developmentally disabled, and recommendations on videos and books relating to domestic violence and sexual assault.” (Oregon Coalition Against Domestic and Sexual Violence)
- ✓ “For the first time we were able to conduct local meetings and training sessions on the island of Vieques. We were able to collaborate with key community organizations and develop an ongoing relationship.” (Coordinadora Paz Para La Mujer, the Puerto Rico Sexual Assault and Domestic Violence Coalition)
- ✓ “With dedicated staff, we are now able to conduct many activities that we were previously unable to do: strategic planning, membership training and engagement, technical assistance, ongoing monitoring, interpreting, and distribution of

¹⁰ OVW, in collaboration with technical assistance providers, is working with the remaining territories to support their efforts to develop coalitions.

information, demystifying the policy-making process, consistent presence and leadership in committees and task forces, and increased influence in the analysis of public policies affecting battered women and their children.” (Washington State Coalition Against Domestic Violence)

- ✓ “We provide monthly teleconference opportunities for village program board members to learn about the issues of domestic and sexual violence. Village board members are invited to attend monthly meetings at one of the local programs, and scholarships are provided for five board members to attend these meetings. Surveys indicate that fostering village participation has allowed the local programs to broaden their service perspective. The local community feels like they have one of our own on the village board and that their voice will be heard and understood.” (Alaska Network on Domestic Violence and Sexual Assault)

g. Grants to Tribal Domestic Violence and Sexual Assault Coalitions (Tribal Coalitions)

This discretionary grant program is designed for the development and operation of nonprofit tribal domestic violence and sexual assault coalitions in Indian country. Eligible applicants are non profit tribal domestic violence and sexual assault coalitions. Progress Reports from Tribal Coalition Program grantees for the period of January 2004 through June 2004 included the following data on program activity and effectiveness:

- ◆ Tribal Coalition Program funding supports coalitions in their efforts to provide training and technical assistance for member programs and tribal communities. The three Coalitions reporting in January 2004 - June 2004 supported 42 organizational members, most of whom were dual domestic violence/sexual assault programs, tribal victim services agencies, and domestic violence or sexual assault programs.
- ◆ During this start-up period for the tribal coalitions, staff offered three training or education programs reaching 87 tribal government staff members, multidisciplinary professional groups, community advocacy organization staff and other tribal and non-tribal groups.
- ◆ Tribal Coalitions also provided direct technical assistance for member domestic violence and/or sexual assault programs and tribal victim services agencies conducting three site visits and 233 other consultations by phone, electronic mail, and other means.

The Tribal Coalition Program is working to develop coalitions to serve Indian country in areas where no previous organization has existed for this purpose. For that reason, much of the program activity has involved the development of non-profit organizations to increase their capacity to support domestic violence and sexual assault services for Native victims of these

crimes. Tribal Coalition grantees provided the following examples of how VAWA grant funding strengthened their capacity:

- ✓ “American Indians Against Abuse Incorporated (AIAA) has been able to open and maintain a main office with three full-time staff and one part-time staff. We are able to coordinate the eleven Wisconsin Inter-tribal organizational meetings to collaborate effectively to improve services and identify the existing gaps in services in the eleven tribal regions. We are also able to assist with improving the criminal justice system’s response to American Indian women offering technical assistance, resource availability, and training as identified.” (American Indians Against Abuse Incorporated, Wisconsin)
- ✓ “This funding has allowed us to hold bi-monthly meetings and pay for advocates’ travel expenses including mileage, lodging, and per diem expenses; thereby, decreasing the isolation felt by many American Indian advocates. This funding has also allowed American Indian women to have a stronger voice in our state and to work with other organizations to increase safety for American Indian women and children.” (Minnesota Chippewa Tribe Enabled)
- ✓ “Funding has allowed us to keep an office up and running. It has also enabled the coalition to educate tribes and non-tribal agencies here in the state. Since we have no reservations, Native women have to use non-tribal services. We have been working to educate non-tribal programs on how to work with and be culturally sensitive to Native people here in our state.” (Oklahoma Native American Domestic Violence Coalition)

h. Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities (Training Grants)

This discretionary grant program is designed to train law enforcement officers, prosecutors, and court personnel to recognize, address, investigate, and prosecute cases of elder abuse, neglect, and exploitation and violence against individuals with disabilities, including domestic violence and sexual assault, against older or disabled individuals. Eligible applicants include States, tribes, units of local government, non-profit non-governmental organizations, and private non-profit victim advocacy organizations. Progress Reports from Training Grant Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ In the 28 grant projects that reported in the last *six month reporting period*, 44 full-time equivalent staff are employed primarily as program coordinators or trainers.

- ◆ Training Grants Program staff provided 189 training events for 6,884 individuals including law enforcement officers (2,918), prosecutors (532), victim witness specialists (508) court officers (327), court personnel (149), and others.
- ◆ Training on sexual assault, domestic violence, elder abuse and exploitation often focused on the impact of aging and/or disabilities, Adult Protective Services reporting requirements, effective communication with individuals who are older or individuals with disabilities, and the law enforcement response to elder abuse and exploitation.

Training Grant Program grantees provided examples of how VAWA grant funding had resulted in the development of training for law enforcement officers, prosecutors, and court personnel to recognize, address, investigate, and prosecute cases of elder abuse, neglect, and exploitation and violence against individuals with disabilities, including domestic violence and sexual assault, against older or disabled individuals. Results include:

- ✓ “There are a few noteworthy accomplishments of this grant that we would like to recognize at this point of the grant. First, Adult Protective Services has seen a 40% increase in referrals from law enforcement on elder abuse cases for 2003. During 2003, we trained close to 1,000 law enforcement officers that have had no previous training on elder abuse. Many officers detailed the fact that they learned about APS directly from our training. We see this as a huge step toward appropriate response from law enforcement.” (Vera House Incorporated, New York)
- ✓ “A third unplanned abbreviated version of the STOP Abuse/Sexual Assault Against Older or Disabled Adults Training was held at the Louisiana District Judges Association Summer Conference. There were 200 judges in attendance with standing room only. The STOP manual was revised to make a "STOP Bench Book" for the judges. The interest was keen, the questions were direct and serious, the mood was shocked. One judge shared information about cases on his docket that he had to switch to elder/disabled abuse by spouses/partners once he received the training that helped him to identify the signs and signals. The training was extremely well-attended and the Bench Books were a success. This was an eye-opener for many of the judges in attendance. The Training Grant Program is the best thing that has happened for elder/disabled persons in Louisiana in a long time.” (Louisiana Commission on Law Enforcement, Louisiana)
- ✓ The Office of the Massachusetts Attorney General (OAG) has been able to play a significant role in the training and support of those agencies that respond to the needs of elder abuse victims in the Commonwealth. The OAG Elder Abuse Project Steering Committee includes representatives from the fields of law enforcement, prosecution, elder protective services, domestic violence and sexual

assault prevention, public health, and academia. At the third meeting of this committee, law enforcement representatives suggested the development of model policies and procedures on elder abuse. A subcommittee has been formed to assist with the drafting of this model. Once completed, this model will be disseminated through the Massachusetts Chiefs of Police Association. This will allow for the implementation of an elder abuse response policy at both the metropolitan and rural police departmental levels throughout the state. (Massachusetts)

- ✓ “The training grant has allowed us to reach out to local law enforcement and others in the elder services community. Being able to make this type of contact has had several benefits. First, local law enforcement agencies have become more aware of elder abuse as a problem and more aware of what criminal laws are available to law enforcement to address elder abuse and neglect. In previous years, our review of Department of Health long-term care facility occurrence reports showed a trend toward local law enforcement not pursuing criminal investigations for most occurrences that were reported to law enforcement. We have noticed an increase in both reporting of occurrences to law enforcement and an increase in law enforcement pursuing investigations. We have also noticed an increase in local law enforcement contacting our unit as a resource to provide assistance in elder abuse investigations. In trainings that had trainees from different disciplines, we have seen positive interaction among law enforcement and elder service agencies and, in some instances, the first knowledge by local law enforcement of the existence of elder service workers like the state long-term care ombudsman. In a nutshell, the training grant has given us the opportunity to raise awareness about elder abuse, about resources available to address the problem and to foster better communication between law enforcement and others in the elder services community.” (Colorado Attorney General’s Office, Colorado)

I. Education and Technical Assistance Grants to End Violence Against Women with Disabilities (Disabilities Program)

This discretionary grant program is designed to improve services to individuals with disabilities who are victims of domestic violence, sexual assault, and stalking. Grantees will provide training, consultation, and information to service providers, including independent living centers, disability-related service organizations, and domestic violence programs providing shelter or related assistance about responding to violence against women with disabilities. Eligible applicants are states, units of local government, Indian tribal governments, and nongovernmental private entities. Progress reports from Disabilities Program grantees for the period of January 2004 through June 2004 included the following data on program activity and effectiveness:

- ◆ The 17 Disabilities Program grantees that reported during the *most recent six month reporting period* employed 36 full time equivalent staff located primarily in existing sexual assault or domestic violence programs or disability agencies or organizations.

- ◆ Disabilities Program grantees offered 273 training events, providing professional training for 6,021 individuals. Those trained came from the following groups: domestic violence or sexual assault program staff (1,551); multidisciplinary professionals (1,044); disability organization staff (642); residential, institutional or independent living center staff (414); adult protective services staff (343); and a number of other professional groups.
- ◆ Disabilities Program staff also offered 139 educational events to increase awareness and knowledge about sexual assault, domestic violence, or stalking against people with disabilities for 4,255 individuals from community groups, including groups with a focus on individuals with disabilities, schools and universities, family members of individuals with disabilities, and other community and faith-based groups.
- ◆ During the *six month reporting period*, recipients of Disabilities Program grants provided technical assistance to increase accessibility of services for individuals with disabilities who are victims of sexual assault, domestic violence, or stalking. Grantee staff conducted 188 site visits and 2,954 other consultations with service providers.

Disabilities Program grantees provided examples of how VAWA grant funding resulted in increased training, education and technical assistance to improve services for individuals with disabilities who are victims of domestic violence, sexual assault, and/or stalking against individuals with disabilities. Results include:

- ✓ “Most important for the long-term elimination of violence against women with disabilities has been the vigorous collaborative community response Educate to Eliminate has led. Prior to the creation of Educate to Eliminate, no programs or coordinated community response to violence against people with disabilities existed, although anecdotal evidence from service providers showed the problem was very real. As a result of grant funding, Educate to Eliminate was able to build a program to respond to this need in both Cincinnati, Northern Kentucky, and beyond. A comprehensive curriculum, ‘Violence, Abuse & Women with Disabilities,’ was created and administered to a total 2,377 professionals, persons with disabilities, and other community members.” (Independent Living Options, Ohio)
- ✓ “Without exception, every training event or educational event has resulted in someone telling me that they had no idea about the cultural aspects of the Deaf community, and in particular they had always assumed that someone who used American Sign Language was also English-fluent. Every time I’ve spoken to a group, whether it was a day-long training event or a short presentation, someone has come up to me with a story about a misunderstanding involving a Deaf person which could have been averted if they’d only had the knowledge they acquired that day. At least half the programs that have participated in the training have at least

started to modify their policies and procedures. One of the biggest issues that have been addressed has been physical access to the shelters. I've seen a major improvement just in attitude, which is the first step, I believe, to enhancing the accessibility of the programs.” (Deaf Women of Iowa Against Abuse, Iowa)

- ✓ “This funding has enabled us to reach over 600 victim and disability advocates throughout the state. Without Disability Education Grant funding, we would not have been able to conduct any of these training events, produce materials for distribution, increase resources regarding individuals with disabilities in our statewide clearinghouse, and expand our knowledge through national contacts. This funding has made a tremendous impact on our state. (New Mexico Coalition of Sexual Assault Programs Incorporated, New Mexico)

- ✓ “This Grant has forged an action-oriented partnership among the statewide domestic violence (WCADV) and sexual assault (WCASA) coalitions with Wisconsin's protection and advocacy agency for individuals with disabilities (WCA). This partnership has enhanced technical assistance to parents, guardians, consumers, disability service providers, domestic and sexual violence service providers, other protection and advocacy program staff, and independent living centers. Acknowledging the unique players and dynamics within regions and tailoring technical assistance and support to these unique circumstances assists those communities to progress toward meaningful change for women victims with disabilities. (Wisconsin Coalition for Advocacy, Wisconsin)

- ✓ The Center for Self-Determination in Portland disseminated informational materials to over 8,000 staff in more than 200 organizations serving domestic violence survivors and people with disabilities, since receiving VAWA funding in January 2003. In the first year of the grant, the Center provided approximately 80 education, training and technical assistance activities in 40 different locations. In the first half of 2004, 50 education and technical assistance events were provided. (Oregon)

j. Safe Havens: Supervised Visitation and Safe Exchange Grant Program
(Supervised Visitation Program)

This discretionary grant program helps create safe places for visitation with and exchange of children by and between in cases of domestic violence, child abuse, sexual assault, or stalking. At least five percent of the funding for this program must be available for grants to Indian tribal governments. Eligible applicants are states, units of local government, and Indian tribal governments that propose to enter into contracts with public and private nonprofit entities to provide supervised visitation and safe visitation exchange of children in such cases. Progress reports from Supervised Visitation Program grantees for the period of July 2003 through June 2004 included the following data on program activity and effectiveness:

- ◆ The 55 Supervised Visitation Program grantees reporting in the last *six month reporting period* operated 123 supervised visitation and exchange programs with 158 full-time equivalent staff supported by VAWA funding. Of these, 39 grantees (71%) were offering services to families and 20 grantees had received planning grants and were developing their program or additional program sites. (Some programs simultaneously offered services and conducted planning to expand services.)
- ◆ During the last *six month reporting period*, 2,752 families were served. Eight percent (223) of families seeking services could not be served primarily because the victims did not meet eligibility or statutory requirements or because of limited program resources.
- ◆ During the last *six month reporting period*, the Supervised Visitation sites offered supervised visitation and exchange services to enhance the safety of victims of domestic violence, sexual assault, stalking, and child abuse during visitations. Families using these services received a total of:
 - ▶ 2,470 group supervised visits
 - ▶ 12,601 one-to-one supervised visits
 - ▶ 281 therapeutic supervised visits
 - ▶ 13,759 supervised exchanges between parents/guardians
- ◆ In the most recent reporting period, 94% of grantees used Supervised Visitation Program funds for training and/or staff development. They conducted 577 training events for 5,062 individuals. Training topics included supervised visitation and exchange, domestic violence dynamics and services, and collaboration.

Supervised Visitation Program grantees identify three measures of effectiveness as a result of expanding services: an increase in the number of services each family can receive; increase in the actual number of families who receive services; and importantly, provision of services and outreach to underserved families, such as those living in rural areas or who do not speak English. Results include:

- ✓ “This funding has helped us reach out to rural communities and provide a service that they would not have had otherwise. We have been able to utilize our Mobile Visitation Center to provide safe visitation to a wide range of people who may have had to resort to alternatives that would jeopardize their safety as well as the safety of their children.” (Town of Easton, Massachusetts)
- ✓ Faith and Liberty’s Place in Dallas received VAWA funding after absorbing an existing supervised visitation center that had experienced financial challenges. In an eight month period the program tripled the number of visits provided per

month, from 13 visiting families and 31 visits a month, to 70 families and over 100 visits per month. Exchanges have ranged from 25 - 81 per month between March and November 2003, with an average of 53 exchanges per month. (Texas)

- ✓ The Safe Havens Project of North Dakota Council on Abused Women's Services provided 1,153 supervised visits and 2,931 safe exchanges in five existing sites across the state since receiving VAWA funds in October 2002. Five new outreach sites have been established in western North Dakota to increase accessibility. (North Dakota)

✓“Funding through the Safe Havens grant has allowed us to extend our hours of operation. We are now open every weekend and every holiday. These additional hours have resulted in a 25% increase in the number of families we serve. We have increased our safety center staff from four part-time employees to three full-time, three part-time employees and two contracting therapists. We now offer therapeutic supervised visitation which was not offered before we received funding.” (Itasca County, Minnesota)

IV. CONCLUSION

In response to Congressional reporting requirements under VAWA 2000, the Office on Violence Against Women has placed strong emphasis on the VAWA Measuring Effectiveness Initiative and the development of measurement tools designed to consistently capture the effectiveness of activities carried out with VAWA grant funds. These tools have now been developed and are currently being used by 10 grant programs. In addition, they will be fully implemented by STOP Program grantees and subgrantees by the end of FY 2005. As a result, OVW will have access to, and will provide regular reports with substantive information and data on the results of VAWA-funded grant activities.

These progress reporting tools have provided critical new information on the program activities, staff, victim services, and criminal justice activities funded under each of the VAWA programs administered by OVW. The data garnered from these reports now allows OVW and the Attorney General to provide comprehensive descriptions of how VAWA funds are being used under each grant program. Reports to Congress now include: 1) the number of victims of domestic violence, sexual assault or stalking receiving assistance, the types of assistance received, and the number of victims of these crimes who could not be served; 2) data on criminal justice interventions and the legal outcomes in civil and criminal proceedings on sexual assault, domestic violence and stalking; 3) information on training, public education, and efforts to coordinate community responses to violence against women; and, 4) grantee assessments of their effectiveness in achieving the goals and objectives of their grant project. These program specific reports provide substantive evidence of the effectiveness of activities supported by VAWA.

In addition, state profile data collected through the VAWA Measuring Effectiveness Initiative provides compelling evidence of VAWA's effectiveness in reaching and serving victims, promoting justice, and building coordinated community responses to end violence against women. Because of VAWA, many more communities across the nation have skilled advocates and hotline workers, specialized police and prosecutors, and knowledgeable judges and court personnel. As a result, more victims have access to safety and support, and more offenders are being arrested and prosecuted for their crimes. Recipients of VAWA funding throughout the nation stress the importance of this funding in initiating and sustaining change in justice system responses, increasing program capacity to respond to the diverse needs of victims/survivors, and changing community attitudes toward violence against women.

APPENDIX A:

VAWA Measuring Effectiveness Initiative Advisors

APPENDIX B:

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

APPENDIX C:

State Profiles