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Document Title: Evaluation of Grants to Combat Violence Against Women on Campus

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Document No.: 201306

Date Received: September 2003

Award Number: 2000-WA-VX-0001

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Evaluation of Grants to Combat Violence Against Women on Campus

June 2003

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FINAL REPORT

Approved By: M. Battle

Date: June 30, 2003

Prepared for
U.S. Department of Justice
National Institute of Justice

This project was supported by Grant No. 2000-WA-VX-0001 awarded to the Institute for Law and Justice by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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Chapter 1

Executive Summary

An evaluation of the Grants to Combat Violence Against Women on Campus Program (Campus Program) was conducted by the Institute for Law and Justice under a grant from the National Institute of Justice (NIJ) and funding from the Violence Against Women Office (VAWO). The premise of the VAWO Campus Program is that colleges and universities have the ability to educate and shape the values, attitudes, and behaviors of young men and women toward the issue of violence against women.

This chapter is an executive summary of the final report on the evaluation. It provides a brief discussion of legislation leading to establishment of the Campus Program; an overview of the 38 grantees participating in the evaluation and their grant project requirements; a summary of the evaluation methodology; highlights of project implementation at the participating sites; and an overview of key findings, conclusions, and recommendations for future research.

Background on the Campus Program

The Crime Awareness and Campus Security Act of 1990 requires colleges and universities to disclose timely and annual information about security policies and serious crimes on campus (i.e., Part I crimes under the FBI's Uniform Crime Reporting program). This Act was followed in 1991 by the Campus Sexual Assault Bill of Rights, which requires colleges and universities to publish their policies regarding prevention and awareness of sex offenses and to provide procedures for handling them.

In 1994, Congress passed the Violence Against Women Act to improve the criminal justice system's response to the crimes of sexual assault, domestic violence, and stalking. The need to address the victimization of college women was supported by research indicating that college women are at a greater risk of rape and other forms of sexual assault than women of comparable age in the general population.¹ In 1998, the Violence Against Women Office (VAWO) received funds for the Grants to Combat Violent Crimes Against Women on Campus (Campus Program), which was authorized by the 1998 Amendments to Higher Education of 1965 (P.L. 105-244).

As stated in the Amendments, the intent of the grants is “to develop and strengthen effective security and investigation strategies to combat violent crimes against women on campuses, and to develop and strengthen victim services in cases involving violent crimes against women on campuses, which may include partnerships with local criminal justice authorities, and community-based victim services agencies.” (Part E, Section 826).

Overview of Campus Program Grantees and Grant Requirements

The VAWO Campus Program recognizes that within the college and university environment, educational programming on violence against women, victim assistance resources, reporting and investigative processes, disciplinary policies, and other factors can have a significant influence on women’s safety and on whether or not victims step forward to seek assistance and report these crimes.

Federal Fiscal Year 1999 was the first year in which colleges and universities received funding under the Campus Program. The evaluation involved 38 projects, including both 1999 and 2000 grantees. Three grantees applied for and received funding as a consortium of several institutions.

Selected Characteristics of Grantee Institutions

The Campus Program grantees varied geographically, by size and by other demographic characteristics, and included both public and private institutions. The size of the student bodies ranged from approximately 800 to more than 50,000. The grant award amounts ranged from \$199,000 to \$543,000 for 24-month projects and were not related to the size of the institution. Six institutions serve predominately minority populations. At 32 of the institutions, over half of the student body is female. Thirteen institutions have little or no residential housing or are located in urban areas where students typically live off campus. Twenty-one are public institutions.

Minimum Requirements

VAWO’s grant application package for the Campus Program outlined three minimum requirements that all 38 projects were required to address. First, all projects were expected to create a coordinated community response to violence against women on campus and were

encouraged to form partnerships with at least one non-profit, non-governmental victim service provider. Second, grantees were to establish a mandatory prevention and education program for all incoming students, working in collaboration with campus and community-based victim advocacy organizations. The program was to include information about dating violence, sexual assault, and stalking. Third, grantees were required to train campus police to respond effectively in sexual assault, domestic violence, and stalking cases.

An additional minimum requirement for 1999 grantees was to conduct a project evaluation. Although this was not a requirement for 2000 grantees, all but one included an evaluation component in their proposals. Finally, a minimum requirement for 2000 grantees only was to train campus disciplinary board members to respond effectively to violence against women charges (nine 1999 grantees also proposed training for disciplinary board members).

Grantees also were required to conduct activities that fell into one of ten VAWO purpose areas. These purpose areas included activities to assist in apprehension of persons committing violent crimes against women on campus, policy development, creation of data systems, support services for victims, and resource materials. VAWO also encouraged projects that respond to special interests and needs, such as campus-based victim advocacy services, programs that target culturally diverse or traditionally underserved populations, and efforts to address the needs of non-traditional students (e.g., students living off campus, older students).

Evaluation Methodology

As part of its mandate to conduct evaluations of major programs sponsored under the Office of Justice Programs, NIJ selected the Campus Program for evaluation and through a competitive process awarded an evaluation grant in 2000 to the Institute for Law and Justice, Inc. (ILJ). The solicitation outlined two key objectives: (1) to provide a national program-level process and impact evaluation of the Campus Program and (2) to inform policies and practices that address violence against women on campuses and ensure victim safety and offender accountability. ILJ began its evaluation effort in November 2000.

In February 2002, NIJ made the decision to eliminate the impact evaluation from ILJ's evaluation effort. This decision was made after careful consideration by NIJ focusing on the difficulties of devising a rigorous impact evaluation due to lack of baseline data and finding

acceptable comparison groups. ILJ was therefore requested to complete the process evaluation at the 38 grantee sites and to develop and analyze a database for cross-site analysis.

At the request of NIJ, ILJ staff made only one trip to each of the 38 sites to conduct interviews and collect data on project activities. Thus the process evaluation depended on a “snapshot” view of the campuses at the time of the site visit. Nevertheless, a considerable amount of information was gleaned from the visits because of the excellent cooperation that ILJ staff received from campus personnel involved in the grant projects.

Each visit typically lasted two to three days during which as many as a dozen interviews might take place. Interviewees could include the project director, on-campus advocate, campus law enforcement, judicial affairs, education coordinator, women’s center, community partners, dean of students, representatives from student organizations, and project evaluator. To facilitate the visits, ILJ developed several protocols to allow for structured interviews. ILJ staff prepared a site report, usually 20-25 pages in length that represented a process evaluation report for a particular grantee and was provided to each project director for review. In addition, two databases were created containing information collected at each site. The first, the Site Comparison Database, included basic information about each of the grantees and was designed to test a series of hypotheses across the 38 sites. The second database collected the responses of grant project staff at each site to a Partnership Survey.

The most significant disadvantage of the evaluation approach was the restriction of only one visit to each site. However, there were several advantages to ILJ’s approach to the process evaluation. The visits to the campuses were essential to obtain a hands-on view of the projects and the key players involved in them. The protocols were especially beneficial in molding the process evaluation, determining what areas should be examined in detail and providing consistency in data collection. Finally, the review of the site reports provided a means of clarifying issues and obtaining more details in selected areas.

Project Implementation

Prior to receiving Campus Program grant funding, at least half of the institutions had programs or services that addressed violence against women in some way. For example, all institutions had some form of campus law enforcement, all had a college or university counseling

center, 20 institutions had women's centers, and 16 had peer education programs. However, resources varied greatly in terms of the types and levels of services provided, their administration, and whether they were offered on a consistent basis.

Summary of Grant-Supported Programs and Services

Overall, the Campus Program grantees succeeded in implementing the programming they had planned, in many cases going well beyond the minimum requirements. Project implementation highlights are provided below.

- At 20 campuses, the grant was used to add information on violence against women to the orientation agenda for the first time, with other campuses revising or enhancing existing violence against women components for orientation. 13 grantees had a better than 90 percent attendance rate at orientation.
- 27 institutions arranged workshops or presentations with student groups such as fraternities, sororities, athletic teams, and student government organizations. Faculty and staff participated in educational programs at 27 campuses as well.
- 10 campuses developed or enhanced violence against women curriculum for inclusion in first-year seminar courses. Many institutions also sponsored awareness campaigns that included large groups or the entire campus community.
- Of the 32 institutions that do not have a predominately minority student body, 24 had specific objectives to reach minority populations on campus.
- At a large majority of sites (at least 70 percent), partnerships represented true collaboration, as evidenced by the multi-disciplinary response teams that were developed or enhanced, and by various shared staffing agreements.
- 30 grantees addressed the Campus Program special interest category of creating or enhancing victim services on campus. 13 hired advocates to work on campus; 15 others used student advocates.
- Providing crisis intervention for victims was the main goal of having an advocate on campus. Services offered to victims included court and hospital accompaniment, counseling, hotlines, and shelter. 9 institutions established a hotline on campus, 8 offered legal services to victims, and 4 trained a SANE nurse.
- 18 institutions revised or made significant progress toward revising codes of conduct, and 4 institutions revised disciplinary board procedures. Many of these intuitions had no previous policies regarding violence against women.
- With respect to training for campus police, a total of 28 grantees focused on general violence against women topics; 22 grantees included information about policies or procedures for handling cases; and 20 grantees included both topic areas in their police training.

- Almost two-thirds of grantees (24 sites) brought on someone to function as a project coordinator. The majority of projects that demonstrated a high level of collaboration had a dedicated coordinator who organized project activities and supervised them on a daily basis.
- There was an exceptionally low turnover rate among campus grant project directors and coordinators.

Challenges to Implementation

The Campus Program grantees succeeded in implementing a wide range of educational programming, advocacy services, and policy changes. They also faced various implementation challenges. Some of these were experienced by many sites—for example, underreporting and concerns about securing the resources needed to continue programming after federal funding ended—while others represented difficulties for only a few of the projects.

Underreporting

Underreporting of violence against women incidents (either to campus police or to a local law enforcement agency) remained a concern for most sites. Self-reports of victimization through anonymous questionnaires represent one tool campuses can use to obtain more accurate data on victimization. The demographic information collected in these surveys can then be used to target programming and education to the groups most in need.

Federal Funding Schedule v. Academic Calendar

A number of campuses experienced delays between when they were notified of a grant award and when they were able to draw down funds. For the most part, this only affected the overall project timeline and subsequent applications for no-cost extensions. However, in a few cases, there was a more significant effect on the project, particularly with respect to delivery of violence against women education for new student orientation.

Recruiting Project Directors and Coordinators

The ability to hire additional staff was one of the most important contributions of the Campus Program grants. The majority of project staff were highly qualified individuals experienced in providing violence against women education and services. However, it was sometimes difficult to recruit project directors and coordinators who had the desired combination of experience in the field of violence against women, contacts with the local community and its

resources, experience in a higher education setting, and experience in grant management. Schools in more remote locations often had a smaller number of qualified applicants from which to choose.

Obtaining Buy-In for Training

In addition to training for campus police and disciplinary board members, 27 grantees targeted faculty and other university staff for training. In many cases, grantees had difficulty in getting members of some groups to attend training sessions.

At the time of the site visits, at least five campuses were having little success with engaging faculty in training outside of orientation sessions. Many grantees reported that faculty members were unsure of their role in addressing violence against women on campus and saw it as an issue for campus police or the judicial board, not for university faculty and staff.

Campus police officers at four sites felt they were already receiving sufficient training on violence against women issues; hence, getting officers to participate in training was a problem. In addition, scheduling training for campus police was logistically difficult at a number of sites because the officers cover several shifts. A few campuses purchased training videos to be viewed during roll-call so that all officers would get some training without having to come in at different times or sacrifice patrol coverage.

At some institutions, judicial board members also felt they were already receiving enough training or were simply unresponsive to the requests of project staff to organize a training session. At a few institutions, judicial board members are selected on an as-needed basis, and as a result, determining who should be trained was difficult.

Institutionalization

There were three basic factors that grantees faced in the quest for institutionalization. One factor is common to many universities: the administration wants a full academic cycle worth of reported results upon which to base a decision to allocate budget funds. This academic cycle is four full academic years (five calendar years); however, the grant period established for the Campus Program was for two fiscal years. The second factor was the impact of state budget shortfalls on public colleges and universities, and the shrinking endowments that have hurt the ability of many private institutions to expand student services. Finally, there were a few grantees

that faced a general lack of administrative support for their project activities (for example, where there was a history of turnover in the institutional administration).

Conflicts in Policies, Ideologies, and Messages

Grantees had to contend with a variety of tensions. For example, administrators and administrative offices may differ philosophically on changes to the conduct code, disciplinary process, or the mission of the university in sanctioning students. Grantees found it difficult to convince some prosecutors to bring charges in cases of violence against women, especially in cases involving alcohol, which these prosecutors labeled as high risk cases. At one campus, there were concerns that the institution's strict alcohol policy might discourage students from reporting violence against women incidents involving alcohol. At another institution, the administration was concerned that a pop-up message about violence against women on the university's web site might discourage prospective students from applying. Finally, organizers of violence against women initiatives should be alert to competing influences from their partners, who have a well-intentioned if vested interest in promoting one issue (e.g., domestic violence) over another (e.g., sexual assault). Although the examples noted here were not necessarily widespread, they were significant for some institutions.

Findings, Conclusions, and Research Recommendations

As noted earlier, two databases were developed for the cross-site analysis—a Site Comparison Database and a Partnership Survey Database. Key findings are highlighted below.

Findings from Analysis of Site Comparison Data

Variables in the Site Comparison Database provided descriptive information about the institutions (e.g., public or private, size of student body) and about the programs and services provided. The database also contained fields for each of the mandatory minimum requirements for the Campus Program and for whether any of those requirements had been met prior to receiving the grant.

Perhaps the single most significant finding of this analysis was that the project setting had very little influence on how projects were implemented. For example, the style of prevention and education programming was not affected by the size of the institution, whether the institution

was public or private, or whether it was a residential or commuter campus. In addition, a few significant trends were found within the Site Comparison Database:

- Officers in urban and suburban areas were far more likely to receive training off campus (through conferences and regional training programs) than those on rural campuses. Rural campus officers were most likely to be trained by the project staff and staff from the community partner.
- Campuses that met at least one of the minimum requirements before receiving grant funding were more likely to create task forces or formal response teams as part of their project activities. Campuses that met at least two of the requirements were the most likely to create formal response teams.
- The type of coordinated community response was significantly related to the size of the student population. Schools with more than 20,000 students were the most likely to create formal response teams.

Findings from Partnership Survey

Of the 247 respondents to the Partnership Survey, 180 were employees of the institutions (including students working as project staff) and 67 were employees of one of the community partners. On the whole, respondents to the Partnership Survey viewed the campus project in a very favorable light. The mean response to all 35 questions was 3.97 on a 5-point scale.

Items on the Partnership Survey were grouped into three categories with respect to (1) the partnership, (2) the project, and (3) individual participation. Whether the respondent was employed by the institution or by a community partner agency did have an effect on how they viewed the project and their level of participation, but not on how they viewed the partnership. Specifically,

- With respect to perceptions of the impact and success of the project, institutional employees responded with a mean score of 4.49, compared to 4.33 for community partner employees.
- Regarding individual participation, including such factors as level of commitment and involvement in project activities, institution employees viewed the level of participation at a high 4.75, compared to 4.50 for community partner employees.

While the above are significant differences, it should be noted that both groups nevertheless gave the project and their participation high marks.

Project Components

Many of the projects included five components: a steering committee, a dedicated project coordinator, some form of advocacy on campus, the participation of health services, and a peer education program. Conclusions with respect to these components include the following:

- **Multi-Disciplinary Steering Committees** (22 grantees). On the partnership surveys and during interviews, members of these committees consistently reported that they felt a sense of ownership in the project because they were actively involved in shaping it.
- **Dedicated Project Coordinator to Supervise Project Activities** (24 grantees). By all accounts, this coordinator was instrumental in bringing focus to the project activities and task force meetings, and in opening dialogue between a wide variety of individuals with sometimes opposing interests.
- **Campus-Based Advocacy Services** (25 grantees hired someone to either provide direct services and/or serve as a referral source). The provision of direct services to victims on campus was an essential component for addressing violence against women. Most students are not aware of community agencies that can help or may not have access to them. Having a designated point of contact on campus that provides services to victims is an important step to increase reporting.
- **Health Services** (14 grantees). Health services is often the first point of contact for victims and is one of the critical components for addressing violence against women on campus. Two grantees ran their projects under the umbrella of University Health Services. These arrangements provided for greater coordination between first responders and long-term victim support services.
- **Peer Education** (18 schools expanded their existing peer education programs and 12 created programs specifically under the grant). Peer educators were trained by project staff to present violence against women education to other students at workshops, orientation, awareness events, and in the classroom. Using peer educators also allowed for more opportunities to present violence against women information, which in turn increased awareness.

Minimum Requirements

Campus Program managers may want to consider certain modifications to the minimum requirements for grantees. The evaluation concluded the following with respect to these requirements.

- **Mandatory Education for New Students.** The requirement that violence against women education be mandatory for all incoming students could be achieved by only one campus. The grantees tried to reach as many incoming students as possible but did not have systems in place for determining whether every student

received the information. Orientation sessions should not be considered the only way for schools to reach incoming students about violence against women.

- **Training.** VAWO might consider making exceptions to the police training requirement where officers have recently completed training in the specific topics of concern. This flexibility would prevent duplication of efforts and allow grantees to more effectively use their funds. Training for judiciary board members did not prove realistic for a significant number of grantees.
- **Project Evaluations.** The rationale for requiring grantees to conduct evaluations in 1999 and then discontinuing this requirement in 2000 is unclear. Many grantees used the information generated by evaluations to assist in institutionalizing their programs or to inform VAWO about their projects. If evaluations are required in the future, their rationale should be clarified and appropriate oversight and assistance should be provided.

Research Recommendations

The social norms marketing campaigns developed by a number of grantees suggest another area for further exploration: Is the social norms model an effective way of changing attitudes about violence against women? What variables are needed for the social norms model to have an impact? On what types of campuses do these campaigns work best? One challenging area encountered by some grantees was the creation of men's groups on campus (notably, 9 institutions had men's groups prior to receiving grant funds). An important research question to consider is, Are men's groups effective in reducing violence against women on campus? Finally, campus police are key players in the effort to reduce violence against women on campus. Research questions include: What factors affect the way campus police respond to violence against women? What policing strategies are most effective in addressing violence against women on campus?

Summary

The Campus Program served as a catalyst for a variety of projects to reduce violence against women on campus. Overall, the grantees succeeded in implementing the programming they had planned, in many cases going well beyond the minimum requirements. In addition, a large majority of grantees reported that their projects had increased awareness of violence against women issues among students, faculty, and staff; clarified procedures for reporting incidents; and improved the response to violence against women on campus, either by providing

advocacy services directly or by strengthening linkages with community partners available to provide those services.

The Campus Program grantees participating in this process evaluation provided a wealth of detail about project implementation that can benefit other campuses interested in establishing similar programs. The full report on the evaluation includes many specific examples illustrating how educational programs, advocacy services, training, coordinated community responses, and other program components were implemented, along with creative solutions developed to address many of the challenges encountered.

Endnotes

- ¹ Bonnie S. Fisher and others, "Crime in the Ivory Tower: The Level and Sources of Victimization," *Criminology* 36(3) (1995): 671-710.

Chapter 2

Overview of the Campus Grant Program

Several legislative milestones have brought campus safety to the forefront. The most significant is the Campus Security Act of 1990. This Act requires colleges and universities to disclose information about crime on and around their campuses and to make this information available to students each year. It also added a significant exception to the Family Education Rights and Privacy Act of 1974 (FERPA) which protects the privacy of student education records and gives specified officials, parents, and eligible students (18 or older) the rights to review these records. Students must give written consent before records are released to anyone else; however, the exception allows institutions to disclose the results of any disciplinary proceedings against a student to the alleged victim without prior written consent.

Another important achievement is the enactment of the Campus Sexual Assault Victims' Bill of Rights as part of the Higher Education Amendments of 1992. This law requires all colleges and universities participating in federal student aid programs afford sexual assault victims certain basic rights including notifying victims of their option to report the incident to local authorities. Violators of this law can be fined up to \$25,000 or lose their eligibility to participate in federal student aid programs.

Amendments to the Campus Security Act in 1998 added new categories to the crime statistics, an obligation to report statistics for public property in and immediately adjacent to the campus, a geographic breakdown of statistics, and a daily public crime log for schools with a police or security department. The law was also amended to require the Department of Education to centrally collect the crime statistics and make them publicly available. These amendments also formally re-named the law in memory of Jeanne Clery who was raped and murdered in her dormitory room at Lehigh University.¹

Also in 1998, the Violence Against Women Office (VAWO) received funds for the Grants to Combat Violent Crimes Against Women on Campus (Campus Program), which was authorized by the 1998 Amendments to Higher Education Act of 1965 (P.L. 105-244). This was

¹ The law was most recently amended in 2000 to require institutions beginning in 2003 to notify the campus community about where information about registered sex offenders can be found. (Megan's Law)

the first year the Violence Against Women Office (VAWO) received funds to assist colleges and universities. As stated in the 1998 Amendments, the intent of the grants was

“... to develop and strengthen effective security and investigation strategies to combat violent crimes against women on campuses, and to develop and strengthen victim services in cases involving violent crimes against women on campuses, which may include partnerships with local criminal justice authorities, and community-based victim services agencies.” (Part E, Section 826).

The first VAWO solicitation for Campus Program grant applications was released in April 1999, and applications were due to VAWO by July 30, 1999. To be eligible for the program, applicants had to be institutions of higher education as defined under the Higher Education Amendments of 1998. There was no specific amount for which applicants could apply; however, according to the application kit, grants in excess of \$750,000 were not likely to be awarded. Based on panel recommendations and review by VAWO’s staff, the Assistant Attorney General of the Office of Justice Programs (OJP) approved 21 institutions to receive grant funds. In 2000, the program was expanded through a competitive process to 18 more campuses and two continuation grants to campuses from the prior year. All except one of the Fiscal Year 1999 grantees were refunded in Fiscal Year 2001 for an additional 18 months.

The National Institute of Justice (NIJ) is mandated to conduct evaluations of major programs sponsored under the Office of Justice Programs. NIJ selected the Campus Program for evaluation and through a competitive process awarded an evaluation grant in 2000 to the Institute for Law and Justice, Inc. (ILJ). ILJ began its evaluation effort in November 2000.

Minimum Requirements for Campus Grantees

VAWO’s application package for the Campus Program outlined three minimum requirements that all grant programs were required to address. First, all grantees were expected to create a coordinated community response to violence against women on campus. The multidisciplinary response was to involve the entire campus and the larger community in which the campus is located. VAWO suggested involvement of on-campus resources such as the campus police, faculty and staff, administrators, women’s centers, student groups, counseling centers, clergy, and disciplinary boards. In addition, grantees were encouraged to form partnerships with at least one nonprofit, non-governmental victim service provider. Other

community partners might include local prosecutors and law enforcement agencies. This coordinated community response was intended to enhance victim safety and hold offenders accountable.

The second requirement for all grantees was to establish a mandatory prevention and education program on violence against women for all incoming students, working in collaboration with campus and community-based victim advocacy organizations. This program was expected to include information about dating violence, sexual assault, and stalking. The hope was that providing students with this information would help change attitudes and beliefs that permit, and often encourage, violence against women.

The third requirement was to train campus police to respond effectively in sexual assault, domestic violence, and stalking cases. Training programs were to be developed in collaboration with campus and community-based victim advocacy programs. Information about state and federal laws, resources for victims, and the dynamics of violence against women were among the topics to be included in the training.

Fiscal Year 1999 grantees were required to include a project evaluation in their proposed work plans. No guidelines were given on the scope of these local evaluations, and proposed methods varied greatly. Although Fiscal Year 2000 grantees were not required to evaluate their projects, all but one included an evaluation component in their proposals.

Fiscal Year 2000 grantees (but not Fiscal Year 1999 grantees) were required to establish or strengthen programs to train members of campus disciplinary boards to respond effectively to violence against women. Training topics could include the institution's code of conduct, the dynamics of violence against women, issues of consent, and legislation regarding domestic violence, dating violence, sexual assault, and stalking.

Other Program Components

In addition to addressing the minimum requirements described above, grantees were encouraged to propose other activities as outlined in the Higher Education Amendments of 1998 (Part E, Section 826). These activities were intended to

- Provide personnel, training, technical assistance, data collection, and equipment for apprehending, investigating, and adjudicating persons committing violent crimes against women on campus.
- Develop, enlarge, or strengthen support services programs, including medical or psychological counseling for victims of sexual offense crimes.
- Create, disseminate, or otherwise provide assistance and information about victims' options on and off campus to bring disciplinary or other legal action, including assistance to victims in immigration matters.
- Develop and implement more effective campus policies, protocols, orders, and services devoted to preventing, identifying, and responding to violent crimes against women on campus.
- Develop, install, or expand data collection and communication systems.
- Develop, enlarge, or strengthen victim services programs for campuses to improve delivery of victim services on campus.
- Provide capital improvements on campuses to address violent crimes against women.

VAWO was also very interested in supporting projects that responded to special interests and needs, such as campus-based victim advocacy programs offering services to victims, programs that target culturally diverse or traditionally underserved populations, and efforts to address the needs of non-traditional students (e.g., students living off campus, older students).

The application package for the Campus Program identified certain activities that may compromise victim safety and minimize perpetrators' responsibility for criminal behavior. Therefore, grantees were specifically discouraged from (1) requiring victims to report incidents to law enforcement or campus disciplinary systems, (2) developing prevention programs that focus on victim behavior, (3) offering perpetrators the option of entering diversion programs in lieu of administrative or criminal justice proceedings, (4) mandatory mediation or couple counseling, (5) neglecting to use the authority of the criminal justice system or campus proceedings to hold offenders accountable, and (6) imposing sanctions against victims of sexual assault, stalking, domestic violence, or dating violence.

Overview of Campus Program Grantees

The Campus Program grantees varied geographically, by size and by other demographic characteristics, and included both public and private institutions. The amount of the grant awards

ranged from \$199,000 to \$543,000 for 24-month projects and was not related to size of the school.

Three institutions applied for and received funding as a consortium. The Jamestown College and Tulane University projects involved more than one university participating in grant activities, but coordination of the grants took place on their respective campuses. The Jamestown College consortium included five other campuses: the University of North Dakota, North Dakota State College of Science, Lake Region State College, Mayville State University, and Fort Berthold Community College, a tribal institution. Tulane's consortium included Southern University at New Orleans and the University of New Orleans. The third consortium project was administered by the University of Connecticut, which implemented the project on its main campus first, with plans to assist other campuses in the state in developing coordinated response teams. Exhibit 2-1 provides a list of the campus grantees, their locations, and award information.

Exhibit 2-1: Campus Program Grantees

Grantee	Location	Fiscal Year	Award Amount
Bowling Green State University	Bowling Green, OH	2000	\$400,000
California State Polytechnic University	Pomona, CA	2000	\$395,000
California University of Pennsylvania	California, PA	1999	\$250,000
Edgewood College	Madison, WI	1999	\$213,302
Howard University*	Washington, D.C.	1999	\$466,487
Idaho State University	Pocatello, ID	1999	\$280,045
Jamestown College (<i>Consortium</i>)	Jamestown, ND	1999	\$495,419
LeMoyne-Owen College*	Memphis, TN	2000	\$300,000
Marquette University	Milwaukee, WI	2000	\$335,000
Marshall University	Huntington, WV	2000	\$300,000
Michigan State University	Lansing, MI	1999	\$418,333
Northern Illinois University	Dekalb, IL	2000	\$400,000
Pennsylvania State University	State College, PA	2000	\$451,409
Prairie View A & M*	Prairie View, TX	1999	\$449,484
Rochester Institute of Technology	Rochester, NY	1999	\$400,000
Rutgers University	New Brunswick, NJ	2000	\$399,879
Sinte Gleska University*	Rosebud, SD	2000	\$232,293
Southern University and A&M College*	Baton Rouge, LA	2000	\$349,882
Tufts University	Medford, MA	1999	\$394,936
Tulane University (<i>Consortium</i>)	New Orleans, LA	1999	\$500,000
University of Alabama	Birmingham, AL	1999	\$449,399
University of Arizona	Tucson, AZ	1999	\$421,006
University of California at Davis	Davis, CA	1999	\$543,000
University of Connecticut (<i>Consortium</i>)	Storrs, Connecticut	1999	\$248,630
University of Louisville	Louisville, KY	1999	\$499,925
University of Maine	Orono, ME	2000	\$302,256
University of Maryland, Baltimore County	Baltimore, MD	2000	\$381,616
University of Massachusetts	Amherst, MA	2000	\$392,238
University of Minnesota, Twin Cities	Minneapolis, MN	1999	\$381,805
University of Northern Iowa	Cedar Falls, IA	2000	\$505,744
University of Puerto Rico*	Humacao, PR	1999	\$350,000
University of Rhode Island	Kingston, RI	2000	\$372,104
University of South Carolina	Columbia, SC	1999	\$278,360
University of Texas at Austin	Austin, TX	2000	\$549,030
University of Vermont	Burlington, VT	2000	\$294,324
Vanderbilt University	Nashville, TN	1999	\$435,000
Wake Forest University	Winston Salem, NC	2000	\$199,995
Western Washington University	Bellingham, WA	1999	\$449,484

*Student body is predominately minority.

Six institutions predominately serve minority populations. Sinte Gleska's student body is Native American and University of Puerto Rico students are largely Hispanic. The historically black colleges and universities are Howard University, LeMoyne Owen College, Southern University, and Prairie View A&M. Thirty of the remaining institutions have student populations that are over 70 percent white, with small populations of minority students. The minority populations primarily represented are African-American, Asian, and Hispanic. There are very small numbers of Native Americans and Pacific Islanders on a few campuses.

Exhibit 2-2 shows several demographic characteristics of each campus. One campus has a student body of less than 1,000, three have between 1,000 and 5,000 students, nine institutions have 5,000 to 10,000 students, 12 have 10,000 to 20,000 students, and 13 campuses have over 20,000 students. At 32 of the institutions, over half of the student body is female. Thirteen campuses have little or no residential housing or are located in urban areas where students typically live off campus. Twenty-one of the 38 colleges and universities are public institutions.

Pre-Grant Services Addressing Violence Against Women on Campus

Prior to receiving Campus Program grant funding, at least half of the campuses already had special programs or services that addressed violence against women in some way. These resources varied greatly in terms of the types and levels of services provided, who administered the programs or services, and whether they were offered on a consistent basis. A review of pre-existing activities revealed that colleges and universities addressed violence against women either through a women's center, the campus police, peer education programs, or by providing advocacy services to victims.

Exhibit 2-2: Selected Demographic Characteristics of Grantee Campuses

Grantee	Type of Institution	Student Population	Housing	Percent Female
Bowling Green	Public	18,739	Residential	60
Cal Poly	Public	18,424	Commuter	44
Cal U-PA	Public	5,500	Commuter	55
Edgewood	Private	2,209	Commuter	70
Howard	Private	7,000	Commuter	60
Idaho	Public	13,000	Commuter	57
Jamestown	Public	16,000	Comm/Res	55
LeMoyne Owen	Public	800	Commuter	70
Marquette	Private	10,000	Residential	52
Marshall	Public	16,036	Commuter	51
Michigan State	Public	43,000	Residential	53
N. Illinois	Public	23,783	Residential	53
Penn State	Public	45,000	Residential	46
Prairie View	Public	6,609	Residential	56
Rochester	Private	15,000	Residential	34
Rutgers	Public	35,000	Residential	53
Sinte Gleska	Public	1,100	Commuter	70
Southern	Public	8,500	Residential	60
Tufts	Private	8,465	Residential	53
Tulane	Private	30,000	Commuter	51
Alabama	Public	19,300	Residential	53
Arizona	Public	34,488	Residential	53
UC-Davis	Public	27,000	Residential	55
Connecticut	Public	24,051	Residential	52
Louisville	Public	20,857	Commuter	53
Maine	Public	10,282	Residential	52
Maryland-BC	Public	11,200	Residential	56
Massachusetts	Public	24,416	Residential	51
Minnesota-TC	Public	46,597	Residential	52
N. Iowa	Public	14,070	Residential	
Puerto Rico	Public	4,400	Commuter	70
Rhode Island	Public	15,000	Residential	60
South Carolina	Public	23,728	Residential	55
UT-Austin	Public	50,000	Commuter	50
Vermont	Public	7,472	Residential	56
Vanderbilt	Private	10,000	Residential	53
Wake Forest	Private	6,497	Residential	51
W. Washington	Public	12,000	Commuter	56

Twenty campuses had women's centers prior to receiving grant funds. Most women's centers began emerging in the early 1970s in the midst of the women's movement. The history of these centers is rooted in the public struggle for equality and empowerment for women. At that time, the concerns of women as scholars, as students, and as administrative leaders were trivialized and discounted.¹ Today, women's centers continually promote services that improve the lives of women on campus. Women's centers often advocate for improved health services for women, offer programs relative to social issues and education, and serve as a support network for all women on campus, not just those with specific needs. Women's centers are instrumental in making sure that women's concerns are recognized as an essential part of everyone's actions.²

Campus police have traditionally provided a number of services important to the prevention of violence against women on campus. Of the 38 Campus Program grantees, all had some type of campus law enforcement. Eighteen of these police departments offered Rape Aggression Defense (RAD) classes on a yearly basis. RAD teaches self-defense techniques and provides advice about safety. Campus police provided escort services for students during evening hours and other off-peak times. Campus police on most of the campuses assessed environmental safety routinely. Additional lighting, improved landscaping, and new call boxes were just a few of the ways that safety was addressed prior to receiving grant funds.

Prior to Campus Program, 16 institutions had peer education programs. Most programs focused on alcohol or health prevention and may not have addressed violence against women. The level of organization for these programs varied—many were not very active and participation by males was relatively low. In addition, eight universities had pre-existing men's groups that provided a variety of education to other male groups on campus. Seven of these programs existed at campuses with 15,000 or more students.

All grantees offered at least one advocacy service to victims of violence, which was counseling through the college or university counseling center. Five campuses had sexual assault response teams (SART) prior to receiving grant funds. These teams were typically composed of university staff, but one was staffed entirely by students. Nine grantees either had sexual assault nurse examiners (SANE) on campus and four had access to them at a local hospital. Fifteen institutions provided victims with hospital accompaniment. Twenty-two

grantees had a hotline available to students and seven of these were actually located on campus. Local victim service agencies operated other hotlines. Michigan State had a shelter on campus and all other grantees had access to shelters in the community.

Twenty grantees met at least one of the minimum requirements prior to applying for the grant. Eleven campuses had a preexisting coordinated response on campus and twelve were providing incoming students with information regarding violence against women. Police training was addressed by six grantees, while three trained judicial board members on how to handle violence against women cases. Although these campuses met a particular requirement previously, many still addressed these areas as part of their grant supported activities. Tufts and Michigan State did not include police training as grant activities because their training was already very comprehensive. Exhibit 2-3 shows the grantees and the minimum requirements they met prior to applying for a Campus Program grant.

Exhibit 2-3: Minimum Requirements Met before Grant Funding

Grantee	Coordinated Community Response	Education for Incoming Students	Police Training	Judicial Training
Bowling Green State University				√
Edgewood College	√	√		N/A
Idaho State University			√	
Marshall University			√	√
Michigan State University	√			N/A
Northern Illinois University	√	√		
Pennsylvania State University		√		
Rutgers University		√		
Tufts University		√	√	N/A
University of Alabama	√			N/A
University of Arizona	√		√	N/A
University of California at Davis		√		
University of Connecticut	√	√		N/A
University of Massachusetts	√			
University of Minnesota	√	√	√	N/A
University of Rhode Island		√		
University of Texas at Austin	√	√		
University of Vermont		√		
Wake Forest University	√	√	√	√
Western Washington University	√			

Project Activities

Grantees tailored their project's goals and objectives according to the needs of their campus. Some conducted needs assessment prior to developing their goals; others incorporated a needs assessment into their grant activities. This section discusses some of the more common activities that grantees implemented on their campuses.

Educational Activities

Although providing violence against women education for incoming students was required, grantees also targeted educational programs to other populations on campus. Twenty-seven institutions arranged workshops or presentations with student groups such as fraternities, sororities, athletic teams, and student government organizations. Faculty and staff participated in

educational programs at 27 campuses as well. Twenty of these projects provided violence against women education for both faculty and staff. Four institutions targeted Resident Assistants only, while three others targeted faculty exclusively.

Of the 32 institutions that do not have a predominately minority student body, 24 had specific objectives to reach minority populations on campus. The most common group targeted was African-American students. Other underserved groups on campus that were targeted by grantees included international students (21 grantees); students with disabilities (8 grantees); Gay, Lesbian, Bi-sexual, and Transgender (GLBT) students (19 grantees); and non-traditional students (18 grantees). Exhibit 2-4 shows the groups most commonly targeted by grantees' educational activities.

Exhibit 2-4: Target Groups for Educational Activities

Grantee	Student Groups (e.g., Greeks, athletic teams)	Faculty/ Staff	Racial/ Cultural Minority Students	Other Underserved Groups
Bowling Green State University	√	√	√	√
California State Polytechnic University	√	√	√	√
California University of Pennsylvania	√	√	√	√
Edgewood College	√			√
Howard University*	√			√
Idaho State University	√	√	√	√
Jamestown College (Consortium)			√	
LeMoyne Owen College*	√	√		
Marquette University	√	√		
Marshall University		√		√
Michigan State University	√	√		
Northern Illinois University	√	√	√	√
Pennsylvania State University	√	√	√	√
Prairie View A & M*	√	√		
Rochester Institute of Technology	√	√	√	√
Rutgers University	√	√	√	√
Sinte Gleska University*			√	
Southern University and A&M College*	√	√		
Tufts University			√	√
Tulane University			√	√
University of Alabama	√	√	√	√

Exhibit 2-4 Continued

Grantee	Student Groups (e.g., Greeks, athletic teams)	Faculty/ Staff	Racial/ Cultural Minority Students	Other Underserved Groups
University of Arizona	√	√	√	√
University of California at Davis	√	√	√	√
University of Connecticut (Consortium)	√	√	√	√
University of Louisville	√	√		√
University of Maine			√	√
University of Maryland, Baltimore County	√	√	√	√
University of Massachusetts	√		√	√
University of Minnesota		√	√	√
University of Northern Iowa	√	√	√	√
University of Puerto Rico*		√	√	
University of Rhode Island	√	√		√
University of South Carolina	√	√	√	√
University of Texas at Austin	√	√		
University of Vermont	√	√	√	√
Vanderbilt University	√	√	√	√
Wake Forest University	√	√		√
Western Washington University			√	

* *Student body is predominately minority*

Awareness Campaigns

Many institutions also sponsored awareness campaigns that included large groups or the entire campus community. For example, the University of Rhode Island had a White Ribbon Campaign where men on campus took a pledge against violence and wore white ribbons for a week. The University of Maryland sponsored Take Back the Night. Rochester Institute of Technology sponsored V-Day, which consisted of a presentation of the play, "The Vagina Monologues." Vanderbilt and the University of South Carolina participated in the Clothesline Project, which encourages victims/survivors and their friends to paint T-shirts with messages about violence against women.

Community Partners

Grantees incorporated the resources of their community partners in a variety of ways. Seven grantees shared a staff person with their partners. The typical arrangement was that a

victim advocate worked at the university but was employed by the community partner. Sixteen grantees participated on local task forces. Campus response teams, some of which included the community partner, were created by 19 grantees. In addition to the non-profit, non-governmental victim service organizations with which grantee institutions were required to form partnerships, many grantees developed partnerships with local criminal justice agencies as well as other community groups that address violence against women. Exhibit 2-5 shows the numbers of grantees that established partnerships with police, prosecutors, and community task forces.

Exhibit 2-5: Local Partners in Addition to Required Victim Services Organization

<u>Local Partners</u>	<u>FY 1999 Grantees</u>	<u>FY 2000 Grantees</u>
Police	12	8
Prosecutors	9	5
Task Force	10	6

Training for Campus Police and Judicial Boards

Grantees provided training to campus police and their judicial board members on two categories of topics, violence against women issues and procedures for handling these types of cases. The violence against women training typically included sexual assault, domestic or relationship violence, and stalking. The extent to which grantees covered each of these types of crime varied. However, institutions spent a substantial amount of time covering sexual assault. Exhibit 2-6 shows the number of grantees that provided training for campus police and judicial boards in each of these areas.

Exhibit 2-6: Number of Grantees Providing Training to Campus Police and Judicial Boards

<u>Topics</u>	<u>Campus Police</u>	<u>Judicial Board</u>
Violence Against Women Issues	28	18
Policies or Procedures Training	22	19

With respect to training for campus police, a total of 28 grantees focused on general violence against women topics and 22 grantees included information about policies or

procedures for handling cases. Twenty grantees included both topics in their police training. In contrast, grantees focused more on policies and procedures (19) when training judicial board members than on violence against women topics (18). Although Fiscal Year 1999 grantees were not required to conduct judicial board training, nine of them did so.

On-Campus Victim Services

Thirty grantees addressed the Campus Program special interest category of creating or enhancing victim services on campus. Thirteen hired advocates to work on campus; 15 others used student advocates. Providing crisis intervention for victims was the main goal of having an advocate on campus. Services offered to victims included court and hospital accompaniment, counseling, hotlines, and shelter. Nine institutions established a hotline on campus, 8 offered legal services to victims, and 4 trained a SANE nurse.

Summary

The Campus Program required grantees to propose, at a minimum, to implement a coordinated community response, education for incoming students, and training for campus police and judicial board members. A number of grantees met one or more of the requirements prior to receiving grant funds. In addition, campuses also implemented a number of other education programs as well as services for victims on campus. To help achieve their goals, grantees partnered with a victim service organization and other local agencies.

This chapter explained the Campus Program grant requirements, along with summaries and charts comparing the 38 campuses with respect to activities implemented under the grants and demographic characteristics of the campuses. The rest of the report is organized as follows.

- Chapter 3, *Program Environment*, provides background information on college and university administrative structures, campus police and public safety departments and their crime reporting requirements under the Clery Act, and campus judiciary boards.
- Chapter 4, *Methodology*, discusses key issues associated with conducting a national evaluation of this type and the methods selected for this evaluation.
- Chapter 5, *Program Implementation*, provides detailed information on the activities implemented at the grantee campuses. It also includes results from the cross-site analysis, comparing key program features across sites.

- Chapter 6, *Implementation Challenges*, offers additional analysis of factors that supported successful project implementation, others that presented barriers to implementation, and how those challenges were overcome on various campuses.
- Chapter 7, *Findings and Conclusions*, summarizes the evaluation findings, presents conclusions based on those findings, and offers recommendations for practice and future research and evaluation in the area of violence against women on campus.

Rather than providing a separate chapter on the literature review conducted for this evaluation, references to relevant literature are included throughout the report.

Endnotes

- ¹ Gail O. Mellow, "Women's Centers and Women Administrators: Breaking the Glass Slipper Together," in *Initiatives* (Washington, DC: National Association for Women Deans, Administrators, and Counsels, 1988), Vol. 51, 2/3.
- ² Mellow, 1988.

Chapter 3

Program Environment

One minimum requirement for the VAWO Campus Program was that each grantee develop a coordinated community response to violence against women on campus. In particular, colleges and universities were required to involve one or more community based, nonprofit victim services organizations as partners in their projects. Many sites also worked with municipal or county police, and some involved other criminal justice agencies, such as a local prosecutor's office or court. At some sites, the non-profit and criminal justice partners had worked previously with the educational institutions to address violence against women. However, even when this was the case, various community based partners were not always familiar with such factors as the educational institution's administrative structure, the approvals required to launch a new program on campus, the arrest powers and jurisdiction of campus police, or the specific mandate and structure of the institution's judiciary board.

Since these factors have a bearing on project implementation, we have included this chapter to provide background information on the program environment. The chapter is intended primarily for criminal justice agencies and community-based victim service providers who are interested in doing more to address violence against women on campus, but whose experience in developing joint programming with institutions of higher education is somewhat limited. The chapter provides an overview of colleges and universities with respect to organizational structure, reviews some basic characteristics of campus police and safety departments, and discusses the development of campus judiciary systems and their role in handling incidents of violence against women on campus.

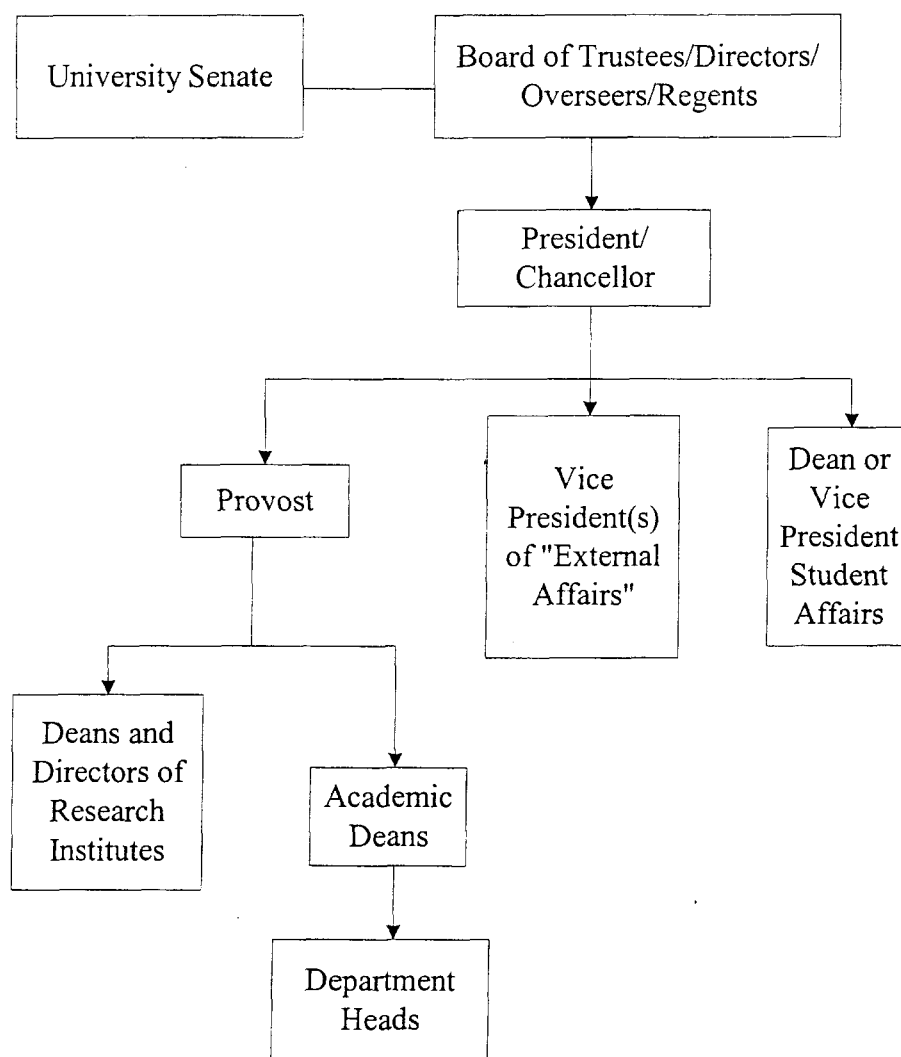
Organizational Structures of Colleges and Universities

There are nearly 4,000 degree-granting two- and four-year institutions in the United States. These include approximately 150 universities and 2,000 four-year colleges. Slightly more than half are considered private institutions, although nearly all receive some type of state or federal funding. In 1997, 40 percent of these institutions had fewer than 1,000 students. Only 10 percent of campuses enroll 10,000 or more students, yet these schools account for 50 percent

of total college enrollment.¹ These colleges and universities are full of individual variation, but there are some basic similarities in how they are organized and in the services they offer to students.

Typically, colleges and universities are flat organizations, with many people working essentially at the same level within the organization. A very basic chart showing the administration of a hypothetical university is included here as Exhibit 3.1.

Exhibit 3.1: Basic Organizational Chart, College/University Administration



The ultimate authority within a college or university usually rests with the Board of Trustees. Sometimes the members of this board are referred to as directors, regents, or even

overseers; this is largely dependent on when, where, and by whom the institution was founded. The board is a group of up to 50 people who serve terms of varying lengths. The members are frequently people of influence in the community, and some may be alumni of the institution. This board sets the mission and direction for the institution, and has the power to hire and fire senior administrators.

One administrator, the college or university president, reports directly to the board. The president, or in some cases the chancellor, is essentially the institution's chief executive officer. In this era of rapidly increasing operating costs, the president is also frequently responsible for high profile fundraising, working closely with the development office. All senior level administrators (vice-presidents or vice-chancellors) involved with "external affairs" report directly to the president. External affairs are the areas of the university not directly linked to the academic mission, such as finance, public affairs, planning, development, and physical plant. The senior administrator of student affairs, who is sometimes called a dean but who nevertheless has the same ranking as the other vice-presidents/chancellors, also typically reports directly to the president.

The provost is the general deputy of the president and serves as the chief academic and budgetary officer of the school, responsible for both long-range programming and coordination of the administration. The provost has direct administrative oversight of a number of campus offices, such as the registrar, the library, any research institutes, and institutional technology. In cases where the dean of student affairs does not report directly to the president, he or she will report to the provost.

Below the level of the provost, institutions organize in a number of different ways. Some might have an academic dean or a vice provost. In a large university, this person may act as an intermediary between the provost and the heads of the various schools or colleges. Some institutions omit this position and have the heads of schools and colleges report directly to the provost. An institution might have undergraduate and graduate deans, who are the intermediaries between the provost and the department heads. The number of people who directly report to the provost will vary with the size of the institution and whether it is organized into schools and colleges.

In addition to these and other administrators, institutions also have a university or faculty senate. This group, which is elected by the faculty, has authority over all academic policy matters. Typically, the senate has student representatives, but staff representation is rare, and any staff person on the senate is likely to be a non-voting member. The senate reports directly to the board of trustees and at some institutions can be a very powerful group.

Police and Safety Services on Campus

This section looks at the levels of authority granted to campus police and safety services on campuses, the typical services provided, and a brief overview of the crime reporting requirements mandated by the Clery Act.

Levels of Authority

In general, campus safety officers fall into one of two groups: those with full police powers and those with limited police powers. The former are typically referred to as campus police and the latter as campus security; it is not uncommon for a campus to have both, with non-sworn, unarmed positions supplementing the sworn officers. The variation among institutions is in large part dictated by state laws, although the size of the institution is also likely to play a role.² Nevertheless, according to a 1994 survey of 680 campus police departments, three-quarters of the departments (75.3 percent) indicated that their officers had arrest powers and that they do not outsource any police services to off-campus entities (74.3 percent).³

State laws and agreements with municipal jurisdictions also play a part in establishing a campus police agency's jurisdiction. A campus police officer's authority may stop at the edge of the campus, but the most common arrangement by far is to grant campus police officers arrest powers within the local jurisdiction. In addition, some campus police officers have authority throughout their state. In the 1994 survey, 12.1 percent of departments with arrest powers said that their authority was statewide.⁴

Extent of Services Offered

Campus police departments are often viewed as more customer service oriented than are municipal departments. This view is the result of a combination of factors. First, campus police departments experience a far lower volume of emergency calls and have lower crime rates than comparably populated municipalities.⁵ Second, the educational mission of the institution

encourages officers to participate in crime prevention programs, including opportunities to teach classes. In the 1994 survey, 85 percent of the responding departments indicated that they operate special units for crime prevention education.⁶ Third, the campus police department is one of only a few 24-hour, 7-day operations on any given campus, which can further extend the services they provide.⁷ For example, at the University of Vermont, the

“answer the campus information line during the midnight shift in the summer months.”⁸

Campus police departments receive calls for service and dispatch officers like municipal departments, but there are a variety of ways in which this is managed. Some departments are primary Public Safety Answering Points (PSAPs) for their on-campus facilities, so that 9-1-1 calls originating on campus are received by the campus police communications center. Other campuses are secondary PSAPs, where 9-1-1 calls are received by the municipality’s communication center and then transferred to campus police for dispatch.⁹ There are also campuses that participate in consolidated communication centers that may or may not be housed on campus. For example, Michigan State University police make use of a regional communication center along with two municipal police departments and the county sheriff.¹⁰ Washington State University Police provide 9-1-1 call-taking and dispatch services for all of Whitman County and the city of Pullman.¹¹

According to the 1994 survey, 64 percent of campus police departments had a 9-1-1 emergency telephone system. Of those, 40 percent indicated that it was an E-9-1-1 system, with the remaining maintaining a basic 9-1-1 system.¹² The advantage of E-9-1-1 with campus-specific Automatic Location Information (ALI) is that the location of the caller is displayed rather than the billing address. This saves the call taker from having to ask and allows the department to follow up on hang-ups.

Crime Reporting and The Clery Act

The Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act, codified at 20 USC 1092 (f) as a part of the Higher Education Act of 1965, requires colleges and universities to disclose timely and annual information about security policies and serious crimes (i.e., Part I crimes under the FBI’s Uniform Crime Reporting program) on campus. Originally enacted by Congress and signed into law by President George H. W. Bush in 1990 as the Crime Awareness and Campus Security Act of 1990, it was renamed in 1998.¹³ All public

and private institutions of postsecondary education participating in federal student aid programs are subject to it, with non-compliance resulting in fines up to \$25,000. The U.S. Department of Education is charged with enforcement of the Act.¹⁴

Part I crimes are reported in seven major categories, with several sub-categories:

1. Criminal Homicide broken down by
 - a. Murder and Non-Negligent Manslaughter and
 - b. Negligent Manslaughter
2. Sex Offenses broken down by
 - a. Forcible Sex Offenses (includes rape) and
 - b. Non-Forcible Sex Offenses
3. Robbery
4. Aggravated Assault
5. Burglary
6. Motor Vehicle Theft
7. Arson

A copy of the annual security report can be requested from any institution, and this information is also available to the public through the U.S. Department of Education website.¹⁵

A review of grantee campus security reports conducted for the process evaluation showed that while these are the crimes reported for Clery, these are not the crimes reported most frequently on campuses. Various studies have shown that sexual assault is a vastly underreported crime. The majority of crimes reported are alcohol violations and property crimes.

Campus Disciplinary Systems

This section provides an overview of the historical development of campus disciplinary systems, discusses the common elements of modern disciplinary systems and the legal precedents that affect their procedures, and examines some of the ways in which campus disciplinary systems address violence against women.

In Loco Parentis

In loco parentis is rooted in English Common Law doctrine and translates as “in the place of a parent.” This was indeed the position of schools and colleges with regard to disciplining student behavior well into the twentieth century. The institution had the rights and duties of parents with respect to student conduct and welfare. Given that the average age of a

colonial era college student was 14, this is not such an unreasonable position. Students in their younger teens were also common in English universities throughout the medieval and early modern periods.¹⁶

Long-standing in tradition, the concept of the school as parent also had legal precedent. In *State v. Pendergrass* (19 N.C. 365 (1837)), the North Carolina Supreme Court determined that “the authority of the teacher is regarded as a delegation of parental authority,” in upholding a state law giving schoolmasters and teachers a discretionary power to inflict punishment on their students without being held criminally responsible unless the punishment resulted in permanent injury. Case law regarding education does not separate colleges and universities from schools, so the precedent set in this case extended to the growing number of higher education institutions in this country.

Perhaps in consequence, *in loco parentis* was not officially applied to the student-university relationship until the twentieth century. In *Gott v. Berea College* (156 Ky. 376, 161 SW 204 (1913)), the Supreme Court upheld a school policy prohibiting students from attending local bars. In the decision, the justices specifically stated *in loco parentis* as justification for their ruling that colleges had all the rights and responsibilities of parents and as such could govern the behavior of students both on and off campus. While *in loco parentis* was steeped in tradition and gained the backing of the Supreme Court, it was never a comprehensive approach to student policy. Rather, it gave *ex-post facto* justification for university intervention when there was a disciplinary problem with a student.¹⁷

The first real change to the student-university relationship occurred in the years following World War II. The GI Bill brought significant numbers of mature students onto college campuses across the country. These students, who had combat experience, were often in their mid to late twenties, were likely to be married, and were unwilling to tolerate school administrators acting as their parents. At many campuses, these students fought for, and won, a larger voice in campus affairs through student government organizations.¹⁸

Student rights campaigns in the 1960s and 1970s had a direct impact on the student-university relationship. One of the key issues students fought for was a greater role in campus governance. It was at this time that the use of students on disciplinary hearing boards first became widespread. The legacy was a rise in the contractual view of the student-university

relationship and a movement toward legalistic and adversarial disciplinary procedures. These changes contributed significantly to the demise of *in loco parentis*, but the final blow was dealt in 1971 with the passage of the 26th Amendment. The lowering of the voting age to 18 prompted most states to lower their age of majority correspondingly.¹⁹ Whereas before the vast majority of undergraduate students were legally minors (with the average age of matriculation being 17 or 18), now there were very few students who were not legally adults.

Important Court Decisions

In loco parentis is not the only important legal precedent in campus disciplinary system development. Other issues decided in the courts, as well as major legislation, have had an impact. One important case is *Dixon v. Alabama Board of Education* (294 F.2d 150 (1961)), which was the first major case regarding a due process requirement in campus disciplinary proceedings. In the decision, the court stated that “due process requires notice and some opportunity for hearing before students at a tax-supported college are expelled for misconduct.” *Goss v. Lopez* (419 U.S. 565 (1975)) further defined the meaning of “due process” on a campus. The court said, “at the very minimum, therefore, students facing suspension and the consequent interference with a protected property interest must be given some kind of notice and afforded some kind of hearing. ... There need be no delay between the time ‘notice’ is given and the time of the hearing.”

Interestingly, these cases did not imply a right to a full judicial hearing with a right to cross-examine witnesses. Court decisions have repeatedly suggested that colleges are not required to (1) adhere to formal rules of evidence or (2) guarantee students the right to confront their accusers. Rather, the standard of due process used by courts for student disciplinary systems has been one of “fundamental fairness.”²⁰

The Family Educational Rights and Privacy Act (FERPA) of 1974 also had an important impact on disciplinary processes. Under FERPA, disciplinary records are confidential and disclosures can only be made with the student’s permission. The only exception to this was established in the 1998 Campus Security Act that requires the accuser to be informed of a disciplinary proceeding concerning a sex offense.

Campus Discipline Today

Campus discipline has been administered in diverse ways since the 1970s. In many large institutions, there are judicial affairs officers, while small schools often have the Dean of Students responsible for the adjudication process. There are also differences along public/private lines, with private schools not subject to the 14th Amendment.²¹

Recent court cases are reflective of the shift toward contractual student-university relationships. The majority of these cases are concerned with university liability; some examples include *Mullins v. Pine Manor*, 449 NE.2d 331 (Mass.1983); *Whitlock v. University of Denver*, 712 P.2d 1072 (Col. Ct. App. 1985), rev'd 774 P.2d 54 (1987); *Schaer v. Brandeis*, 735 NE 2d. 373 (Mass. 2000). What is interesting, though, is the rebirth of *in loco parentis*, albeit in a modified form, through these decisions, along the lines that "the college has no right to control students' morals and character, but [nevertheless] retains a duty to protect students' physical wellbeing."²²

A Common Model

"The most common model is that of a mid-level student affairs professional ... who handles minor violations, while preparing and presenting more serious cases ... to a hearing board."²³ While there are many variations within this model, it is the most likely scenario and the one most often seen at the campuses visited for this evaluation. Hearing boards are usually a combination of students and faculty/staff, and this has been the standard for the last 25 years. Some campuses have multiple boards, some of which are composed entirely of students; but these all-student boards are not likely to handle serious cases of student misconduct.

Another common element of campus disciplinary systems is that they overwhelmingly do not support the view of punishment for punishment's sake. There is frequently a heavy emphasis placed on the educational aspects of the disciplinary process, based upon the belief that the student-university relationship is an educational one and thus limits the university's authority to behavior that is related to the institution's pursuit of its educational mission. According to Dannells,

This view is generally considered by educators to be the only realistic and justifiable basis for disciplinary authority today, especially given the current highly litigious climate. It requires colleges and universities to be explicit and intentional about their educational goals; it allows institutions

to establish rules to protect the educational environment; and it protects the institution from unwanted court intrusion by recognizing that the courts have historically adopted a policy of nonintervention, or judicial restraint, in matters that are legitimately part of the educational enterprise.²⁴

Campus Discipline and Violence Against Women

A 1996 national survey of campuses helps present a better picture of the state of student codes of conduct and disciplinary procedures as they apply to issues of violence against women. Conducted by the Association for Student Judicial Affairs (ASJA), the survey was sent to the 419 voting delegates of the National Association of Student Personnel Administrators. The aim of the survey was to gather data relating to one section of the Violent Crime Control and Law Enforcement Act of 1994 that concerns "the ability of educational institutions' disciplinary processes to address allegations of sexual assault adequately and fairly." The Act required a national baseline study on campus sexual assault, but because of a lack of funding, the study was not completed as outlined in the legislation.²⁵

The ASJA survey found that 74 percent of responding institutions had codes of conduct containing language specifically prohibiting sexual assault. Over 80 percent had no statute of limitation for filing charges of sexual assault, and only 20 percent required more than a written statement (i.e., rape kit, witness statements, etc.) to file charges. Almost all campuses (94 percent) had closed hearings for cases of sexual assault and half (52 percent) provided the hearing body with special training for sexual assault cases. While these provisions were in place, the systems were seldom used. Sixty percent of the campuses reported not having heard a single case of sexual assault in the previous three years, and the remaining campuses reported hearing only one or two cases per year at most.²⁶

At this time, campuses are only beginning to evaluate how their disciplinary policies and procedures are able to handle cases of sexual assault, domestic violence, and stalking. As institutions across the country become involved in active debate on student conduct in higher education, no doubt more institutions will take a closer look at current policies and procedures concerning violence against women.

As we discuss in Chapter 5, Campus Program grants assisted four institutions in revising their disciplinary board procedures to either permit involvement of victim advocates in the

process or to permit separation of the victim and accused during the proceedings. In addition, 18 institutions revised, or made significant progress toward revising, codes of conduct to clarify definitions of various types of victimization and more clearly delineate consequences or reporting procedures.

Conclusions

Although colleges and universities in this country display a great deal of individual character, at the most basic levels they are organized and managed in very similar ways, regardless of whether they are large or small, public or private. Even with regard to campus safety and discipline, similarities appear to outweigh the differences. What is interesting is that while campus public safety departments largely mirror each other and their municipal counterparts, the disciplinary procedures at colleges and universities demonstrate great variety and bear very little resemblance to a municipal court system.

For the most part, the nature of police work is no different on a campus than it is in the wider community. However, it would be unrealistic to expect campus disciplinary systems to mirror a criminal court. Colleges and universities do not have the authority to impose sanctions any more serious than expulsion. One ASJA official notes that “[c]ampus judicial proceedings are not substitutions for criminal proceedings. They are necessary reviews of student conduct to determine whether or not students have violated *campus rules*.”²⁷ When considering how campus disciplinary systems handle incidents of violence against women, it is important to remember that students are not prevented from filing criminal charges in addition to pursuing a case on campus.

Endnotes

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- ⁵ Richard Larson, “Campus Police, Public Safety in a Microcosm,” *9-1-1 Magazine* (September/October, 2000).
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- 15 <http://nces.ed.gov/ipeds/cool/>
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Chapter 4

Methodology

Introduction

In September 2000, NIJ awarded a grant to the Institute for Law and Justice, Inc. (ILJ) to conduct a process and impact evaluation of the Grants to Combat Violent Crimes Against Women on Campus Program. The award resulted from a competitive solicitation issued by NIJ in May 2000 for a national evaluation of the Campus Program. The solicitation outlined two key objectives: (1) to provide a national program-level process and impact evaluation of the Campus Program and (2) to inform policies and practices that address violence against women on campuses and ensure victim safety and offender accountability.

ILJ proposed a process evaluation aimed at describing the process of program planning, implementation, and problem resolution. Specifically, the process evaluation was to consist of a review of all grantees in the program through visits to the sites. The impact evaluation was to identify the impact of the Campus Program on victim safety and offender accountability. In addition, ILJ proposed a national needs assessment to document the national state of policies and programs that address violence against women on campuses—an idea that was subsequently dropped at the request of NIJ because of a similar survey that had been recently conducted.

In February 2002, NIJ made the decision to eliminate the impact evaluation from ILJ's evaluation effort and subsequently reduced ILJ's grant funding by \$350,000. The decision to eliminate the impact evaluation was made after careful consideration by NIJ, focusing on the difficulties of devising a rigorous impact evaluation due to lack of baseline data and finding acceptable comparison groups. ILJ was therefore requested to complete the process evaluation at the 38 grantee sites and to develop and analyze a database for cross-site analysis.

Because of the large number of sites in the program, ILJ was limited in the extent to which a thorough process evaluation could be conducted. At the request of NIJ, ILJ staff made only one trip to each site to conduct interviews and collect data on project activities. There were not enough funds to make subsequent trips to sites to judge their progress over time. Moreover, it was not possible to do follow-up telephone calls thereby maintaining contact with grantees on

their implementation efforts. In short, the process evaluation depended on a 'snapshot' view of the campuses at the time of the site visit.

Nevertheless, a considerable amount of information was gleaned from the visits because of the excellent cooperation that ILJ staff received from campus personnel involved in the grant projects. Each visit typically lasted two to three days during which as many as a dozen interviews might take place. Interviewees usually included the project director, on-campus advocate, campus law enforcement, judicial affairs, education coordinator, women's center, community partners, dean of students, representatives from student organizations, and project evaluator. Project directors frequently prepared large packets of information on their institutions and their project activities for the ILJ staff. It was common for interviewees to provide documentation of their role in the project, or summary information on their office/organization. From the interviews ILJ typically collected copies of progress reports sent to VAWO, summary sheets of campus demographics, student handbooks, training manuals for advocates and disciplinary board members, copies of all orientation materials as well as other educational curriculum materials, newspaper articles relating to the project, relevant police orders, crime statistics, summary advocacy statistics, to name a few of the most common. Other items collected at campuses ranged from copies of all advertising materials (mailers, posters, mugs, t-shirts, magnets, buttons) to videos of major project presentations.

To facilitate the visits, ILJ developed several protocols (see Appendix A) to allow for structured interviews. Protocols were developed for project directors, campus-based advocates, disciplinary process, education/prevention programs, law enforcement personnel, orientation programs, and others. The protocols provided for consistent data collection across the campuses. After conducting a visit, ILJ staff prepared a site report, usually 20 to 25 pages in length, which represented a process evaluation report for a particular grantee. These reports were sent to the project directors at the sites for their review. ILJ staff made appropriate changes to the reports as a result of these reviews and then submitted them to NIJ as a deliverable product from the evaluation.

ILJ also established an Advisory Board to aid in designing the methodology. This board was composed of six individuals, including a researcher who had done work in the area of violence against women on campuses, a student, a university police chief, a sexual assault

services coordinator from a university, and a director of student judicial services. This advisory board met in January 2001 to discuss the proposed methodology.

There were several advantages to ILJ's approach to the process evaluation. First, the campus visits were essential to obtain a hands-on view of the projects and the key players involved in them. The process evaluation could not have been conducted without these visits and the excellent reception we received from the grantees during these trips. Second, the development of the protocols was especially beneficial in molding the process evaluation, determining what areas should be examined in detail, and providing consistency in data collection. Finally, the preparation of site reports provided an opportunity to document the results of each site visit. The site reports were prepared as soon after the trips as possible and were then sent to the sites for review. For the most part, review comments were excellent and provided a means of improving the site reports by clarifying issues and including more details in selected areas.

The key disadvantage of ILJ's methodology was the restriction of only one visit to each site. Obviously, it was not possible to examine every programmatic detail of a large program with only one visit. Moreover, grantees were somewhat apprehensive about our visits and the idea that they were subject to an evaluation. Their concerns were that the results would be instrumental in future funding decisions and that they did not want any significant problems with their programs aired in a written document. With regard to the first concern, NIJ's policy is not to provide evaluation results as input to funding decisions by VAWO. Indeed, during the course of this evaluation, NIJ denied access to the reports for this purpose.

ILJ staff also worked to overcome the second grantee concern about the evaluation. The national evaluation had been announced and discussed at a number of meetings of grantees; in fact, ILJ staff attended three of these meetings to discuss the purpose of the evaluation and present interim results. Thus, the evaluation and the visits by ILJ staff were not surprises to the grantees. The experience of the ILJ staff is that grantee anxiety over the evaluation was generally overcome once they arrived on campus and met with the project director. It was emphasized to them that the visit was not for financial monitoring and that results from the visit would be merged with others in the final report. Moreover, a key benefit from the process

evaluation is to provide information to other campuses that might be interested in establishing similar programs.

Cross-Site Analysis

To aid in the evaluation of the Campus Program, two databases that contained information collected at each site visit were created. The first, the Site Comparison Database, included basic information about each of the grantees and was designed to test a series of hypotheses across the 38 sites. The second database collected the responses of grant project staff at each site to a Partnership Survey. This section describes the information collected in the Site Comparison Database and by the Partnership Survey, the hypotheses tested using each data set, and the methods employed for conducting the analysis. Results of the analysis are discussed in Chapter 7, "Findings, Conclusions, and Recommendations."

Site Comparison Database

The Site Comparison Database was designed to collect basic information about each grantee campus and the violence against women programs and services available at each site. This information was entered into an Access database at the completion of each site visit. The completed database was transferred to SPSS (Statistical Package for the Social Sciences) for analysis.

A number of variables in the database provided descriptive information about the institutions, answering such questions as

- Is the institution public or private?
- Is the campus in a urban, suburban, or rural setting?
- Are the students primarily resident on campus or are they commuters?
- How large is the student body?

The data for these fields was primarily obtained from the U.S. Department of Education and the College Board. Other variables were based on information collected during the site visit itself, for example,

- Are campus safety officers sworn?
- Who hears campus disciplinary cases?
- What advocacy services are available on the campus?

- Is the grant project primarily focused on education or advocacy initiatives?
- Did the institution already meet any of the minimum requirements before receiving Campus Program grant funds?

For the variables concerning campus programs and services, each institution was placed into one of four categories: (1) yes, the campus provides this service and they implemented it with grant funds; (2) yes, the campus provides this service and has expanded/enhanced it with grant funds; (3) yes, the campus provides this service, but it is not connected to grant activities; and (4) the campus does not provide this service.

In addition to these variables, the database also contained fields for each of the four mandatory minimum requirements for Campus grantees as established by VAWO:

- Coordinated Community Response (CCR)
- Prevention and Education Programming
- Campus Police Training
- Judicial Board Training (Fiscal Year 2000 grantees only).

Within each of these variables, campuses were grouped on a continuum from simplest design to the most comprehensive. For example, in the CCR field, a campus could be described as having a series of MOUs only, a campus-wide task force, or a formal response team. For prevention and education programming, a project might present at orientation only, at orientation and other stand-alone events, or at orientation, stand-alone events, and as part of course curriculums.

The evaluation project staff then proposed a series of hypotheses for testing using these variables. For example, one hypothesis was that an institution's location on the CCR continuum would be dependent on the level of pre-grant activity. Institutions that met one or more of the minimum requirements before receiving the grant funds would be more likely to make use of a formal response team. For all hypotheses, the variables describing the mandatory minimum requirements were considered the dependent variables, and those describing the campus and its programs and services were the independent variables. Chi-square tests were used to test each hypothesis. Any significant relationships were then subject to additional quantitative and qualitative analysis.

Partnership Survey

The Partnership Survey was used to supplement site visit observations by documenting perceptions of project participants about program collaboration. The 35-item questionnaire has been used for other national evaluation projects of violence against women programs (see Appendix B). Respondents were asked to indicate on a five-point scale the extent to which they agreed or disagreed with each item. These items were grouped into three categories: those regarding the partnership, the project, and individual participation. Respondents were also invited to provide comments on any survey item.

The survey questionnaire was made available for downloading to all project directors through the ILJ website. Copies were also distributed at site visit interviews. Respondents were given the option of mailing or faxing their completed surveys. A total of 247 surveys were received, representing 33 of the 38 campuses. While this results in an average of 11 surveys returned from each campus, the median return rate was smaller (7 surveys per campus); the range of returned surveys included as few as 1 and as many as 16.

All surveys were entered into an Access database, which was then transferred to SPSS for quantitative analysis. In addition to examining the mean response for each survey item, the mean score across all questions in each section was calculated for each respondent. Then crosstabulations, independent sample t-tests, and ANOVAs were used to provide insight into what factors influenced participant perceptions. Factors tested included:

- The size of campus based on student population
- Whether the respondent was an employee of the university or a community partner
- The location of the campus (rural, suburban, urban)
- Whether the campus was primarily residential or commuter
- Whether it was a public or private institution
- The coordinated community response model (MOU, task force, response team)
- Whether the campus met any of the minimum requirements prior to receiving the grant.

With the exception of employment status, all of these variables were transferred to the partnership survey database from the site comparison database.

Chapter 5

Implementation of Campus Program Grant Projects

This chapter provides a detailed discussion of Campus Program grant implementation at the 38 sites involved in this study. The chapter begins with a review of the different ways in which grant applicants worked with other campus offices and community-based organizations to plan their projects. This is followed by a discussion of project management and staffing. (Planning and management for two grants, each of which were awarded to a consortium of colleges and universities, are discussed in a separate section at the end of the chapter since those projects differed substantially from the others in that respect). The rest of the chapter explains how the projects addressed both the required grant program components and optional program elements.

Overall, the Campus Program grantees succeeded in implementing the programming they had planned, in many cases going well beyond the minimum requirements. The grantees and their partners collaborated to deliver an impressive number of programs and services to address violence against women on campus.

Throughout the chapter, brief "Snapshot" descriptions are provided in sidebars to illustrate how various project components were implemented at particular campuses. This chapter is largely descriptive and focuses on the various program environments and approaches taken. Although certain difficulties experienced are also noted, Chapter 6 provides a more complete analysis of key factors that both supported and represented challenges to implementation.

Project Planning

Local decisions to apply for Campus Program funds were influenced by a variety of circumstances. For some institutions, the need to address violence against women became apparent after a tragic event experienced by a member of the campus community. For example, at Tulane, the Leanne Knot Violence Against Women Project was named after a student who was raped and murdered off campus; Prairie View experienced a similar situation. The Connecticut Consortium, Wake Forest, and Jamestown were interested in developing a project

because of previous campus surveys that indicated a need to address violence against women. Other campuses conducted needs assessments and reviewed research in the field.

Three sites whose applications for Campus Program funding were unsuccessful in Fiscal Year 1999 received grants in Fiscal Year 2000. Four others learned of the program in 1999 but, for various reasons, decided to wait until Fiscal Year 2000 to apply. These seven grantees used the time between funding cycles for extensive planning; they developed relationships with campus departments and community organizations to gain support, conducted needs assessments, and refined their project goals and objectives. For example, the University of Vermont and University of Rhode Island conducted needs assessments, and the University of Texas-Austin (UT-Austin) worked extensively with its non-profit partners to develop a project plan.

There were three ways in which the planning process was organized: (1) members of a multi-disciplinary team developed a plan together; (2) a campus representative, usually the proposed project director, worked with the community partner (non-profit victim services organization) to develop a project plan; or (3) a single person or office on campus developed an approach, then sought agreement from a community partner. Exhibit 5-1 shows the number of grantees using each approach in Fiscal Year 1999 and Fiscal Year 2000.

Exhibit 5-1: Campus Project Planning Processes

<u>Planning Process</u>	<u>FY 1999</u>	<u>FY 2000</u>	<u>Total</u>
Multi-Disciplinary Team	12	10	22
Single Campus Office	5	7	12
Campus Representative and Non-Profit Partner	3	1	4
Total	20	18	38

The most common planning approach was to assemble a multi-disciplinary team. The team members were usually representatives from the women's center, Dean of Students office, campus police, health services, and counseling center. At some campuses, community organizations were part of this team. As discussed in the next chapter, the team approach to planning had important advantages for developing a coordinated community response.

At four campuses, project planning was accomplished primarily by a campus representative and a representative of the non-profit partner. These institutions already had long-standing relationships with their partner organizations; however, in some instances there was a need to explain to the partner the approval processes involved in establishing a new program on campus. The campuses benefited from the partners' assistance with staffing for specialized services and with developing a realistic scope of services. For three of these projects, the campus representative solicited the help of the non-profit partner during the planning phase. For the other project (Bowling Green State), the non-profit partner approached the director of the campus women's center about the opportunity to expand services under a Campus Program grant.

At 11 campuses, a single person or office was responsible for initial project planning. Prior to the grant, many of these institutions had no programs on campus specifically designed to address violence against women. Through the initiative of one person who had a special interest in violence against women, these campuses were able to propose viable projects. These individuals, sometimes with assistance from others in their office, drafted the project plan, then sought the support of a community partner. Usually this was because the school learned about the grant opportunity only a few weeks before the application deadline and did not have time to convene planning meetings. After receiving a notice of grant award, these campuses generally had to spend more time than other projects in building working relationships with their community partners and in defining the partners' roles in the project.

Project Management and Staffing

Those who were interviewed on site for the evaluation consistently emphasized that the individuals in project director and project coordinator positions were highly committed advocates for their projects and for the goal of eradicating violence against women on their campuses. In addition, this commitment is evidenced by an exceptionally low turnover rate among campus grant project directors and coordinators.

Ten sites (26 percent of grantees) had project directors who worked full time on grant-sponsored activities. Approximately half of these were directors or staff members of the

women's center or health center on campus. The other project directors included public safety officials, faculty members, and administrators (e.g., Dean of Students).

Snapshot: University of Vermont Planning Process

A number of years before the Campus Program, the University of Vermont (UVM) Women's Center and the President's Commission on the Status of Women (PCW) were advocating for UVM to hire an on-campus advocate to assist survivors of sexual assault and relationship violence. In the mid 1990s, a planning committee was formed that brought together some of the campus offices that would eventually partner on the grant. After learning of the availability of VAWO funding for campuses, this planning committee asked the President's Office to co-fund a pilot project to conduct a needs assessment on campus, and the eventual project director was hired on a part-time basis to lead the needs assessment efforts and eventually prepare the grant application.

The pilot project identified gaps in the UVM response to violence against women. Proposed solutions to these gaps formed the basis for the Campus Project activities. The pilot project also gave the Women's Center and the eventual project staff the opportunity to begin building partnerships with on- and off-campus departments before the grant was even awarded.

Almost two-thirds of grantees (24 sites) brought on someone to function as a project coordinator. In most cases, this was a full-time staff member responsible for daily project operations. At the sites with both directors and coordinators, the project director's role varied from primarily administrative (e.g., approving expenditures, monitoring implementation) to a very involved role in which the director and coordinator were basically equals in time and tasks. Typically, the project director was a university employee who led the team writing the grant application.

At a few sites, coordinators hired from the community were alumni of the grantee institution and thus intimately familiar with the campus. Many project directors and coordinators had earned advanced degrees in such fields as social work, psychology, or counseling. Based on a review of job announcements and interviews with project personnel, however, experience working in an advocacy capacity and evidence of dedication to the goal of providing a safer campus environment were weighed more heavily than academic qualifications in selecting project directors and coordinators. As discussed in the next chapter, some campuses had

difficulty recruiting directors and coordinators with the desired mix of professional backgrounds in both project management and advocacy/direct services to victims.

Programs such as those at Alabama, Arizona, Davis, Michigan State, Rutgers, South Carolina, Tufts, Rhode Island, and Western Washington benefited from having project directors with considerable experience (from 5 to 15 years) working for an established campus department, such as a women's center or counseling center. Although they still encountered challenges in accomplishing various objectives, they had already gained the support of high-level university administrators before the project began. For example, the Rutgers project was based in the university's Department of Sexual Assault Services and Crime Victim Assistance. This department had been created in the early 1990s because the administration wanted to study the extent of violence against women on all of Rutgers' campuses. Another benefit of having an established program came from project leadership's knowledge of whom to approach in the campus community in order to accomplish their objectives.

Although previous knowledge of the campus was an advantage in many cases, project directors and coordinators hired from the community were often described as well respected and effective. Several demonstrated exceptional initiative in quickly learning how decisions were made and in promoting the grant project. For example, initial problems with project direction at Southern were overcome by a new project director who was hired from the community. The new director reorganized the project and reintroduced it to the campus and community in a positive light (see Snapshot, "Project Direction at Southern University"). Prairie View's director, an attorney specializing in Title IX law who was previously not a campus employee, proposed the grant project to the university administration; she then made it a priority to familiarize the university community with the Campus Project. As would be expected, hiring externally generally took longer than reassigning someone already working for the institution, but such delays did not significantly affect project timelines.

Turnover among project directors was rare, taking place on only two campuses. At one of these sites, the full-time project coordinator left during implementation to take a new job opportunity. This followed two previous changes in project leadership, as well as an environment of change and uncertainty in the university's administration. In the other case, the

director moved to another city after completing implementation for the initial grant. This did not adversely affect the project.

Enabling campuses to add qualified staff—counselors, advocates, educational coordinators, administrative assistants, and students—was cited as one of the most significant benefits of the Campus grants. Interviews and observations indicate that these staff members, like project directors and coordinators, were extremely dedicated. In one instance, UT-Austin's staff actually took pay cuts in order that the project could continue.

Most grantees staffed their programs with a mix of university employees—typically, women's health or counseling center personnel—and individuals hired from outside the institution. Those hired from the outside generally came from community service providers such as rape crisis centers and domestic violence shelters; some had experience working in that capacity at other institutions of higher education.

Seven sites shared staff members with their non-profit grant partner. For example, the University of Maine's project coordinator is a staff member of Rape Response Services, Bangor (RRS); she is jointly supervised by the RRS Executive Director and an Associate Dean for Students and Community Life.

Thirteen projects used graduate or undergraduate students. Undergraduates were typically peer educators or administrative assistants. Undergraduates who played leadership roles—in peer education, for example—were usually paid a weekly salary; otherwise, they did project work for credit or simply on a volunteer basis. Graduate students took on greater responsibility. At the University of Maine, four graduate students worked on a half-time basis for the Safe Campus Project. As each was pursuing different academic goals, their individual interests and skills were put to use to implement a well-rounded program.

Greater turnover was seen in staff positions such as victim advocate and prevention educator than in project director and coordinator positions, but it was still a relatively infrequent occurrence. The more common reasons for turnover were taking another job opportunity, personal or family illness, or graduation.

Educational Programs

This section describes how the campus projects provided education to students, and in some cases to faculty and staff, through new student orientation, peer education programs, programs for underserved populations, men's programs, self-defense programs, and campus-wide awareness campaigns.

Mandatory Educational Programs for Incoming Students

A VAWO requirement for all Campus Program grantees was that they provide incoming students mandatory educational programs on violence against women. There were two main ways in which grantees endeavored to meet this goal. Almost every school included violence against women programming as part of orientation. In addition, nine schools integrated violence against women programming into freshman seminar courses.

Orientation Programs

The evaluation analyzed the violence against women component for new student orientation at 36 of the 38 sites. (Two consortium projects at Tulane University and Jamestown College were not included in this analysis.) At 20 campuses, the grant was used to add information on violence against women to the orientation agenda for the first time; and 9 campuses used grant funds to revise or enhance existing violence against women components for orientation. The remaining 7 campuses continued to deliver the same violence against women information that they had developed prior to the grant (revising that information was not one of their grant objectives).

Mandatory Attendance at Orientation

Of all the grantees, only one campus, Vanderbilt, truly had mandatory orientation for all incoming students. At Vanderbilt, attendance is taken at the orientation session, and students who are absent are required to attend a make-up session. Most campuses, however, did not have a system of ensuring student participation in orientation programs. Some campuses call their new student orientation programs mandatory but concede that there is no repercussion for non-attendance. Most grantees indicated that the violence against women session was mandatory for all students attending the orientation program, but that attending orientation was not mandatory.

In fact, one school (Western Washington) has a policy against mandatory student attendance at any event.

Despite the fact that orientation attendance could not be rigorously enforced, the grantees felt that they were fulfilling the spirit of the VAWO minimum requirement by making violence against women education part of the orientation that is offered. Supporting their position is the fact that, at least at the undergraduate level, attendance at new student orientation is very high, and in many cases approaches 100 percent of all incoming students. Most new students are eager to attend orientation programs as a means of getting settled on campus and meeting new people. Administrators at one university also commented that with new students straight out of high school, simply calling orientation mandatory is often enough to ensure near perfect attendance because the students are not yet settled into the mindset that non-attendance at college, unlike high school, has no ramifications.

The evaluators analyzed orientation attendance rates for the 29 institutions that either created new orientation components on violence against women (20 grantees) or used grant funds to enhance existing components. Exhibit 5-2 shows attendance rates for new student orientation at 21 of these 29 grantee institutions. Fourteen institutions (54 percent) had orientation attendance rates for incoming first-year students that exceeded 90 percent; and 72 percent of grantees were able to reach more than half of their incoming first-year students through orientation programs.

The number of attendees at the orientation program was provided by the grantee, and the source is usually the count of completed participation surveys collected at the end of the event. It is likely that more people were in attendance than filled out a survey. The rate of attendance was calculated by dividing the number in attendance by the number of "full-time, first-year" students entering in the 2001-02 academic year as reported on the U.S. Department of Education website. This is not the ideal number, as it will not include entering part-time or transfer students, but it was the best independent indicator available.

Exhibit 5-2: Estimated Rates of Attendance at New Student Orientation Programs

<u>Attendance Rate*</u>	<u>Grantee</u>	
More than 90 percent	Arizona	Wake Forest
	Idaho State	California University (PA)
	Northern Iowa	Edgewood
	Bowling Green State	University of Maryland-Baltimore
	University of Rhode Island	County
	Marshall	University of Texas-Austin
	University of Connecticut	Vanderbilt
	Marquette	Western Washington
75 – 90 percent	Rochester	Southern
51 – 75 percent	Puerto Rico	Northern Illinois
	Vermont	LeMoyne Owen

* Of the 8 institutions not shown in the exhibit, 5 appeared to have orientation attendance rates below 50 percent; 2 had created a violence against women component for orientation but had not yet delivered it; and 1 was unable to provide orientation attendance numbers.

Delivery Methods and Content

In addition to providing students with handouts of information and resources, four main methods were used to present information on violence against women at new student orientation programs: lectures and videos, interactive discussions, theater presentations, and role play exercises (see Exhibit 5-3). In addition, one school (UT-Austin) developed an interactive CD-ROM that was distributed to all freshmen at orientation; in response to requests, UT-Austin has provided many copies of the CD-ROM to other grantee institutions.

Time permitting, most campuses made use of multiple delivery methods. Many campuses followed large group presentations with small breakout sessions to encourage questions and discussion. The amount of time at orientation for violence against women information varied from as little as 15 minutes to over two hours; the average amount of time (based on 13 campuses reporting) was 85 minutes.

Exhibit 5-3: Delivery Methods, Violence Against Women Education at Orientation

<u>Delivery Method</u>	<u>Number of Campuses</u>
Lecture	12
Interactive discussion	12
Theater presentation	11
Role play	4

Most student orientation programs covered three or more different topics related to violence against women. Almost every campus presented information on rape and sexual assault. At more than half of the campuses, orientation included information on relationship violence, stalking, alcohol and assault, and resources available to students both on and off campus. Five campuses also presented information at orientation sessions for parents on violence against women. Other topics covered at three or more campuses included (in descending order of frequency):

- How to report incidents on campus
- Responding to victims who disclose to you
- Date rape drugs
- Risk factors for rape
- Healthy relationships
- Rape myths
- Gender roles
- Laws and legal issues
- Dating safety
- Campus policies
- Sexual harassment.

Snapshot: "Marquette On Stage"

Orientation at Marquette University is a five-day program held during the week before classes begin each fall. "Marquette on Stage" is one of the few mandatory events for new students during this weeklong session. It is made up of several separate monologues, each of which is performed by students in the Theater Department and presented to approximately 1,850 students annually. Sexual assault is addressed in one of the monologues, and stalking and relationship violence are discussed in small groups of no more than 18 students following the monologues.

Since the Campus project began, the sexual assault monologue has undergone some modifications. More of an effort is made to provide students with information about resources on campus. The grant has also provided for an ongoing evaluation of the program. Data collected for this evaluation is the first of its kind for an orientation program at Marquette. The questionnaire includes both fixed-choice and open-ended questions on participants' thoughts relating to sexual assault and date rape. In particular, the questionnaire solicits feedback on knowledge of resources for victims, reactions to the sexual assault monologue, and lessons learned from the session.

Orientation Programs for International Students

Six of the projects participated in international student orientation programs that were separate from the general new student orientation, specifically Alabama, Arizona, Maine, Wake Forest, Rochester, and UT-Austin. Working in conjunction with the international student offices at their campuses, these grantees designed and presented programs that covered many of the same topics as the new student orientation but with additions, such as translation services and discussions of common cultural barriers.

At these institutions, the international students typically were graduate level students. Since it is not unusual for international graduate students to bring spouses and children with them while they undertake their studies, the orientation programs recognized that reality. For example, in 2002 at UT-Austin, in addition to the session on violence against women for international students, project staff presented information to a group of 95 international students and their families and offered a second presentation the following day through the UT International Family Programs office to 80 international students and their spouses.

First-Year Seminar Courses

Ten campuses developed or enhanced violence against women curriculum for inclusion in first-year seminar courses. In most cases, this was in addition to the programming students received at orientation programs. The major themes identified across the sites offering first-year seminar courses are

- First-year seminar courses are frequently required for graduation and therefore are an excellent way of ensuring all students are exposed to violence against women programming early in their college career
- The seminar courses are much smaller groups of students than orientation sessions, encouraging greater interaction and participation in the presentation activities.

At five of the ten campuses, the seminar course is a requirement for graduation for all first-year students as well as all transfer students entering with fewer than 24 credits. At the other five campuses, the course is highly recommended although not a graduation requirement. There are different approaches for encouraging incoming students to take these recommended courses. At South Carolina, the course information published on the web points out to students that “studies show that students who take University 101 tend to graduate and exceed their predicted GPAs at higher levels than students who do not take the course.” At other campuses,

academic counselors strongly advocate that students take the course, with the end result being that at each campus, more than half of the entering students do enroll in the seminar course.

Exhibit 5-4 lists each of the institutions that integrated violence against women programming into first-year seminar courses. It also illustrates the time by which students are expected to complete the course, how many credits they receive, and how the course is graded.

Exhibit 5-4: Freshman Seminar Courses That Include VAW Component

<u>Institution</u>	<u>Completion Deadline</u>	<u>Credits Offered</u>	<u>Grading System</u>
California U-PA	First year	1	Letter grade
Connecticut	First year	1	Letter grade
Idaho State*	First year	1	Letter grade
Louisville	First year	1	Pass/unsatisfactory
Maine*	First year	3	Pass/fail
Marshall*	First semester	1	Credit/no credit
Rochester	Second quarter	1	Letter grade
South Carolina*	First semester	3	Letter grade
Rhode Island	First year	1	Letter grade
Wake Forest	Second Year	3	Letter grade

* Recommended Course

South Carolina, Idaho State, and Rhode Island make use of peer educators to present material and lead discussions for the first-year seminar classes; the other campuses rely on one or more grant staff to lead the class. At all of the campuses, violence against women is the subject for at least one full class session (typically 50 minutes) and in most cases is comprised of a lecture and in-class discussion, although other delivery techniques are also used. For example, at Idaho State the seminars are facilitated discussions. The most popular presentation is one in which the students write out questions about relationship violence, sexual assault, laws regarding consent, etc., and submit them anonymously to the seminar presenters who read them out and discuss them with the group. Rochester Institute of Technology project staff integrated violence against women topics into the school's First Year Enrichment course and coordinated content and follow-up with other violence against women educational programming.

The topics covered in these classes are very similar to the orientation programs; the major difference is the smaller setting. At all of the campuses, the class size was less than 25 students for each section. Unlike an orientation session with hundreds of other students in their first day

or two on campus, this environment allowed more students to ask questions and participate in the discussion.

Snapshot: Rochester Institute of Technology's FYE Program

The First Year Enrichment (FYE) course is a requirement for graduation at Rochester Institute of Technology, and the course must be completed within a student's first two quarters. The course is currently in its fourth year and is aimed primarily at helping students make healthy decisions. It meets weekly for 20 weeks, and each session is 50 minutes in duration. Issues addressed in the highly interactive curriculum include relationships, diversity, and violence.

The Campus Program grant made possible the integration of violence against women issues into the course, which now follows up on related topics and issues introduced in the new student orientation program. Project staff worked closely with the Orientation and FYE Office to ensure coordination between the orientation curriculum, FYE course, and other violence against women educational programs available on campus.

Peer Educators

Although creation or enhancement of peer education programs was not required for grant funding, VAWO promoted their use as valuable tools for providing information and outreach to students. Campus Program funding supported these programs at 29 of the sites: 19 schools expanded their existing programs; 10 created new programs. The one Tribal grantee and three HBCU (Historically Black Colleges and Universities) grantees were among the 10 sites that developed new peer education programs. Four schools continued to operate existing peer education programs that addressed violence against women but did not expand or enhance those programs under their grants. Exhibit 5-5 breaks down the number of peer education programs by their involvement on the grant and funding cycle.

Exhibit 5- 5: Peer Education Programs

	<u>FY1999</u>	<u>FY2000</u>	<u>Total</u>
New under grant	5	5	10
Expanded under grant	11	8	19
Existing programs not supported by grant funding	1	3	4
No program	2	3	5

Generally, peer advocates provide support to victimized students, while peer educators focus on prevention education programming (peer advocates at URI provide both advocacy and education). Peer educators make presentations to various groups in classrooms and at orientation on sexual assault, relationship violence, stalking, university policies, how to report incidents, resources available to students, and other related subjects. Often, games or interactive discussions are involved to make the most of the informal connection between peer educators and other students. A number of groups, including those at Rutgers and University of California-Davis perform semi-improvisational skits involving scenarios of sexual and relationship violence. At Rutgers, the audience then has the opportunity to ask questions of the actors while they are still in character.

Peer educators in these programs were required to undergo some form of training. The most common approach was for project staff and/or staff from the non-profit partner organization to conduct the training. One example is the peer educator training provided by Hand in Hand at Vanderbilt. Hand in Hand offered 13 hours of violence against women training before the grant project; under the grant, an additional 3 hours of training on stalking were developed.

At some sites, training for peer educators was even more extensive. For example, the University of Massachusetts requires 70 hours of training. Six grantees required participants to take a class for credit; the class covers a broad range of issues including sexual assault, relationship violence, stalking, healthy communication, alcohol, rape-facilitating drugs, assisting victims, public speaking, and discussion facilitation. Classes were usually run by the project director or coordinator and included a range of speakers such as staff from the community partner, health and counseling centers on campus, law enforcement, and courts. An example is the Cal Poly class, which is required for those interested in joining the peer education program.

Snapshot: Cal Poly's "Peer Education on Real Subjects"

At Cal Poly, students interested in becoming peer educators in Students TALK (Teaching, Awareness, Learning, and Knowledge) must take "Peer Education on Real Subjects" for two units. Taught jointly by Campus Program leaders, staff from The CENTER (a campus resource center for men and women), and University Housing Services, the class strives to enable students to learn the knowledge and skills needed to develop and present peer-led programs on social issues, especially violence against women.

The course teaches students about sexual assault, domestic violence, and stalking through a variety of instructional methods, including guest speakers, small and large group discussion, student oral presentations, individual and group projects, keeping journals, writing reaction papers, readings, and attending community events.

The majority of peer education programs make presentations to all types of campus groups, but a small number were based in fraternities or sororities or in athletics. As discussed in Chapter 6, recruiting males as peer educators was a common challenge for all types of peer education programs, and most of the fraternity-based and athletics-based peer programs experienced this difficulty. Rutgers was able to use grant funding to continue their athletic peer theater program, SCREAM (Students Challenging Realities and Educating Against Myths).

Some schools' peer education programs required prospective peer educators to successfully complete a multi-step screening process. For example, the UC-Davis Campus Violence Prevention Program (CVPP) required prospective members to attend an orientation/recruitment program, complete an application, and schedule an interview. The application asks about how violence has affected their lives, previous experience relating to peer counseling, knowledge of violence against women issues, public speaking experience, and other time commitments. It also makes clear that CVPP staff expect a minimum time commitment of six hours per week for three quarters to ensure participation in staff meetings, training, program activities, and a mandatory fall weekend retreat. Interested students must also provide two character references, who are called prior to the interview. At least one peer education program (University of Rhode Island) conducts criminal background checks on applicants.

For the most part, peer educators work on a volunteer basis. As noted earlier, students at six campuses receive credit for completing a required peer educator training class, and some programs give credit for each semester or quarter the student is a peer educator. A few others provide stipends to cover time spent delivering presentations or pay a student leader. Some peer educators at U-Conn provide additional administrative assistance for the program to fulfill their work-study obligations; the presentations are not part of the work-study time.

Snapshot: Edgewood College Peer Education Program

Design of the project at Edgewood College began at a time when college officials were generally exploring the use of peer educators as a means of reaching students. Previous experience with student leaders indicated that students respond positively to small group, peer-facilitated programs. When the community partner brought this funding opportunity to the attention of the campus, the project supervisors saw the chance to develop student leaders who could affect a change in the campus culture by helping students think about gender socialization, violence prevention, and healthy relationships. A campus-wide recruitment program was launched to find peer educators (who are provided a stipend by the grant). By the beginning of the second year there were 12 students involved – 7 new and 5 returning – exceeding the goal of 10. All peer educators participate in 20 hours of classroom training on violence against women led by the project coordinator and the community partners. A subsequent 12-hour retreat focuses on presentation skills.

The peer educators at Edgewood are perceived by project staff as an incredible force for the dissemination of information to the student body. As the peer educators became increasingly effective in working with faculty at “classroom infusion,” the peer educator program was invited into classrooms. The peer educators are well-known on campus, and students compete for open spaces on the team each year. On the whole, Edgewood has designed a project that has enlivened the small campus, and the peer educators are at the very center of this effort.

Faculty and Staff Education

Grantees viewed faculty and staff education as an important part of responding to violence against women on campus. Often, victims disclose incidents to a professor or other university staff member whom they trust. Therefore, many grantees (27) specifically targeted faculty and staff for violence against women education programs. Most of this training was delivered by project staff, but at a few universities, community partners participated. The length of the presentations averaged about 1 hour.

Faculty and staff training typically provided overviews of types of violence against women, campus policies, and resources. Presentations at a few schools included such topics as workplace violence, alcohol and assault, and date rape drugs.

Unfortunately, at some campuses it was difficult to get faculty and staff to participate in educational activities because they were not mandated to attend. The tenure system combined with the flat organizational structure discussed in Chapter 3 make such mandatory events for current faculty and staff challenging. At the time site visits were conducted, at least five campuses were having little success reaching this population. However, five other campuses addressed this problem by making presentations at new faculty/employee orientation, which is mandatory. Bowling Green, Vanderbilt, and Minnesota have established relationships with the campus office responsible for employee orientation (also see Snapshot, "Vanderbilt Faculty and Staff Education"). Bowling Green trained employees at the Human Resources Department to present violence against women information to employees, which ensures that this information will continue to be provided to campus employees even if grant funds are no longer available. Vanderbilt, Rochester Institute, and Minnesota created flyers and/or sent brochures to faculty and staff by mail.

Snapshot: Vanderbilt Faculty and Staff Education

Prior to receiving grant funding, Vanderbilt University had fewer resources on violence against women education for faculty and staff than it did for students. With grant funding, Vanderbilt University hired a part-time Employee Assistance Program Coordinator (EAP Coordinator) who was dedicated to providing education and counseling for faculty and staff. The EAP Coordinator split her time between the office located in the Women's Center on campus and her EAP office on the Medical Center campus so faculty and staff from both campuses would have access to services. The EAP Coordinator advertised the counseling and referral services through campus newsletters and disseminated pamphlets at information fairs (approximately 3,000 staff and faculty attended).

The EAP Coordinator was also responsible for educating Student Health Center physicians, Nurse Practitioners, Medical Center ER staff and other university staff/faculty. The EAP Coordinator developed training materials that focused on the dynamics of domestic violence, national victimization rates, same sex partner abuse, and women's response to their partner's behavior. Together with the Director of the Women's Center, the EAP Coordinator met with the deans of four undergraduate and five graduate schools to publicize the grant project and to offer violence against women programming to faculty and staff. Specialized materials were also developed to train campus ministries staff and students. Developed in coordination with the Divinity School, the curriculum stressed the importance of church support for violence against women education and services. In addition, the EAP Coordinator used special materials and resource guides to train emergency room residents, nurses, physicians, and Student Health Services staff on appropriate responses to students seeking medical attention for sexual assault or domestic violence.

Grantees also targeted training for different types of staff positions. Twelve campuses devoted special attention to training residence life staff, and at five campuses this training was mandatory. At U-Conn, violence against women issues were part of the existing training that Resident Assistants (RAs) received. As part of the grant, U-Conn offered a special course to RAs that included six hours of intensive training on violence against women. Training staff at health services and counseling centers was also important to grantees. Northern Illinois trained health services staff on the clinical symptoms of violence, and Penn State offered a lecture on domestic violence for nursing students. UT-Austin trained the counseling center, telephone counseling, university health services, the dean of students, the international student office, and the resident and orientation advisers in trainings of 2 to 4 hours.

Snapshot: "Behind Closed Doors" Training for Resident Assistants

A number of campuses, including Wake Forest, Marquette, and UT-Austin, bring violence against women training to resident assistants (RAs) through an activity known as "Behind Closed Doors." The program is an exercise that is meant to expose new and returning RAs to the types of situations they may face. Staff and students act out common scenarios, such as alcohol busts, noise violations, crisis situations, or parent confrontations, and the RA in training has to handle the incident. These role plays are then followed up with critiques and discussions of what worked, what did not, and what tools RAs can use if they find themselves in such a situation. The Campus Program grant provided these and other schools the staff needed to include violence against women issues in "Behind Closed Doors" scenarios, as well as in the broader RA training programs.

Underserved Populations

Twenty-seven sites addressed the VAWO special interest category encouraging grantees to establish or strengthen violence against women programs to reach traditionally underserved populations on campus or non-traditional students (e.g., older students, commuters). Exhibit 5-6 shows the types of populations that were targeted by grantees. Four grantees conducted needs assessments or held focus groups to find out the best way to reach these underserved groups. As discussed in Chapter 6, it was a challenge for many institutions to reach these students.

Exhibit 5-6: Underserved Populations Targeted by Grantees

Grantee	Minority Groups	International Students	Gay/Lesbian/ Bi-sexual/ Transgendered	Students with Disabilities	Non-Traditional Students
Alabama	√	√			
Arizona	√	√		√	
Bowling Green	√		√		√
Cal Poly	√				
Cal U-PA	√				
Connecticut	√		√		
Idaho State		√		√	√
Jamestown	√				
Louisville		√			
Maine	√	√			√
Maryland, B C	√		√		√
Massachusetts		√	√	√	
Michigan State	√				
Minnesota				√	
Northern Illinois	√	√	√	√	
Northern Iowa					
Penn State	√	√	√	√	
Puerto Rico			√		
Rochester	√	√		√	
Rutgers		√			
South Carolina			√		
Tufts	√		√		
Tulane	√	√			√
UT-Austin	√	√	√	√	
Vanderbilt	√	√	√		
Vermont	√				
Western	√	√	√	√	

Snapshot: Tufts Programs for Underserved Populations

The Tufts University Project involves the development of four different curriculums about dating and dating violence aimed at different underserved populations in the Tufts campus community. Four teams have been assembled under the grant to develop these programs:

- Lesbian, Bi-sexual, Transgender (LBT) Team
- Latino Team
- African American Team
- Asian/Asian American Team.

While each of the teams are organized in a similar fashion and are pursuing the same set of overall project goals and objectives, they are not carbon copies of each other.

As an example of one team's work, the Asian/Asian American team began the design of their project by conducting a series of video interviews. Team members interviewed Asian students on campus about issues such as gender roles, relationships, violence, and racism. Originally a tool to assess student and faculty needs, the 15-minute video clips evolved into a project of their own. The team decided to edit the clips and use them as a catalyst for discussion at their workshops.

Throughout the process, the Asian/Asian American team addressed issues of Asian diversity, especially in terms of major cultural and religious differences. The team also struggled with issues related to citizenship, generation gaps, and assimilation. The end result was the creation of a series of four workshops, addressing themes such as:

- An overview of Asian Identity – why are we bringing ourselves together as Asians; setting a context in which to discuss problems of violence
- Stereotypes of Asian women – e.g., China dolls and dragon ladies
- Survival skills for women on campus – including a discussion of the socialization of women to use more indirect styles of communication
- The Asian LGBT community at Tufts
- Intergenerational issues – the move from home life to campus, and the transition of traditional values of dating and relationships to the campus dating environment
- Negotiating relationship boundaries.

Of the grantees focusing efforts on underserved populations, the majority (18) targeted minority students, 13 targeted international students, 9 made special efforts to reach the

Gay/Lesbian/Bi-sexual/Transgendered (GLBT) community, 8 developed special programming for students with disabilities, and 5 targeted non-traditional students. There were several ways in which grantees tried to reach these populations. Some tried to make connections through cultural centers on campus or with fraternities and sororities. One of the most popular ways was through brochures, pamphlets, and other reading material. Bowling Green and Penn State developed brochures for women of color and the GLBT community. Howard's non-profit partner, National Women's Alliance, created a cultural competency manual for providing services to women of color. Rutgers, Louisville, Idaho State, and UT-Texas developed culturally sensitive materials for international students.

Grantees also developed workshops specifically for underserved groups. The University of Massachusetts created workshops on violence against women for international students, GLBT students, and students with disabilities. South Carolina also sponsored a workshop for international students, and Louisville sponsored an International Violence Against Women Day. Grantees often provided this information during orientation sessions for international students.

Snapshot: Rochester Institute of Technology and National Technical Institute for the Deaf

Because the Rochester Institute for Technology (RIT) campus is also home to the National Technical Institute for the Deaf (NTID), deaf or hard-of-hearing students make up 9 percent of the total student population. The grant project team at RIT undertook a number of different efforts to increase programming and outreach aimed at the NTID community. The NTID Student Life Team is an on-campus partner in the project, and one of the community partners is Advocacy Services for Abused Deaf Victims (ASADV).

To help outreach to NTID students, the grant provided for a graduate assistant to act as a liaison between the Women's Center and the NTID Student Life Team. This has allowed the tailoring of program efforts for NTID students. Additional research and testing was done to ensure the successful extension of the institute-wide social norms campaign to the NTID community. Educational workshops specifically targeting NTID students were also developed, such as inviting a guest speaker to talk about relationship violence in the deaf community. Efforts were also made to make general programs more accessible to NTID students. For example, a presentation of "The Vagina Monologues" was performed simultaneously in speech and American Sign Language (ASL) by a cast of 30 students. Additionally, project staff have learned ASL so that they can better communicate with both students and staff at NTID. Even the project's evaluation is designed to help the project better serve the NTID population. For the institute-wide surveys the evaluation oversampled NTID courses to ensure sufficient coverage of NTID students.

Students with disabilities often stay within a small circle of friends who may also have disabilities. At the eight sites with objectives for special outreach to these students, project staff assigned liaisons to the campus office that oversees programs for students with disabilities. Through these partnerships, several grantees had success with reaching this population. Idaho State, Minnesota, and Penn State developed literature on violence against women for students with disabilities.

Non-traditional students are generally students over the age of 25 or students who previously have attended college and are returning after a few years break. These students typically live off campus and may be disconnected from “campus life.” For example, they may have spouses, children, or full-time jobs; and they may not be interested in or have time to participate in social and other events that geared to younger students. Therefore, arranging education programs outside of classes for these students can be difficult.

Five campuses developed special programming or outreach efforts geared to non-traditional students. When possible, project staff typically delivered training to the underserved populations on campus, including non-traditional students. Topics covered during these education programs include sexual assault, relationship violence, stalking, how to report, and cultural differences and barriers to reporting.

Men’s Groups

Obtaining male involvement in programs targeting violence against women on campus was one of the more challenging undertakings of the Campus Program initiative. Of the 38 grantees, 10 worked to create a men’s peer education or mentoring group to address violence against women in the campus community. Of these, five were recipients of Fiscal Year 1999 funding and five received funding during the Fiscal Year 2000 grant cycle. Although another nine already had men’s groups prior to receiving the Campus Program grant, the groups at these schools were not directly involved in or expanded by the grant project. Only one school, Bowling Green State, had a pre-existing group that was used directly to promote grant activities; the project’s community educator, who conducts workshops for fraternities, residence halls, and classes, also helps train the Men Educating Men for the Prevention of Sexual Assault (MEMPSA) peer education group. Almost half of the remaining grantees did not have any

men's group focusing on issues of sexual and relationship violence or stalking. Exhibit 5-7 lists the grantees that worked on creating a men's group during their initial funding cycle.

Exhibit 5-7: Grantees Implementing a Men's Group

<u>Grantee</u>	<u>Grant Year</u>	<u>Program</u>
Cal Poly	2000	Men Against Violence Against Women (MAVAW)
Louisville	1999	Men Against Violence Against Women (MAVAW)
Maine	2000	Men Can Stop Rape (MCSR) assisted in implementing two groups: <ul style="list-style-type: none"> • U Maine Men's Education Network (U Maine Men) is campus-wide • Brothers Engaged Against Rape (BEAR) is based in the Sigma Phi Epsilon fraternity
Northern Iowa	2000	Students Against A Violent Environment (SAVE) Mentors
Puerto Rico	1999	Men's discussion and peer education group
UT-Austin	2000	Men's discussion and peer education group
Connecticut	1999	Men Against Violence Against Women (MAVAW)
Maryland, B C	2000	Men Against Violence (MAV)
Vanderbilt	1999	Men Promoting a Solution (MPAS)
Western Washington	1999	Western Men Against Violence (WMAV)

At least five sites based their groups on models formulated by advocacy organizations or a nationally recognized expert in the field of gender violence. Cal Poly and Louisville looked to the Men Against Violence Against Women (MAVAW) program; Connecticut based its program on resources from several different programs, including MVP and MCSR; Northern Iowa students were trained in the Mentor Violence Prevention program developed by Jackson Katz and Northeastern University; and Maine hired Men Can Stop Rape (MCSR), a non-profit organization based in Washington, D.C., as consultants to assist the Safe Campus Project.

As discussed in Chapter 6, a number of grantees were not able to implement their men's programs. Recruitment of male students to serve as peer educators proved to be the most common challenge. The men's groups that were successfully implemented generally involved 6 to 12 members. However, the University of Maine Sigma Phi Epsilon-based Brothers Engaged Against Rape (BEAR) recruited 20 members. Although this was a start-up program, fraternity

members at Maine were already involved with the issue of violence against women as participants on the university Rape and Sexual Assault Awareness Committee.

Some schools targeted groups such as fraternities and athletic teams to recruit male students. Demonstrating high-level support for the initiative, the Dean of Students at Vanderbilt accompanied the project's Outreach/Services Coordinator to fraternity meetings to try to recruit members. Most of the nine schools' programs are volunteer programs; participants in the program offered at Maryland-Baltimore County, however, earn class credit.

The men's groups are all peer education-focused and generally include making presentations to groups on campus such as fraternities, residence halls, and classes. The national models focus on men's violence as a learned behavior. Men Can Stop Rape, for example, works to persuade men to choose a definition of manhood that does not privilege domination over others. MVP Strategies, the basis for Northern Iowa's SAVE Mentors program, is based on the idea that men who are held in high esteem by other men can exert a powerful influence on the attitudes and actions of other males, particularly with regard to the treatment of women.

Of the projects sponsoring creation of a men's group, Western Washington proved to be an exemplary program. A Men's Violence Prevention Coordinator was hired to develop Western Men Against Violence (WMAV) and other programming.

Snapshot: Western Washington's Focus on Men's Participation

Western Washington used Campus grant funding to create a new position to focus on prevention and education programs for men. The Men's Violence Prevention Coordinator reviewed existing programs for men, held men's retreats both to educate male students and to motivate them to become activists in ending violence against women, developed promotional materials to recruit male volunteers, and collaborated with project staff on training and outreach activities.

The coordinator led the development of Western Men Against Violence (WMAV), a male leadership group whose members mentor younger men in an effort to break the cycle of violence against women. Interviews with members of WMAV showed that the group's development ameliorated frustrations of knowing about violence against women but not having any program through which it could be addressed systematically.

Other Educational Programs

In addition to the educational programs discussed above, grantees sponsored self-defense classes and campus-wide awareness events. Twelve institutions implemented or expanded Rape Aggression Defense (RAD) or some other self-defense program. These courses teach women safety tips and basic techniques to defend themselves in the event that they are attacked. RAD is usually offered once or twice a year. However, some grantees sent university staff, typically campus police, to be trained in teaching RAD in order to offer the class more frequently. Idaho State trained four new RAD instructors and purchased new RAD equipment. With more staff, courses are now held three times during each semester instead of two. University of Texas-Austin has trained over 300 students since the beginning of their grant.

Snapshot: University of Texas at Austin RAD Program

An important piece of the coordinated education and outreach efforts at the University of Texas at Austin (UT) was the implementation of a Rape Aggression Defense (RAD) program on campus. All project staff attended a RAD class the summer before it was brought to campus. Subsequently, staff met with the UT Police Department (UTPD) lead trainer, who had attended national RAD training programs. Staff worked with the UTPD to tailor the program, going beyond the basic national model. The program has been expanded from 9 to 16 hours, with 4 classes of 4 hours each. An optional fifth class for advanced training gives students the opportunity to practice what they have learned in a series of real-life scenarios (such as at the ATM, in the parking lot, etc.).

Over 300 people have completed the 16-hour program in the last 2 years. The program is well advertised on the UTPD website (which also allows for easy, on-line registration) and in *The Daily Texan*, the student newspaper. The RAD program has also been covered on the student television station and on local news programs.

The RAD program became the first component of the Campus project to be institutionalized. UTPD has absorbed the entire cost of RAD into their operating budget, and other campus offices have lent their support as well. *The Daily Texan* donates ad space twice each semester for the program and Recreational Sports Facilities donates the gym space necessary for the class. The plan for the future is to be able to offer RAD as a for-credit course.

Nearly all grantees sponsored campus-wide awareness events. Many of these events were nationally based violence prevention campaigns that are organized by campuses around the country. Some of the more popular events were

- Domestic Violence Awareness Month – Several events are scheduled during the month of October to raise awareness of domestic violence.
- Sexual Assault Awareness Month - Several events are scheduled during the month of April to raise awareness of sexual assault.
- Take Back the Night –This is an annual march and rally in which people unite in protesting violence toward women.
- The Clothesline Project – T-shirts are decorated as testimonies of victimization and are joined on a continuous clothesline. The clothesline signifies that violence is as common for millions of women as T-shirts are in their drawers.
- Hands Are Not for Hurting – Members of the campus community take a pledge that “I will not use my hands or my words for hurting myself or others” and cut out purple outlines of their hands to hang up as a symbol of their pledge.

A few grantees created and organized their own awareness events. These events not only raised awareness of violence against women, but, in some instances, also introduced the grant project to the campus community.

Snapshot: California University of Pennsylvania’s PEACE Week

Campus project staff at California University (Pennsylvania) organized PEACE Week to raise awareness about the project and violence against women. During this week, over 1,000 students attended a general education session offered in the student union. Project staff organized a variety of events that involved such activities as role-playing, watching films and videos, and holding group discussions to educate the campus community about violence against women. Peer educators gave presentations in classrooms and to other student groups. T-shirts and other items were distributed to everyone who participated.

Victim Advocacy Services

Thirty campuses addressed the VAWO special interest category that encouraged grantees to establish or strengthen comprehensive campus-based advocacy services to victims of sexual assault, domestic violence, and stalking on campus. Services eligible for funding included relationship violence and sexual assault counseling, court and hospital accompaniment, shelter services, hotlines, language interpreters, and others.

Two factors influenced the approach to providing campus-based advocacy services. The first factor was the size of the campus. Larger institutions tended to create response teams to

better organize their responses, while smaller campuses hired advocates. However, student or peer advocates were used by campuses of all sizes. During interviews, many campus representatives said they viewed student advocates as an effective way to encourage students to report victimization and to raise awareness about violence against women.

Second, campuses are often isolated from the larger community. Several grantee campuses were located in rural communities where the closest service providers (e.g., hospitals) are as far as 30 miles away. Students may lack transportation to services or may not be aware that services are available. Even students at urban schools, especially largely residential campuses, are often unfamiliar with nearby community services for victims of crime. For these reasons, campus-based advocacy is important to effectively respond to violence against women on campus.

Twenty-five campuses hired staff to either provide advocacy services to victims and/or to provide referrals for those services. Eight campuses hired a coordinator to organize the campus response to victims as well as provide services, 13 hired professional victim advocates to work on campus, 14 created formal response teams, and 15 used student advocates. Exhibit 5-8 shows the number of staff hired to provide victim advocacy services on campus. The categories in the exhibit are not mutually exclusive. For example, a coordinator typically supervised student advocates and some campuses had both a coordinator and a victim advocate.

Exhibit 5-8: Types of Staff Providing Advocacy Services on Campus

<u>Staff Providing Services</u>	<u>Number of Grantees</u>
Student Advocates	15
Response Teams	14
Victim Advocates or Counselors	13
Sexual Assault or Victim Services Coordinator	8

Advocates, including student advocates, were trained upon being hired. All advocates received at least 40 hours of training either from the non-profit partner or from a state training agency. Student advocates typically received their training through a peer advocacy course taught by the project coordinator. Topics covered in the advocacy courses include sexual assault, relationship violence, stalking, barriers to reporting, how to help a survivor, and available resources. While professional advocates were financially compensated, student advocates were

not always paid for their services. At some sites, students received three or four credit hours for taking the course and serving as a student advocate.

The services that were provided by victim advocacy staff were available to faculty and staff as well as students. In some cases, services were even made available to the surrounding community. Since all of the institutions had their own counseling centers prior to the grant, students already had access to some level of counseling on relationship violence or sexual assault. However, the Campus Program grants supported staff who were either dedicated to providing or specially trained to provide this type of counseling. Exhibit 5-9 shows the types of advocacy services provided under the Campus Program grants.

Exhibit 5-9: Victim Advocacy Services Provided Under Campus Program Grants

<u>Service Provided</u>	<u>Number of Grantees Providing Service</u>	<u>Number Providing Service On Campus</u>
Court Accompaniment	29	27
Hospital Accompaniment	29	28
Relationship Violence Counseling	26	24
Sexual Assault Counseling	25	23
Shelter Services	14	1
Legal Services	13	8
Hotline	13	9
Language Interpreters	8	5
SANE Nurse	4	4

At 29 campuses, advocates provided court and hospital accompaniment at the victim's request. There were 26 sites providing relationship violence counseling 25 sites providing sexual assault counseling. One of these sites, the University of Puerto Rico, provides an excellent example of a partnership with a community based organization to increase outreach to lesbians and other female sexual minorities. The university's partner for counseling services is *Taller Lesbico Creativo*, a community-based organization that serves lesbian, bisexual, and transgender victims of domestic violence. This organization has developed an outreach campaign tailored to the needs of this population.

Fourteen campuses used grant funds to assist in providing shelter services. Michigan State is the only grantee that provides a university-owned shelter facility in addition to educational and other programming related to domestic violence (see "Snapshot: Michigan State

University Safe Place"). South Carolina has a dorm-room shelter equipped with several motion sensor alarms. Other grantees have access to vacant dormitory rooms that can be used when a victim needs to be temporarily relocated. Hotlines specifically for calls related to violence against women were set up by 13 campuses and were usually available 24 hours. Student advocates often provided coverage for the hotlines. In some cases where this was not possible, an agreement was worked out with community service providers to have the hotline calls forwarded to their location. Other grantees used a pager system to provide coverage after hours. Students received training on how to respond to hotline calls from the non-profit partner or grant project staff.

Snapshot: Michigan State University Safe Place

MSU Safe Place (MSUSP) was started in 1994 to provide shelter, support, and advocacy services to victims of relationship violence. With four full-time staff and a team of interns and volunteers, it is the only domestic violence shelter and educational program on a college campus in the United States. All services are confidential and free of charge to members of the MSU community. The effort to create a program at MSU to address relationship violence was led by the wife of the university President, with the assistance of a number of university departments and units as well as the local shelter in Lansing. In addition to service provision, MUSUP is also active in community education, regularly presenting on the dynamics of abuse and available resources to classrooms, in residence halls, and to a wide variety of campus groups.

Hotlines were not only available for crisis intervention but for members of the campus community who just wanted to discuss something of concern to them. Instead of a hotline, LeMoyne-Owen created "LOC Talk" as a way to encourage dialogue about violence against women. An email address was established so that students, faculty, or staff could contact a licensed therapist with questions regarding sexual assault, dating, relationship violence, or stalking.

Four universities trained a nurse to collect evidence in sexual assault cases. Not many grantees focused on this service because many (15 grantees) already had access to a SANE nurse either on campus (7) or at a hospital nearby (8) or both. The University of Connecticut tried to provide this service on a 24-hour basis, but was unsuccessful because of union resistance based on negotiations regarding on-call and compensatory time. Instead, they provided training for all

nurses at University Health Services and for those at community hospitals. This increased the likelihood that a SANE nurse would be available if a student needed an exam after hours.

Although legal services for victims were provided by 13 grantees as part of their grant projects, the University of Minnesota focused solely on providing legal advocacy. These services included assistance with protection orders, filing criminal charges with local authorities, and court advocacy.

Snapshot: Legal Advocacy Services, University of Minnesota

One of the primary goals of the University of Minnesota project was the development of legal advocacy services on campus. In January 2000, the Aurora Center launched its new legal advocacy services. As the academic year came to a close, a newly hired legal advocate, along with the Center's volunteer coordinator, attended the Minnesota Center for Crime Victims annual advocacy conference, and Center staff created a new brochure that outlined the new legal advocacy services now being offered by the Center.

As the 2000-2001 academic year began, project staff attended training sponsored by the Women's Legal Advocacy Project on new laws. The Center also developed a *Legal Advocacy Training Manual*, to assist in the training of volunteers. Volunteers learn the process of providing court advocacy to clients, as well as how to write and file an order of protection. As the Minnesota campus spans not just two cities, but two counties, this training covers writing and filing for both counties. Each of the volunteer advocates are contracted to be available at the Center for walk-in clients 3 hours each week. They can then follow through with an individual client from week to week as their personal schedule allows. In both county courts, the hearing for a restraining order is always held 7 days after filing, so with the volunteers working the same three hours each week they are available to go to the hearing with the client they originally assisted.

Between May 2000 and May 2002, the legal advocacy project at the Aurora Center wrote 32 restraining orders. Of these, 19 were Harassment Orders, and 13 were Orders for Protection. For the latter to be written, the two parties must be blood relations, married, have children in common, live together, or be in a romantic relationship. If the parties are not related, are not living together, and are not in a romantic relationship, then a Harassment Order is applicable. At the time of the site visit, 28 of the restraining orders had been granted and 2 were in progress and awaiting an evidentiary hearing.

Statistics on the number of client contacts were obtained from 15 of the 30 institutions that provided victim advocacy services as part of their grant projects. For those projects, the annual number of client contacts reported ranged from about 20 to 190. Many institutions had

little or no victim services on campus previously; therefore, data from multiple years was not available to show an increase in the number of clients served. Grantees also started recording statistics at different points in time.

Coordinated Community Response

The concept of providing a coordinated community response (CCR) has been a VAWO requirement for many of its grant programs. For this initiative, VAWO defines CCR as a multidisciplinary response that involves the entire campus and the community in which the campus is located. Campus Program grantee institutions were required to partner with at least one non-profit, non-governmental victim services organization. The VAWO application kit provided suggestions for which campus departments and community agencies would be desirable to include in a CCR. However, VAWO did not prescribe the extent to which these agencies should work together or specific roles for the non-profit partners.

Because each institution had different needs and resources, the concept of CCR varied across sites. Community organizations were involved in violence against women education on campus, provided advocacy services, consulted on curriculum development and program activities, and served on campus task forces. Seventeen grantees had more than one non-profit partner, typically a rape crisis center and a domestic violence organization. Local law enforcement agencies were partners in ten grant projects and the courts were involved in four projects. Exhibit 5-10 shows a list of key community partners for each grantee.

Exhibit 5-10: Key Community Partners

Grantee	Non-Profit Organizations	Other Local Agencies
Bowling Green State	Behavioral Connections of Wood County	
Cal Poly	Project Sister Women in Need of Growing Strong	LA County District Attorney's Office
Cal U-PA	CARE Rape Crisis Center	California Borough Police
Edgewood	Rape Crisis Center Domestic Abuse Intervention Services	
Howard	National Women's Alliance D.C. Rape Crisis	
Idaho State	Batterer's Treatment Organization Family Services Alliance Idaho Legal Aid	Prosecutor's Office Bannock County Sheriff's Office Bannock Regional Medical Cntr.

Exhibit 5-10 Continued

Grantee	Non-Profit Organizations	Other Local Agencies
Jamestown	Three Rivers Crisis Center Safe Alternative for Abused Families Rape and Abuse Crisis Center Safe Shelter Community Violence Intervention Center	
LeMoyne- Owen	Victims to Victory	Memphis Police Department
Marquette	Sexual Assault Treatment Center	Milwaukee Police Department
Marshall	Branches Domestic Violence Shelter Contact	
Michigan State	CARE CADA Shelter	
Northern Illinois	Safe Passage Sexual Assault and Abuse Services	
Penn State	Women's Resource Center	
Prairie View	Houston Area Women's Center Focusing Families	Hempstead Police Department Office of Alcohol, Other Drugs and Violence
Rochester Institute	Alternative for Battered Women Advocacy Services for Abused and Deaf Victims Rape Crisis Service	
Rutgers	Women Aware Middlesex County Rape Crisis Intervention Center	Middlesex County Prosecutor
Sinte Gleska	White Buffalo Calf Women's Society	Rosebud Sioux Tribe Police Department
Southern	Rape Crisis Center Battered Women Shelter	East Baton Rouge School District Sheriff's Office Baton Rouge City Police Attorney's General's Office
Tufts	Boston Area Rape Crisis Center	
Tulane	YWCA	City of New Orleans
Alabama	Turning Point Domestic Violence/SA Services	Tuscaloosa County DA's Office Tuscaloosa City Police Department
Arizona	Southern Arizona Centers Against Sexual Assault Wingspan Domestic Violence Project Brewster Center Domestic Violence Services Family County Agency Tucson Centers for Women and Children	
UC-Davis	Sexual Assault and Domestic Violence Center City of Davis Police Department	

Exhibit 5-10 Continued

Grantee	Non-Profit Organizations	Other Local Agencies
Louisville	The Center for Women and Families	
Maine	Spruce Rune Association Rape Response Services Maine Coalition to End Domestic Violence	Old Town Police Department District Attorney's Office Bangor Police Department Penobscot Sheriff's Department Penquis Law Project Orono Police Department
Maryland, B C	TurnAround, Inc.	
Massachusetts	Men's Resource Center Safe Passage	
Minnesota	Sexual Violence Center	
Northern Iowa	Family Service League	Cedar Falls Police Department
Puerto Rico	Coordinadora Paz Para la Mujer Centro de Ayuda a Victimas de Violacion Taller Lesbico Creativo Casa De La Bondad	
Rhode Island	Sexual Assault Trauma and Resource Center Women's Resource Center of South County	
South Carolina	SisterCare, Inc.	
UT-Austin	SafePlace	APD Victim Services
Vermont	Women's Rape Crisis Center Women Helping Battered Women	
Vanderbilt	Ujima House, Inc. YWCA Domestic Violence Center Rape and Sexual Abuse Center	
Wake Forest	Family Services, Inc.	
Western	Whatcom Crisis Services	Bellingham Police Department

More than half of the institutions had relationships with their non-profit partners prior to the grant through service on a local task force, co-sponsoring awareness events, or personal interaction between an individual on campus and a community agency staff member. Often, the grant served to expand the community agency's role on campus. Overall, the partners seemed to know what to expect from one another and were able to fulfill their responsibilities. Only a few exceptions to this were reported where, despite previous working relationships, the college or university discontinued working with one of its original grant partners. In one case, the institution was dissatisfied with the quality of training provided; in another, the institution no

longer needed its non-profit partner to conduct training because the project coordinator was hired from that agency.

Eight grantees had no relationship with their non-profit partner prior to the grant. The grant served as a catalyst for forming partnerships. As discussed in the next chapter, several difficulties were associated with building these new relationships; and some grantees with multiple partners were challenged to maintain the focus of their projects when each partner had a strong organizational commitment to meeting a particular need (e.g., sexual assault, domestic violence).

Approaches to Creating a CCR

As shown in Exhibit 5-11, grantees took three main approaches to providing a coordinated community response: sharing staff positions with a community agency (7 projects); implementing multi-disciplinary response teams (19 projects); and creating campus task forces (24 projects). Twelve campuses implemented more than one of these approaches. In addition, four institutions entered into a memorandum of understanding (MOU) with their non-profit partner, with the community agency agreeing to assist with educational activities or to help train grant project staff.

Exhibit 5-11: Approaches to Creating a CCR

<u>Approach</u>	<u>FY 1999</u>	<u>FY 2000</u>	<u>Total</u>
Shared Staff	4	3	7
Response Team	13	6	19
Campus Task Force	8	16	24

Typically, the partnerships included various campus departments as well as community agencies. As noted in the sections that follow, the level of interaction between community organizations and campuses was largely dependent upon the campus size and location.

Shared Staff

Seven institutions shared staff with a non-profit partner. A variety of positions were filled in this way, including prevention educators, advocates, project coordinators, administrative support staff, and others. This approach was taken either to better coordinate components of a project, to enable qualified personnel already working part-time at the partnering agency to take

on additional responsibilities under the grant, or to ensure a consistent response to incidents of violence on campus. The specifics of the shared staffing arrangements varied, as did the percent of time various staff devoted to grant project activities (ranging from 25 percent to 100 percent) and the percent of time spent working on campus. The "Snapshot" that follows explains how the University of Arizona project director successfully managed subcontracts for staff with four community agencies. Challenges associated with supervision and monitoring are discussed in the next chapter.

Snapshot: Project Staffing at University of Arizona

Prior to the grant, the University of Arizona's Oasis Center was operated by two university-funded staff members who delivered sexual assault prevention programs, advocacy, and referral services to students, faculty, and staff. With grant funding, the Oasis Center staff wanted to expand its prevention education and advocacy services and provide training. To meet these objectives, the Oasis Center subcontracted with an individual from each of four non-profit partners to serve 10 to 30 hours per week as a prevention educator.

Because the prevention educators worked for both the grant project and their respective community organizations, the grant project director coordinated with the supervisors at each non-profit partner to ensure there were no scheduling conflicts. To assist and manage the transition to new duties as prevention educators, the project director held weekly meetings and regular evaluations with each staff member. The meetings and evaluations provided staff with regular feedback about their performance and a forum for expressing ideas or concerns. In turn, these staff continued to attend meetings at their respective non-profit agencies so they could keep abreast of the organization's activities and report their progress on campus.

Campus Response Teams

A response team is a specialized coordinated response to a particular type of crime that involves all the parties that are likely to provide services to victims. These teams are loosely constructed after the Sexual Assault Response Team model (SART). Of the 19 response teams created with grant support, 5 were SART teams, 1 focused on relationship violence, and the 13 others addressed all types of violence against women. Members of these teams typically included campus police, health services, counseling centers, residential life, campus-based victim advocates, and women's centers. At a few sites, faculty from the Psychology or Women's Studies Departments were part of the team. Seven teams included their non-profit partners or

other community organizations. Inclusion of community agencies usually depended on the extent of services available on campus. For example, campuses that did not have 24-hour health services were more likely to include community organizations to fill the gap.

Campuses with 15,000 or more students were more likely to create response teams because of a greater volume of requests for services and because there were multiple offices to which a student might report an incident. The team approach clarified each respondent's specific role and helped avoid duplication of services. However, one of the more rural campuses created a response team because the closest community agency providing advocacy services was 30 miles away. Challenges in forming response teams included development of procedures in line with professional ethics or department policies; clarification of boundaries with respect to confidentiality; and resolution of workload and scheduling issues. It was particularly challenging to provide on-call services after normal office hours. Another challenge was finding a convenient time to schedule training sessions that all team members could attend.

Snapshot: Community Response Team, University of Connecticut

The Community Response Team (CRT) at the University of Connecticut (U-Conn) provides assistance to survivors of sexual assault, sexual harassment, and dating or domestic violence. Assistance may include counseling, advocacy, medical care, and academic interventions as well as referrals to campus police and campus judicial systems. The CRT is made up of various on-campus departments that include the Women's Center, Counseling Center, Residential Life, Dean of Students Office, Mental Health Services, Student Health Services, and University Police. The Women's Center of Northeastern Connecticut, which is located ten miles from campus, is also a member of the team. The CRT meets on a monthly basis to ensure continued service coordination and address issues of concern.

Campus Task Forces

The campus task forces (24) that were created or expanded under the grant were used to bring various campus offices, faculty, and students together to discuss and coordinate plans for addressing the issue of violence against women. The campus departments represented typically included health services, counseling services, resident life, campus police, and others. Most grantees also invited community organizations to participate on the task force. The task forces generally assumed an advisory role for the campus projects and typically consisted of various

subcommittees. Some of the more common subcommittee activities included reviewing or creating policies, organizing media campaigns, and determining topics for training.

The project director or coordinator was responsible for scheduling and chairing the task force meeting. The frequency of meetings varied; task forces met a minimum of twice during the academic year, with most meeting on a quarterly basis.

Snapshot: Safe Campus Task Force, University of Maine

The University of Maine's Safe Campus Task Force, a collaboration of campus and community groups, is instrumental in preventing and responding to incidents of violence against women on campus. The task force reviews Safe Campus project objectives, monitors progress, facilitates communication between its members, and enhances coordination of grant activities. In addition to the Safe Campus Office, its membership includes Student Life and Programs, Student Health, Counseling, Public Safety, Judicial Affairs, Women's Resource Center, faculty, students, the non-profit partners, local law enforcement, and the District Attorney's Office.

While the task force as a whole meets twice a semester, sub-committees addressing particular issues, including victim advocacy, policy, and response protocols, meet more frequently as needed. One of the task force's most important contributions is that it brings together people in a variety of positions who would normally not have a chance to interact. Task force members have been able to get acquainted with each other, coordinate services, and exchange information what each member's office or department is doing to address violence against women on campus.

Coordinated Response Protocols

Some grantee institutions began their projects with formal protocols for handling reported incidents already in place; others developed or refined their response protocols as part of grant project implementation. Nineteen institutions used grant funds to develop response protocols; twelve of these had formal response teams and seven did not. As might be expected, protocols at smaller institutions were not as detailed because there are fewer points of contact for victims. In the protocol development process, the project director or coordinator was primarily responsible for incorporating ideas generated by a task force or subcommittee into a comprehensive draft protocol. The draft was then reviewed (e.g., by a dean as well as other members of the task force) and revised as needed. At some institutions, the protocols were distributed throughout the campus. A few campuses developed response protocols for only one or two campus

departments, such as campus police or the counseling center. Benefits derived from developing coordinated response protocols included the following.

- Enabled the projects to clearly define roles and responsibilities of campus departments, faculty, and staff. The protocols identified which individuals were mandated to report incidents of violence against women.
- Allowed for consistent handling of incidents on campus and clarified reporting options and procedures for victims. In the past, victims who reported incidents often took different paths to get the services and help they needed.
- Identified specific resources on and off campus where victims can be referred for services.
- Outlined appropriate, victim-centered responses that individuals could use if someone disclosed an incident to them.
- Established more uniform and accurate systems for reporting incidents. Usually, one individual (sometimes but not always a member of the campus police department) was designated to receive and tabulate incident reports. At the University of Maryland-Baltimore County, for example the Sexual Assault Response Coordinator collects the incident report forms and forwards the information to campus police for their annual security report.

Snapshot: Response Protocol, University of Maryland-Baltimore County

The University of Maryland-Baltimore County developed a response protocol for sexual assault and relationship violence as part of their grant activities. This uniform approach aids in obtaining a more accurate count of incidents on campus. The protocol includes definitions for sexual assault, descriptions of education programs available on violence against women, information on how to report an incident, and the identification of a contact person at university health services. The rights of the survivor, as well as legal and institutional recourses for the perpetrator, are also provided in the protocol.

Each department is required to complete a report on incidents that are reported to them. Incident reports do not necessarily include identifying information, especially if the victim does not want to “officially” report the incident. All reports are forwarded to the Sexual Assault Response Coordinator, who compiles statistics for mandated federal reporting. The protocol is distributed via the student handbook, in the schedule of classes, and at new employee orientation, and it is posted in various locations around campus.

Conduct Code Revisions

Eighteen institutions sought to implement changes to their student code of conduct. There were two main reasons why campuses chose to revise these codes. First, many of the campuses

saw a need to add specific definitions for relationship violence and stalking. This was common at campuses that had specific definitions for sexual assault but had categorized relationship violence and stalking under general sexual harassment codes. Second, there were some campuses that, prior to grant funding, had no codes/policies specific to violence against women and felt it was necessary to add them.

Process for Making Revisions

At most of these 18 institutions, a policy committee was formed that included members of the grant staff as well as a variety of administrators to review and draft policies. Some institutions included students on this committee. Some institutions brought in an outside consultant to assist them in the drafting and revision process. At almost every institution, drafts of new policies were either reviewed by or written in consultation with the institution's legal counsel. Every institution required that senior administrators and/or the faculty senate review the newly drafted codes and policies before adoption and publication in student handbooks.

Types of Revisions Made

Exhibit 5-12 highlights the existing codes, the proposed revisions and the status of those revisions at each of the 18 campuses.

Exhibit 5-12: Conduct Code Revisions

Institution	Existing Code	Proposed Revisions	Status*
Bowling Green State	Policy on Violence	Redrafted to include definitions of sexual assault and stalking as well as physical assault and threats	Approved by Faculty Senate in summer 2002
Edgewood	Sexual Harassment	Revised code to include separate definitions for harassment, stalking, dating violence, and sexual assault	Submitted for review in spring 2002
Idaho	No code or definitions related to violence against women	Researching model codes from other institutions	Research underway in spring 2002
LeMoyne Owen	Sexual Misconduct	Added a Victims' Bill of Rights	Submitted for review in fall 2002

Exhibit 5-12 Continued

Institution	Existing Code	Proposed Revisions	Status
Maine	Sexual Misconduct	Revised code to include three levels of misconduct; added code for relationship violence and stalking	Submitted for review in spring 2002
Northern Illinois	Sexual Assault	Added policy against domestic violence and stalking	Submitted for review in summer 2002
Northern Iowa	Sexual Harassment and Sexual Abuse	General review of existing code and definitions	No timeline for changes at this point
Penn State	Physical Harm, Sexual Abuse, and Stalking	Revised existing policies and definitions	In effect as of 2001-02 academic year
Puerto Rico	No code or definitions related to violence against women	Added definitions for domestic violence, sexual violence and stalking	Submitted for review in fall 2002
Prairie View	Assault, Physical Violence, and Sexual Harassment	Added policy against stalking	In effect as of 2003-04 academic year
Rochester Institute	Sexual Misconduct and Sexual Harassment	Added stalking to list of code violations	In effect as of 2002-03 academic year
Sinte Gleska	Physical Abuse and Disorderly Conduct	Added definitions for sexual assault, sexual harassment, relationship violence, and stalking	Submitted for review in spring 2002
South Carolina	Sexual Assault and Sexual Harassment	Added codes for relationship violence and stalking	Relationship Violence & Stalking Policy officially adopted May 2000
UT-Austin	Sexual Assault and general violence statement	Added policies against relationship violence, stalking, and family/domestic violence	Submitted for review in spring 2003
Vanderbilt	Sexual Misconduct and Intimidation	Added stalking to definition of Intimidation	In effect as of 2001-02 academic year
Wake Forest	Sexual Assault and Relationship Violence	Added policies against stalking and cyber-stalking	In effect as of 2002-03 academic year
Western Washington	Sexual Misconduct, Violence and Harassment	Revised sexual misconduct to add definitions for sexual assault, domestic violence and stalking	In effect as of 2002-03 academic year

* The status is based on information known at the time of the site visit. All visits were completed by the first week of October 2002.

Disciplinary Policy and Procedure Revisions

Only four institutions sought to implement procedural changes to their disciplinary systems under the Campus Program. All four endeavored to make the disciplinary process more sensitive to victims. All of the changes were in keeping with many of the current issues in the field of student conduct and discipline that were discussed in Chapter 3; the changes serve to highlight how student disciplinary procedures are not intended to mirror the criminal court system.

At two institutions, it became clear during project implementation that the disciplinary system was not fully functional under its current policies. At one campus, there had not been a meeting of the judicial board at all in the three years prior to the grant, and most cases appeared to have been handled informally by the Dean of Students. In addition, it was a priority of the program to have the judicial board trained and ready to take cases as they emerged. The institution hoped that having a fully functional and adequately trained judicial board would send a message to the campus community that the university takes violence against women seriously.

At the second campus, the Dean of Students noted that no student had ever chosen a committee hearing for a sexual assault case, preferring to have the matter adjudicated informally by the Dean. The committee that was intended to hear such cases was a large body of students, faculty, and staff, and the belief was that students avoided this committee because of privacy concerns and because the procedures were not perceived as supportive of students. By revising this system and educating the students on the revisions, the institution hoped to encourage victims to make use of the disciplinary system. New procedures included the naming of a hearing officer and an investigator for each case and providing an advocate/support person for both the alleged perpetrator and the reporting victim. In addition, proceedings were declared closed to all beyond the parties involved, their advocates, and the members of the campus response team involved in the case.

The third and fourth campuses already had comprehensive procedures in place for disciplinary hearings of violence against women cases, but the grant project provided an opportunity to further improve the sensitivity shown to victims during the disciplinary process. At the third campus, a guideline for the adjudication of sexual assault hearings was drafted. This outlines the different steps of a hearing, the rights of the victim and offender, and stresses the

importance of appropriate questioning and sensitivity. The guideline would be distributed to involved parties prior to a hearing. This campus also changed their policies in order to allow off-campus advocates to participate as advocates through judicial proceedings.

Snapshot: Wake Forest's Non-Confrontational Disciplinary System

Even prior to receiving Campus grant funding, Wake Forest had shown sensitivity toward victims throughout the hearing process by giving them the option of not being in the same room as the accused student for the duration of the hearing. By making use of the multiple rooms in the student services suite in conjunction with speakerphones, the victim and her/his advisor and advocate can sit in a different room while still hearing the proceedings and directly questioning the accused. However, a problem with this system was that the student could not *see* what was happening in the main conference room.

Grant funding has allowed Wake Forest to install a close-circuit television system in the student services offices. With a network of small cameras and televisions with picture-in-picture capabilities, it is now possible for one or both of the students to sit in private rooms with their advisors but still see both the hearing board and the other party. Installation was completed in 2002.

At the fourth campus, the policies governing the disciplinary process did not change, but there was a significant procedural change. New equipment for hearings was purchased and installed in the Dean of Students' office suite. The intent was to provide an environment in which the victim does not have to sit in the same room with the alleged perpetrator while still allowing all parties to see and hear everything that is going on during the hearing process. There are campuses that will allow for partition walls to be placed between the parties as a way of being sensitive to the victim, or that allow testimony over speakerphones; takes that principle one step further.

Local Evaluations

Applicants for Fiscal Year 1999 Campus Program grant funding were required to include an "independent evaluation component" to assess the effectiveness of the proposed program. VAWO stipulated that the evaluation must be conducted by an expert in the field of violence against women who is not involved in the project's development or implementation. Fiscal Year 2000 grantees were not required to evaluate their projects; however, all but two chose to do so.

Nearly three-fourths of the grant projects (27 schools, or 71 percent) used an internal evaluator employed by the university. Six projects worked with an external consultant such as a professional research and evaluation organization or a faculty member of another university. Two programs used outside consultants to design the evaluation and then had the project staff conduct the data collection and analysis. In addition, one program shifted evaluation responsibilities from an internal evaluator (whose schedule did not permit timely completion of the work) to an outside research firm. Internal evaluators generally were faculty members of a social science department. Exhibit 5-13 shows the breakdown of program evaluators by type and year.

Exhibit 5-13: Local Evaluators by Type and Funding Cycle

<u>Type of Evaluator</u>	<u>FY1999</u>	<u>FY2000</u>	<u>Total</u>
Internal	12	15	27 (71%)
External	5	1	6 (16%)
Combination	2	1	3 (8%)
No formal evaluation	--	2	2 (5%)

A variety of methods were employed to evaluate the progress and effects of the grant programs. Almost every program tracked such data as the number of students attending education, orientation, and training programs and reviewed data sources such as campus security reports and anonymous reporting forms, when available. One of the most popular assessment tools was a campus climate survey of the student body to obtain information about students' attitudes and experiences with violence against women in the campus community. These were frequently administered pre- and post-implementation; at least five schools used a random sample methodology. Also common were short surveys to be completed by education or training program participants to assess their knowledge of and attitudes about violence against women; these were often conducted as pre- and post-tests to provide immediate feedback on how effective elements of a presentation worked and information on features that needed to be improved. Many programs surveyed participants' satisfaction with presentations.

Because most local evaluations were still in progress at the time of the site visits for this assessment, limited information was available on the effects of grant activities; however, many

programs did analyze and use data from the local evaluation to make improvements. For example, the local evaluations provided information that was used to

- Revise education and training programs
- Improve victim services
- Increase campus safety (e.g., lighting, "blue-light" phones)
- Improve services to underserved populations
- Aid in appropriately allocating university funds

Snapshot: Project Evaluation, University of Rhode Island

An independent research consultant and a University of Rhode Island graduate student are conducting the evaluation for this Campus Program project. The evaluation answers three core questions: (1) Are the proposed interventions being implemented according to plan? (2) Are the proposed interventions having the intended short-term effects? (3) Are the changes on the campus bringing about longer-term changes in indicators of successful prevention and improved victim services? The methodology includes a process evaluation, student focus groups and a survey, and an assessment of training delivered and of advocacy services received.

Interestingly, many outstanding evaluation efforts were being conducted by schools funded in Fiscal Year 2000 for whom local evaluation was not a required project component. The preceding snapshot highlights the evaluation conducted by the University of Rhode Island, a comprehensive effort addressing the implementation process and short- and long-term outcomes and using a variety of qualitative and quantitative methods. The next chapter discusses various challenges the sites encountered with respect to local evaluations.

Campus Police Training

Training for campus police or security personnel on violence against women issues was a minimum requirement for both Fiscal Year 1999 and Fiscal Year 2000 funding. Intended to prepare these personnel to respond effectively and with sensitivity to cases of sexual assault, domestic violence, and stalking, the training was to be developed with campus and/or community-based victim advocacy programs. VAWO recommended that training be a comprehensive education, to cover such areas as applicable laws, arrest protocols, victim and

perpetrator dynamics, privacy and confidentiality concerns, enforcing orders of protection, and resources for victims.

Six grantees had non-sworn security departments; all of the other campuses had police or public safety departments with sworn officers, most of whom were required to attend the same training academy as personnel employed by municipal law enforcement agencies. As we saw in Chapter 3, this is fairly typical of campus law enforcement agencies. Each state has a legislatively established body charged with developing curriculums and basic standards for the accreditation of law enforcement training academies. These are often known as a state's Commission on Peace Officer Standards and Training (POST). Accredited academies generally include some basic information on violence against women topics, but the scope and specificity vary by state and academy. Some examples:

- Officers in California have legislatively mandated coursework on sexual assault investigation (6 hours) and domestic violence (8 hours)
- The Connecticut Police Academy requires recruits to take 6 hours of investigative training on sexual assault and rape crisis and 9 hours on procedures related to domestic violence incidents.
- The North Carolina Justice Academy training includes two courses on investigation of sexual assaults – one focused on dealing with victims, the other on identifying suspects.

Some academies do not offer training classes specifically addressing sexual assault or domestic violence, and most academies do not have training dedicated to stalking.

Most non-sworn campus security departments have certification programs or other official accreditation. Idaho State University's non-sworn public safety officers are certified by Idaho POST as crime prevention specialists and complete an Idaho State University Applied Tech Law Enforcement Reserve Officer training program. The Jamestown consortium included two campuses with sworn law enforcement personnel and four campuses with non-sworn security staff. Jamestown College uses a private security company; all staff members are state accredited Commissioned Security Officers with at least 128 hours of security-related training and 4,000 hours in the field. Although they carry firearms, Jamestown College's security personnel rely on the municipal Jamestown Police Department to make arrests.

Beyond basic recruit and in-service training provided by state accredited academies, training for the grantees' campus safety officers (sworn and non-sworn) in many cases provided

little more than updates to laws related to sexual assault and domestic violence. Only three or four grantees had already fulfilled the grant requirement for campus police training and used grant funding to expand their training programs further.

The Campus Program grants functioned both to expand the scope of training and to increase the number of public safety personnel receiving training. Approximately 15 grantees provide training to their officers on sexual assault, domestic violence, or stalking for the first time under the grant. Whereas previously, some departments had to limit training on violence against women issues to one or two officers, Campus Program funding allowed whole departments to receive training.

Most often, grant staff, non-profit partners, and local law enforcement personnel provided the training, but many departments received training from multiple sources at a variety of venues. Staff from the Washington, D.C. United States Attorney's Office spoke about sexual assault to the Howard University Police; an external consultant from the New York Intercollegiate Coalition Against Sexual Assault assisted the University of Vermont in developing a centralized response model; and Cal Poly sponsored guest speakers from the local district attorney's office and other agencies. To ensure that all officers on a shift would be present, a few schools provided training during roll call. The majority conducted training in a few sessions or during annual in-service training class. At least one school (Louisville) was developing a CD-ROM to be available after funding stopped. Approximately 12 grantees provided opportunities for officers to attend CALCASA institutes or conferences organized by the grantee or other entity. Typically, training include information on

- Basics of sexual assault, domestic violence, and stalking
- Sensitivity to victims
- Cultural diversity issues
- Interviewing and investigation techniques and evidence collection
- Rape-facilitating drugs
- Campus and community services
- Responding to incidents of violence against women.

The grantees' priority was clearly to train as many officers as possible. Almost all departments required all of their officers (or as many as feasible) to attend training as part of the

grant project. For the most part, public safety personnel appeared quite supportive of grant project goals; however ensuring officer attendance at training was a challenge for a few departments.

Judicial Board Training

VAWO made training for campus disciplinary board members the fourth minimum requirement for the Fiscal Year 2000 funding cycle. Although VAWO did not require Fiscal Year 1999 grantees to conduct this training, eight programs receiving funding that year proposed to do so. This is in keeping with trends in the field of student discipline as was discussed in Chapter 3. Disciplinary board members at six of these sites previously had received only sporadic training that addressed general procedural issues. The proposed violence against women training was usually intended to at least double the amount of total training received prior to the grant. The other two sites (Alabama and South Carolina) already had already provided substantial judicial training in the past.

Pre-grant violence against women training for judicial board members generally focused on sexual assault. Grant funding enabled the training to expand to include information on relationship or domestic violence, as well as stalking. Under the grant, 11 grantees implemented training on domestic violence procedures for the first time; 9 grantees implemented training on stalking for the first time. Nine programs implemented their initial sexual assault training under the grant. The content and scope of training varied, but topics commonly addressed included the following:

- Basic information and refutation of myths concerning sexual assault, domestic violence, and stalking
- State law
- Sensitivity to victims' needs
- Evidentiary procedures, judicial protocol and procedure, and available sanctions
- Dynamics of victim and perpetrator behavior
- Alcohol and drugs.

Grant project staff and the director or staff of the campus judicial affairs department generally sponsored and delivered the training. In more comprehensive training programs,

presenters included counseling staff, public safety personnel, sexual assault nurse examiners, or court personnel. Other approaches to delivering judicial board training included LeMoyné-Owens' first annual College Violence Prevention Training Seminar, which the judicial board attended, and Rhode Island's all day retreat for its board members.

Training for judicial board members was often voluntary; however, some judicial board directors, such as those at Alabama and South Carolina, made it mandatory for panel members to complete training on issues of sexual assault in order to sit on a hearing. The University of South Carolina (a Fiscal Year 1999 grantee) executed one of the most comprehensive training programs for its hearing board, the Carolina Student Judicial Council.

Massachusetts, Penn State, and Rutgers, very large public institutions, developed curriculums for training judicial board members on adjudicating sexual assault and other cases of violence against women. Penn State planned to use the curriculum to train the chief student affairs officers from each of its campuses, who would then train their respective board members. Rutgers, which also has multiple campuses, has been working on a comprehensive training manual for members of its judicial boards.

Snapshot: Judicial Training, University of South Carolina

At the University of South Carolina, the Carolina Student Judicial Council (CSJC) has 23 student, faculty, and staff members, 3 to 5 of whom sit on each hearing. Members are required to receive training on violence against women issues before being allowed to sit on any type of hearing. CSJC members meet weekly for general training or a hearing. Under the Campus Program grant, project staff, the Director of Student Judicial Affairs, and others developed and provided a comprehensive four-part training series (an hour and a half per session) on coping with trauma, basic information on sexual assault and relationship violence, sexual assault medical issues, and relationship violence legal issues. Topics included the following: behavior and psychological effects of victimization; relevant South Carolina codes of law; sexual assault medical issues such as evidence collection, documentation and forms; relationship violence legal issues such as perpetrator profiles, stalking patterns, evidence based prosecution, criminal domestic violence court, and defensive injuries and self-defense law; parameters of consent; and statistics.

Consortium Projects

Three institutions applied for Campus Program funding as consortium projects. One of these, the University of Connecticut (U-Conn) project, was noted earlier in the chapter along with the single school projects. Although multiple schools were involved in the U-Conn project, U-Conn implemented the grant activities and then shared the results with its partner campuses. These schools, which undoubtedly benefited from this arrangement, were largely recipients of U-Conn initiatives rather than partners in the development and implementation of grant activities. This section describes project planning and management for the other two consortium projects:

- Jamestown College – North Dakota Consortium Violence Against Women on Campus Program
- Tulane University – Leanne Knot Violence Against Women Project.

Jamestown College applied for grant funding on behalf of itself and five other colleges and universities in North Dakota: University of North Dakota, North Dakota State College of Science, Lake Region State College, Mayville State University, and Fort Berthold Community College. Although Jamestown is officially the lead institution, the project director and administrative center are located at the North Dakota Council on Abused Women's Services (NDCAWS) in Bismarck, the state capital. NDCAWS merged with the statewide Coalition Against Sexual Assault in North Dakota in 1992 to form a comprehensive organization that provides victim support and prevention education, promotes violence against women legislation and policy, tabulates and disseminates statistics, and coordinates activities of agencies and organizations that come into contact with victims of violence. Collectively, the six campuses, their community partners, and NDCAWS are known as North Dakotans Working in Education Against Violence (ND WEAV).

To coordinate activities and communicate effectively, each of the six schools formed a Community Advisory Committee (CAC), a multidisciplinary campus and community group providing direction and oversight, and hired a campus advocate, who works for or with each campus's respective non-profit partner. At a minimum, each CAC is composed of the campus advocate and representatives from the school's administration, community non-profit partner, student body, and law enforcement (both campus and local). Most CACs also include an academic dean, a campus housing representative, and a representative from campus health or

counseling. Representatives of the CACs (generally, the campus advocate and another local project partner) meet collectively at Jamestown College almost every month to discuss issues encountered across the consortium schools.

The Leanne Knot Violence Against Women Project includes three schools: Tulane, Southern University of New Orleans (SUNO), and the University of New Orleans (UNO). It is named for a Tulane graduate student and anti-violence activist who was abducted, raped, and murdered in 1997. Like ND WEAV, the Leanne Knot Project created committees, called coordinating councils, at each school. The coordinating councils are composed of representatives from the campus and community who are likely to encounter victims of violence—campus security, faculty, students, student health and counseling services, women’s center, student affairs, and freshman division. The project also created a citywide steering committee consortium of campus and community representatives, including members of the YWCA, local battered women’s shelters, the New Orleans Domestic Violence Coordinating Council, and the New Orleans Police Department. A representative of each coordinating council participated on the Mayor’s Domestic Violence Advisory Committee, a citywide committee that coordinates the response to victims of violence and is composed of service providers, criminal justice representatives, and members of the university community.

It is not possible to generalize from the experiences of only two projects, but it is instructive to examine some of their differences and similarities in order to discuss reasons why schools might want to use a consortium model. Although both projects had many accomplishments, there are some major differences in the projects. One difference relates to geography and environment. ND WEAV schools, with the exception of the University of North Dakota (UND), are rural and separated by great distances, whereas the Leanne Knot consortium schools are located in the same city. In addition, although UND is a medium sized school (approximately 11,000 students), the other ND WEAV schools enroll between 440 and 2,500 students. Tulane and UNO enroll 12,000 and 16,000 students, respectively; SUNO, with 4,000 students, is still larger than five of the six ND WEAV schools.

One similarity is that the student bodies within each consortium are quite different from one another. ND WEAV consists of a mix of two- and four-year institutions and commuter and residential schools. In addition, the mix includes a tribal college, a college with a significant

non-traditional student population, and a private college with a Christian-oriented mission. Leanne Knot consisted of a private, residential, research university (Tulane), a public, historically Black college with an exclusively commuter campus (SUNO), and a public research university with a predominately commuter student population (UNO). Both projects address outreach to non-traditional students as well as underserved populations such as Native Americans (WEAV) and African-Americans (Leanne Knot). Both projects also involve a substantial focus on the provision of advocacy services to victims of violence.

There are a number of benefits for schools entering into a consortium. Funding is often scarce for public institutions, and especially in the current economic climate, private schools' endowments are often greatly diminished. Partnering with other campuses can provide an avenue through which to communicate and interact with like-minded colleagues who possess needed expertise or who can provide information, resources, and insight. This can improve a school's ability to address a variety of issues on campus they might not otherwise have the opportunity to tackle. For example, although a small number of Native Americans attended other schools in the ND WEAV consortium, only Fort Berthold Community College, a tribal institution, had expertise in the Native cultures and communication styles that comes with an almost exclusively Native American enrollment. Through the involvement of Fort Berthold, other consortium members, who would not have allocated funds to focus on problems experienced by their Native students specifically, could easily call upon the knowledge of their colleagues. There were similar examples of information sharing involving non-traditional students and peer education groups.

Another benefit can be the additional support provided by having a number of staff with common responsibilities. This can help projects more easily weather the negative effects of staff turnover. For example, in the ND WEAV consortium, losing an advocate sometimes delayed activities on a particular campus; however, the fact that there were five other advocates helped bring new hires up to speed more quickly. In addition, the existence of a consortium board and campus CAC provided some continuity and support to an individual school's effort.

ND WEAV provides an example of how campuses that are separated by significant distances can benefit from establishing a consortium. The ND WEAV campus advocates keep in close contact via phone and email in addition to attending consortium meetings every quarter.

Some of these meetings have been conducted using the North Dakota Interactive Video Network (NDIVN), a videoconferencing system that provides distance education opportunities across the state. NDIVN gives university credit classes the first scheduling priority, but other groups such as government, private businesses, individuals, and non-profit organizations may also use NDIVN.

Summary

Overall, the Campus Program grantees and their community-based partners succeeded in implementing an impressive number of programs and services to address violence against women on campus. Some campuses were able to deliver certain educational programs and advocacy services for the first time, while others applied grant funding toward the expansion of existing services, outreach to historically underserved populations, and development or revision of protocols to guide coordinated responses to reports of victimization. Eighteen institutions revised, or made significant progress toward revising, codes of conduct to clarify definitions of various types of victimization and more clearly delineate consequences or reporting procedures. Four institutions revised disciplinary board procedures to either permit involvement of victim advocates in the process or permit separation of the victim and accused during the proceedings.

Importantly, the Campus Program grants served as catalysts for partnerships among colleges and universities and community-based organizations. At a large majority of sites, these relationships represented true collaboration; multi-disciplinary, multi-agency response teams were developed or enhanced, and various shared staffing agreements were implemented. Finally, these projects were characterized by a tremendous dedication among project staff to addressing violence against women on campus. This is evidenced by interviews with project personnel; by the projects' success in meeting, and in many cases exceeding, their grant requirements; and by an exceptionally low staff turnover rate, particularly in the project director and project coordinator positions.

As in any initiative with expectations for collaboration among campus departments and community organizations with diverse views, missions, and organizational structures, grantees were at times challenged to implement various program components. These challenges, measures taken to overcome them, and "lessons learned" are discussed further in the next

chapter, with the goal of assisting other educational institutions and community organizations interested in taking on similar projects.

Chapter 6

Implementation Challenges

Chapter 5 provided a detailed discussion of grant project implementation at the 38 sites participating in this study. The evaluators found that, overall, the Campus Program grantees—in collaboration with their partners—succeeded in implementing a wide range of educational programming, advocacy services, and policy changes. Chapter 5 also noted various implementation challenges that grantees faced. Some of these were related to the size of the institution or its proximity to such resources as hospitals, shelters, or community-based service organizations. Others had more to do with the extent to which grantees already had various working relationships, programs, or administrative structures in place before undertaking their grant-supported activities.

This chapter takes a closer look at several significant challenges to implementation. As the discussions that follow indicate, some difficulties were common across many sites—for example, underreporting and concerns about project continuation after federal funding ended. Meeting other needs, such as building working relationships with on-campus and community partners, represented challenges for only a few of the sites. However, these challenges represent obstacles that are likely to be found by other schools attempting to implement similar programs. This chapter is intended to help nascent programs avoid such pitfalls.

Underreporting

Examination of data collected by the grantees and their community partners consistently revealed higher victimization rates than are reflected in the annual security reports colleges and universities are mandated to publish under the Clery Act. As explained in Chapter 3, the annual security reports prepared in compliance with the Clery Act include criminal homicide, sex offenses, assault, robbery, burglary, auto theft, and arson. It was not unusual for schools' annual security reports to indicate that no sexual assaults had occurred on or around their campuses for one or more years.

Underreporting is one of the primary reasons for creating the Campus Program. The low rate of reporting to law enforcement (either to campus police or to a local law enforcement

agency) is more a symptom of a complex set of factors than a singular problem that can be addressed directly. For example, the decision to report may be affected by the level of perceived support from university administration and staff, past personal or witnessed experiences with campus authorities, and peer influences. On the level of student choice, an important reality is that victims may also feel responsible for the incident, especially if alcohol is involved. In cases where a victimized student does report the incident to local law enforcement, campus public safety may never hear of it. Although this is not an obstacle to reporting *per se*, it does influence the quality of the data that schools have at their disposal.

How Grantees Met This Challenge

Self-reports of victimization through anonymous questionnaires represent one tool campuses can use to obtain more accurate figures on victimization. The demographic information collected in these surveys can then be used to target programming and education to the groups most in need.

Local police and sheriff's departments might notify campus police or another campus entity when an off-campus incident involves a student, however few grantees had formal agreements with local law enforcement agencies and court systems for receiving such notice. Most grantees did forge some level of interaction with local law enforcement from which increased communication can grow.

Funding Schedule v. Academic Schedule

A number of campuses experienced delays (up to seven months in a few instances) between when they were notified of a grant award and when they were able to draw down funds. For the most part, this only affected the overall project timeline and subsequent applications for no-cost extensions. However, in a few cases, the difference between the federal funding schedule and the academic calendar had a more significant effect on the project. This was particularly true with respect to developing or enhancing violence against women education for new student orientation.

For example, at campuses where the projects were reliant on heavy student involvement to develop and deliver orientation programming, new project staff hired in the spring had little or no time to recruit or train students before the semester ended and the students left for the

summer. In addition, while many campuses hold orientation a week or two before the start of the fall semester, some hold a series of orientation programs throughout the summer months. In a few instances, the new or enhanced orientation programming could not be delivered until more than 18 months after the grant award decision (e.g., a grant award decision is made in October 1999, staff hired in May 2000 cannot develop orientation programming in time for August 2000 delivery, and the next available date for delivery is August 2001).

An additional challenge at some of the smallest institutions was that the campuses effectively close for the summer, leaving very few personnel available to begin other aspects of the project.

Implications

Although delays between notice of award and funding can be expected for almost any grant program, the effects may be different for colleges and universities than for other types of organizations that are fully staffed all year. It is possible that only one full academic year of new programming can be implemented before the grant period ends. This will not give a college or university much time to consider a permanent funding allocation for the staff and programs. (In addition, institutional budgets are frequently prepared more than one year in advance). Even with no-cost grant extensions, project staff may be able to provide programming for only one additional semester, not a second full academic year. For campuses that received a second, continuation grant, the no-cost extension was effective in allowing grantees to continue their programs until funds for the next grant period became available. However, for campuses that did not secure a second grant award, the project was likely to be out of funds mid-way through the academic year. This is not an easy point for an institution to add salaries to the budget.

How Grantees Met This Challenge

The grantees met this challenge with one of four main options. A few simply delayed the start of all project activities until funds were available. This was generally the case at campuses that needed to hire project directors and/or where existing departmental budgets could not support the project in the interim. At campuses where the project director was already an employee, it was not unusual for planning and some work to commence in advance of the funding. In many cases this was possible because the project director's time was being provided in-kind to the project, so the project was not dependent on the grant funds to begin the work. At

a few universities, existing staff took on extra responsibilities so that the project could progress while awaiting funds. Finally, a few institutions were able to provide salaries for new staff until grant funds were available. At these campuses, hiring and project implementation were able to go forward on schedule.

Staffing

The ability to hire additional staff was one of the most important contributions of the Campus Program grants. The majority of project staff were highly qualified individuals experienced in providing violence against women education and services. However, it was sometimes difficult to recruit staff, particularly project directors and coordinators who had all of the skills and experience considered necessary for managing a successful project. In addition to experience in the field of violence against women, desired qualifications for these positions included contacts with the local community and its resources, experience in a higher education setting, and experience in grant management.

The nature of grant projects can itself limit the applicant pool, as the positions have a potentially short life span and often do not pay particularly well. Schools in more remote locations can be further hampered by having a smaller number of qualified applicants from which to choose. These factors can potentially lead to hiring less experienced staff or significantly delaying project activities to find an appropriate candidate.

Although finding the right project coordinator sometimes took longer than expected, having a project coordinator to monitor and run daily operations appeared to offer significant advantages, particularly in keeping staff efforts focused on project objectives and in facilitating communication between grant staff and other project partners. Projects without a coordinator position often found it more challenging to accomplish grant activities.

Staff turnover was not common, with only two of 38 project directors leaving to take other positions before project completion; but on occasion, turnover in other positions did delay certain activities or affect project continuity. For example, while hiring graduate students is one way to get qualified, inexpensive, and enthusiastic staff, many can be expected to leave the area after they graduate. In a few instances, students or recent graduates filled positions of significant

responsibility, such as that of project coordinator, but lacked the experience needed to coordinate multiple project components or gain support for policy changes.

In all but a few projects, local evaluators played an important role. Their contributions included providing valuable feedback on project activities as well as helping to justify future budget allocations after grant funding expired. As they are somewhat independent participants, it is instructive to consider their challenges apart from those concerning other project staff.

A few sites found that the evaluators they retained lacked the experience or academic backgrounds needed to perform the work. At a few other sites, the evaluator was highly qualified and experienced but had other obligations that prevented the evaluation from being conducted in a timely manner. Although this occurred infrequently, it is a potential challenge when the evaluator also has a substantial academic workload. Most local evaluators were academic faculty members at the grantee institution, although other staff and administrators, academic faculty from other institutions, and evaluators from other organizations were also retained. Although the evaluator's organizational affiliation did not appear to make a significant difference in the quality of the evaluation, organizers of similar projects should be aware of a few considerations when hiring an evaluator. Academic faculty members of the grantee institution are likely to be much less expensive and possess a knowledge of the campus, as well as expertise in evaluation. A potential drawback is that they may not appear to be independent judges. Professional evaluators from other educational institutions or organizations provide independence but can cost more.

Partnerships

The partnerships between the grantees and their partners were essential for achieving project objectives and were solidified with memorandums of understanding (MOU). The MOU described the responsibilities of each partner as they related to grant activities. It is important to note that at least 70 percent of the sites had a high level of collaboration with their community partners by either participating on campus response teams or by sharing staff. However, forming partnerships did present some challenges for various sites.

Response Teams, Shared Staffing, and Task Forces

Response teams consisted of many different departments and organizations that worked together to provide services to victims. In order to have an effective working response, three issues had to be addressed. First, each team had to develop procedures that did not conflict with professional ethics or department policies. The boundary of confidentiality was the main point that needed clarification. Second, participation on a response team added duties to existing workloads. It was particularly challenging to provide on-call services after hours. And third, members of the team had to receive uniform training, which was difficult to schedule.

Sharing staff was an innovative way to involve the community partner. The project management structure played a role in how smoothly this arrangement worked. The key decision to be made was, Who will supervise the shared staff—the grantee, the non-profit partner, or both? When the non-profit partner supervised staff who worked on campus (the arrangement at two of the seven sites with shared staffing), there was sometimes confusion about day to day activities, with immediate co-workers having one expectation and the off-site supervisor having another. When the non-profit partner and the grantee shared supervisory responsibility, there was less confusion. Organizations planning similar approaches will also need to consider that staff who are unfamiliar with the campus setting will need time to get acclimated.

Finally, many project staff noted that having proper representation on a task force was key to its success. They emphasized that the individuals who attend task force meetings must be empowered to make decisions for their respective offices or at least know the channels to take to get decisions made. The majority of sites had a high level of participation on the task force from their non-profit partner(s). However, there were two sites where the non-profit partner could not regularly attend meetings because they were short of staff and had other responsibilities. This contributed to a lack of dialog between the grantees and their partners.

Community Partners

At a large majority of projects, the relationships between the grantees and their community partners resulted in successful working relationships where roles and responsibilities were clear. Five campuses, however, experienced difficulties in this area. Non-profit partners at three sites reported that they did not feel as if their roles were clearly defined up front and that a

lack of direction caused the projects to be disorganized. At two other sites, the grantee institutions took responsibilities away from their non-profit partner. One of these institutions was not satisfied with the quality of training being provided. The other institution hired a staff member from the partner organization, and the new staff member subsequently filled the role that had been planned for that organization. The community organization had included grant funds in its budget and was disappointed when it was not given the opportunity to do the work.

A few projects experienced other types of difficulties working with multiple partners. For example, at one campus, project staff had a stronger relationship with one partner than the other. Since a level of trust already existed, staff tended to use this partner more; the other partner felt it had contributions to make that were not being put to use. Another grantee had a rape crisis center and a domestic violence shelter as partners. The rape crisis center strongly advocated for programming to address sexual assault, and the project placed less emphasis on relationship violence and stalking than it had originally planned.

On-Campus Partners

For the most part, campus departments were very supportive of grant activities. Generally, MOU were also prepared with campus departments. However, while these MOU pledged general support for the project, many did not require departments to participate in specific project activities.

In order to fulfill the goals and objectives of the grant, additional staff was hired by many of the grantees. After hiring, one of the first steps in the implementation process was to make the campus community aware of the roles and responsibilities of new staff. There were only a few cases where there were difficulties with respect to grant project staff roles. For example, at one campus the role of the advocate was misunderstood by university staff, which resulted in women not being referred to the proper place to receive services. At a few sites, the campus counseling center staff felt that the new staff would duplicate services or that the center's services would be viewed as inadequate.

Gaining the full cooperation of campus police was also a challenge at several campuses. Despite agreeing to participate in training activities, four campuses had trouble getting officers to actually attend training. On one campus, the police department was given money for overtime to provide security for awareness events and to participate in violence against women education

activities. They did not use the funds and were not very active in the project. Finally, other campuses struggled to get Human Resources to cooperate with faculty and staff education and with the campus department responsible for new student orientation.

How Grantees Met This Challenge

On campuses where partnerships were strained, project staff tried to work at improving them. For example, the situation has improved on one campus where the non-profit partner was not able to fully participate in the project. In large part the improvement was due to grant funding for a full-time campus liaison position. As a result, a full-time staff person has been able to sustain active collaborative participation in the project. Other sites attempted to include their partners in more on-campus activities in the hope that this would encourage communication and would help the partners feel more vested in the project.

Obtaining Buy-In for Training

Two of the minimum requirements for Campus Program grantees were to train campus police (required of all grantees) and to train disciplinary board members (required of Fiscal Year 2000 grantees only) on how to respond to violence against women. In addition, 27 grantees targeted faculty and other university staff for training. In many cases, grantees had difficulty in getting members of some groups to attend training sessions.

Training for Faculty

Faculty is considered to be an important part of the response to violence against women on campus. Their support of grant activities is necessary because students may disclose incidents to them. At the time site visits were being conducted, at least five campuses were having little success with engaging faculty in training. Faculty was particularly hard to reach outside of orientation sessions. Many faculty members were unsure of their role in addressing violence against women on campus and saw it as an issue for campus police or the judicial board, not for university faculty and staff. Furthermore, faculty cannot be mandated to attend any training, so attendance was usually low.

Training for Campus Police

Many university police departments with sworn personnel receive yearly in-service training from academies and other resources that offer courses accredited by the state POST (Police Officer Standards and Training commission) or a similar state board. For some, this training was comprehensive and included violence against women. At four campuses, officers felt as if they were already receiving sufficient training on violence against women issues. Therefore, getting officers to participate in training was problematic. In addition, scheduling training for campus police was logistically difficult because the officers cover several shifts. Officers either had to come in early or stay after their shifts to attend training to avoid a shortage of available officers to receive calls for service and to patrol the campus. To solve this problem, a few campuses purchased training videos to be viewed during roll-call so that all officers would get some training without having to come in at different times or sacrifice patrol coverage.

Training for Judicial Board Members

The majority of sites maintained a pool of board members for judicial hearings. However, at a few institutions judicial board members are selected on an as-needed basis; for example, faculty or staff members who meet certain qualifications are asked to sit on the board when necessary. At these institutions, a formal judicial board is nonexistent; therefore, determining who should be trained is difficult.

At other sites, judicial board members (like campus police at a few sites) felt as if they were already receiving enough training or were simply unresponsive to the requests of project staff to organize a training session. On one campus, project staff were told that training on violence against women would make board members overly sensitive to victims.

Conflicts in Policies, Ideologies, and Messages

Grantees had to contend with a variety of tensions due to competing initiatives, philosophical differences, and the opposing priorities of multiple grants. University administrators or administrative offices may differ philosophically on changes to the conduct code, disciplinary process, or the mission of the university in sanctioning students. Administrators also may not want to do anything that would link the name of their school and violence against women in the public's eye. In other cases, project partners may disagree about

how to achieve project goals. For example, at least one grantee encountered conflict when its male peer education program resisted having a female co-facilitator.

There were also some instances of disagreement between grantees and the criminal court system. Grantees found it difficult to convince some prosecutors and district attorneys to bring charges involving cases of violence against women. The fact that most sexual assaults on campus involve the use of alcohol has led some prosecutors to label them as high-risk cases and refuse to take them forward.

In some cases, universities have multiple grants with conflicting elements. For example, VAWO encourages Campus Program grantees not to penalize students coming forward to report they have been victimized if they have violated the school's alcohol, drug, or other policies. One grantee had another high profile grant award prior to receiving the Campus Program grant that led the university to notify parents in the event of a student's involvement in an alcohol- or drug-related case; this practice led to a substantial decrease in the number of alcohol violations. Although judicial affairs viewed sexual assault cases as more serious and would forego filing such lesser charges that occurred during the assault, it was difficult to publicize the conflicting message, especially given that the students were quite familiar with the strict alcohol policy.

Organizers of violence against women initiatives should also be alert to competing influences from their partners, who have a well-intentioned if vested interest in promoting one issue (e.g., domestic violence) over another (e.g., sexual assault). While most of the time such groups work in concert, limited funding can create competition.

How Grantees Met This Challenge

These were often difficult issues for grantees to handle successfully. They could require significant diplomacy on the part of grantees. At one school, the administration worried about prospective students being discouraged from applying because of pop-up ads on violence against women on the university web site. Grant project staff made a compromise to use the ads only on pages less frequently navigated by prospective students. It may often be necessary for organizers of violence against women initiatives to court high-level administrators to convert them to the cause. Tailoring the discussion to how such programs can limit liability, save money, or otherwise protect the university can be effective strategies. Such discussions are also good

strategies for resolving more lateral-level disagreements. In addition, establishing and bolstering contacts to garner good relations between offices will often help to mitigate specific resistance.

Achieving Institutionalization

Almost all of the campuses enjoyed enthusiastic support for their project at the highest administrative levels. However, support for the project goals and objectives is unlikely to be sufficient justification for the allocation of institutional funds to support the ongoing efforts of the project. The reality is that in addition to managing the project, staff at each campus also had to be concerned with securing funding for project activities once grant funds were no longer available. Without institutionalization, project activities are not likely survive past the end of federal funding. This is a concern for every project, but it is of particular importance to those campuses that used federal funding to hire new staff. If the project staff salaries are not absorbed by the institution at the end of the grant period, the chances that project activities will continue greatly diminish.

Factors That Challenge Institutionalization

There were three basic factors that grantees faced in the quest for institutionalization. One factor is common to many universities; the administration wants a full academic cycle worth of reported results upon which to base a decision to allocate budget funds. This academic cycle is four full academic years (five calendar years); however, the grant period established for the Campus Program was for two fiscal years. With most projects effectively starting in the spring semester, most would only have one full academic year's worth of data to show for their efforts by the end of the initial grant period.

Competing for institutional funds with less than an academic cycle worth of data was further complicated at some campuses by the second factor—general budget cutbacks. State budget shortfalls have had an impact on public universities, and shrinking endowments have hurt the ability of many private institutions to expand student services. For example, in October 2002 it was reported that one of many steps being taken in Virginia to cover a multi-billion dollar revenue shortfall would result in a 31 percent decrease in state funding for the University of Virginia from Fiscal Year 2002 to Fiscal Year 2004.¹ The *Chronicle of Higher Education* reported the previous year that college and university endowments lost billions in market value

in 2001, the result of the sector's worst investment performance in nearly two decades. The authors noted that "[t]he average rate of return for all college endowments in 2001 ... sank into negative territory for the first time since 1984."² While one bad year does not necessarily hurt an institution's overall fiscal health, the economy has continued to lag and the market has remained volatile. Tuition prices continue to increase and institutions that rely on their endowment income as a significant portion of their operating revenue face difficult budget choices. New student services programs that lack a history of demonstrated impact are understandably going to be among the least likely to receive funding in the current economic climate.

Finally, there were a few grantees that faced a general lack of administrative support for their project activities. For a couple of the campuses, a history of turnover in the administration meant that while the current administrator supports the project, he/she might not be there when the grant funding ends. For other campuses, this lack of support stemmed from administrative concerns about potential negative publicity. For example, one grantee issued a press release when the grant was first awarded with the intention of publicizing the fact that the college had won federal funding for an important issue. However, a letter to the editor of the local paper then questioned why the institution would need such a grant, creating the perception that only a college that has a serious problem would need to apply for funding. Although the administration did not withdraw its support of the project goals, grant staff realized that concern for the university's reputation could prevent the university from funding grant initiatives over the long term.

How Grantees Met This Challenge

A number of grantees took deliberate steps to help ensure the institutionalization of their projects in the face of these three factors. Many campuses focused their local evaluation efforts on providing evidence to administrators documenting a demonstrable need for their services and programs on the campus, as well as reporting on how they were received by students, faculty, and staff.

Cultivating on-campus partnerships was also very important. One office advocating for the continued funding of a project has considerably less impact than many offices from across the campus agreeing that the campus is better served for having the project and its staff. One campus was fortunate to have a champion within the administration who was able to secure the

necessary funds to continue paying the salaries of personnel hired under the grant. Similarly, but on a smaller scale, there were a few campuses where different departments were able to absorb parts of the project budget that were of a particular concern to their primary mission. For example, a university police department took on the cost of maintaining a grant-sponsored RAD program when the first grant ended and the second grant award was significantly smaller. This was logical for them to do since it was their officers who were course instructors and their campus contacts that were securing the advertising and space for the classes.

Some project activities are more costly in the long-term than others, and some projects took this into consideration as they made planning decisions. Rather than try and do a little bit of everything, they would focus their goals and objectives on the bigger-ticket items, like hiring a new victim advocate. Other activities, like developing and conducting new training for staff or revising policies and procedures, could be tasked to committees of volunteers once the project was up and running, and enthusiasm and support for the project had a chance to build.

Finally, a campus could design a project that could have a long-term impact with only a one-time infusion of funds. For example, one campus planned to use the grant funds to develop a new curriculum and materials—a task that required hiring additional staff. However, once the new curriculum and materials were in place, those staff would not be required to maintain it. So long as the project stayed on schedule and all curricula were final by the end of the grant period, the university would not need to worry about absorbing the additional salaries.

Summary

This chapter provided a look at several challenges to implementation that some of the grantees encountered. They represent obstacles that are likely to be found by other schools attempting to implement similar programs, thus ways in which these challenges have or could be met and overcome were also discussed. A number of the Campus Program grantees are in positions to serve as model programs for their peer institutions, and an awareness of what might go wrong in implementing such a project will be as helpful to other campuses as descriptions of what worked well.

The evaluators found that, overall, the Campus Program grantees—in collaboration with their partners—succeeded in implementing a wide range of educational programming, advocacy

services, and policy changes. What few challenges any individual campus faced were largely surmountable with a little ingenuity and flexibility on the part of the project staff. In the end, the challenges faced by grantees are key to understanding the general success of the Campus Program, by demonstrating that ideal conditions are not necessary for successful program implementation. This finding of overall program success will be discussed in greater detail in the next chapter.

Endnotes

- ¹ Andres Albanese, "Academic Library Budget Squeezed by Lowered Revenue," *Library Journal*. 127(19) (2002): 16.
- ² John L. Pulley and Anne Marie Borrego, "Wealthiest Colleges Lost Billions in Endowment Value in Last Year," *Chronicle of Higher Education* 48(8) (2001): A24-27.

Chapter 7

Findings, Conclusions, and Recommendations

The Campus Program served as a catalyst for a variety of projects to reduce violence against women on campus. While some projects involved multiple agencies and objectives, others were more narrowly focused. Overall, a large majority of grantees reported that their projects had increased awareness of violence against women issues among students, faculty, and staff; clarified procedures for reporting incidents; and improved the response to violence against women on campus, either by providing advocacy services directly or by strengthening linkages with community partners available to provide those services.

This chapter first discusses findings from the cross-site analysis, which examined (1) programs and services provided under the grant by size of the grantee institution, location, and other variables and (2) the results of the partnership surveys. The chapter then discusses findings and conclusions with respect to key program components that appeared to be particularly beneficial to sites that implemented them. Several difficulties experienced in implementing Campus Program minimum requirements are also noted, along with suggestions for modifying the requirements related to mandatory education for incoming students, police training, and local evaluations. Finally, the chapter offers several recommendations for future research.

Cross-Site Analysis

Chapter 4, "Methodology," provided technical details on the creation and analysis of two databases developed for the cross-site analysis—a Site Comparison Database and a Partnership Survey Database—and the hypotheses that were tested. The sections that follow describe key findings from the analysis of those data.

Site Comparison Database

Perhaps the single most significant finding of this analysis was that the project setting had very little influence on how projects were implemented. For example, the style of prevention and education programming was not affected by the size of the institution, whether it was public or private, or whether it was a residential or commuter campus. In addition, campuses that had already met at least one minimum requirement did not differ significantly from those that did not

with respect to the type of educational programming they chose to implement. This appears to be the result of the fact that all of the grantees are educational institutions with extensive experience in designing and implementing educational programs. While some campuses may have been delving into violence against women educational programming for the first time, the reality is that they all had prior experience with other prevention and education programming, most likely in the area of alcohol and drug abuse.

There were a few significant trends found within the Site Comparison Database. Where police officers received training was significantly related to the location of the campus. Officers in urban and suburban areas were far more likely to receive training off-campus (through conferences and regional training programs) than those on rural campuses. Rural campus officers were most likely to be trained by the project staff and staff from the community partner. This was not surprising given that rural campuses are by definition more isolated than their urban counterparts, making travel to off-campus training opportunities more costly and time-intensive.

Another significant relationship was found between the type of coordinated community response implemented and the level of programming present at the outset. Campuses that met at least one of the minimum requirements before receiving grant funding were more likely to create task forces or formal response teams as part of their project activities. Campuses that met at least two of the requirements were the most likely to create formal response teams. For a campus just beginning to address the issue of violence against women, programs are often the initiative of one office or agency. It is only after some time in which campus-wide awareness of the issues and programs grows that the demand for a inter-departmental task force would be called for. Likewise, only campuses already providing extensive services on many fronts would be seeking the organizational structure provided by a formal response team.

Finally, the type of coordinated community response was significantly related to the size of the student population. Schools with more than 20,000 students were the most likely to create formal response teams. This reflects the intimate nature of campus culture at smaller institutions. At campuses with only a few thousand students, the entire faculty and administration likely know each other and can readily connect students with the necessary services. Additionally, small institutions will likely handle fewer incidents, and they can afford the time to handle each case individually. But the number of faculty and staff grows as the student population grows. At

a number of the largest institutions, the faculty and staff could approach 20,000 in number. In order for any one faculty or staff member to know where to send a student who needs assistance, and to provide a guarantee that all students receive the same access to services, the need grows for formal response protocols and clear documentation of regulations and procedures. For example, at a small school, the counseling center may consist of one professional staff member, who can easily ensure that all cases are processed in the same way. At larger schools where counseling centers may have 20 or more professionals on staff, standardized protocols are needed to ensure the same.

Partnership Survey

Of the 247 respondents to the Partnership Survey, 180 identified themselves as employees of the institutions. The remaining 67 were employees of one of the community partners. Students who were project staff were categorized as employees of the institution.

On the whole, respondents to the Partnership Survey viewed the Campus Project in a very favorable light. The mean response to all 35 questions was 3.97 on a 5-point scale. Independent Sample t-tests and one-way ANOVAs were used to determine if there were differences in how respondents viewed the partnership, the project, and their participation in the project.

As noted in Chapter 4, items on the Partnership Survey were grouped into three categories with respect to (1) the partnership, (2) the project, and (3) individual participation. Whether the respondent was an employee of the institution or one of the community partners did have an effect on how they viewed the project and their level of participation, although not in how they viewed the partnership.

With respect to the project, respondents were asked a series of 10 questions regarding their perceptions of the impact and success of the project. Institutional employees responded with a mean score of 4.49, compared to 4.33 for community partner employees. Regarding individual participation, the partnership survey asked the extent to which the respondent agreed to 6 statements about such factors as their level of commitment and involvement in project activities. Institution employees viewed the level of participation at a high 4.75, compared to only 4.50 for community partner employees. It would appear then that proximity to the campus influences how project participants view the impact of the project on students and how they view

their own level of participation in project activities. However, while these are significant differences, it should be noted that both groups gave the project and their participation high marks.

Whether the respondents were working with a public or private institution had no influence on how they viewed the partnership, the project or their level of participation. T-tests also showed no difference depending on whether the campus was primarily residential or commuter, or whether the campus met any of the mandatory minimum requirements prior to the awarding of grant funds. The location of the campus in a rural, suburban, or urban environment also had no significant influence on respondent views. Not even the type of coordinated community response created by the project (MOU, task force, or formal response team) influenced the respondent views of the partnership, the project, or their participation.

Project Components

During the evaluation, ILJ encountered sites that, despite meeting all the minimum requirements, struggled to engage individuals in activities—suggesting that they would have benefited from modifications to their approach. Some of the projects funded included five components: a steering committee, a dedicated Project Coordinator, some form of advocacy on campus, the participation of health services, and a peer education program.

Steering Committee

Twenty-two projects implemented a multi-disciplinary team that served as a steering committee at the onset of the project and that included the non-profit partner as well as representatives from the department responsible for orientation, judicial board, campus police, and health services. These steering committees were used to guide project activities and were an efficient way of delegating responsibilities. Subcommittees were used to identify training topics, create or revise policies and protocols, and serve as liaisons to the administration. On the partnership surveys and during interviews with the evaluators, members of these committees consistently reported that they felt a sense of ownership because they were actively involved in shaping the project. For example, the University of Texas-Austin and Idaho State University use their committees effectively to address identified needs of the campus community.

With the proper representation, these committees were very effective in meeting project deadlines and providing a clear direction for the project. Not only must pertinent departments participate in the task force, but also individuals who have some ability to make decisions within their department should be represented. The absence of people with decision-making power marginalizes the problem at hand, making implementation of any policies that develop from the committee less likely.

Project Coordinator

To accomplish project objectives, Campus Program funds were used to hire a dedicated coordinator (24 grantees) to supervise project activities. By all accounts, this coordinator was instrumental in bringing focus to the project activities, task force meetings, and opening dialogue between a wide variety of individuals with sometimes opposing interests. The use of a dedicated Project Coordinator was a tremendous asset because they typically wore many hats. Their duties included supervising students who worked on the project and organizing education programs. The majority of project directors had other responsibilities so the need for a coordinator was evident. For example, at the University of Rhode Island, the Project Director worked on the project 10 percent of the time. However, the full-time coordinator supervised the student advocates, organized education programs, and provided advocacy.

Campus-Based Advocacy Services

Twenty-five campuses hired someone to either provide direct services and/or serve as a referral source. Eight campuses hired a coordinator to organize the campus response as well as provide services to victims, 13 hired professional victim advocates to work on campus, 14 created formal response teams, and 15 used student advocates. The provision of direct services to victims on campus was an essential component for addressing violence against women. The campus community gained access to counseling, financial assistance, shelter, legal advocacy and referrals without leaving campus. Most students are not aware of community agencies that can help or may not have access to them. Having a designated point of contact on campus that provides services to victims is an important step to increase reporting. For example, the University of Maryland-Baltimore County (UMBC) has a Sexual Assault Response Coordinator and Bowling Green State University has a Victim Advocate, both of whom are known throughout campus as providing services to victims of violence. The Idaho State University

advocate had over 300 client contacts in 2 years, and the Campus Educator at the University of Arizona had 190 in the year 2000 alone. This illustrates the need for advocacy services on campus and the extent to which students may take advantage of advocacy services when they are offered and when the procedures for accessing them are well publicized.

Health Services

University health services was involved in 14 of the grant-funded projects. Many times health services is the first point of contact for victims. As such, health services provided valuable contributions to many of these projects and are one of the critical components to addressing violence against women on campus. Many campuses recognized that this department should be integrated into the campus response to violence against women. At the University of Connecticut, health services trained SANE nurses and lobbied for 24-hour services. Both UMBC and the University of South Carolina ran their projects under the umbrella of university health services. These arrangements provided for greater coordination between first responders and long-term victim support services.

Peer Education

Peer education has long been used as an effective way of reaching youth. Nearly all grantee institutions used student peer education programs to assist in meeting project goals. Eighteen schools expanded their existing programs and 12 created programs specifically under the grant. Peer educators were trained by project staff to present violence against women education to other students at workshops, orientation, awareness events, and in the classroom. Using peer educators also allowed for more opportunities to present violence against women information, which in turn increased awareness. A number of groups, including those at Rutgers and the University of California-Davis, performed semi-improvisational skits involving scenarios of sexual and relationship violence. At Rutgers, the audience then had the opportunity to ask questions of the actors while they were still in character.

Minimum Requirements

As discussed in detail in Chapter 5, grantees implemented the Campus Program requirements in various ways. This was largely due to the lack of specific guidelines provided by the funding agency. In addition, at many sites, the requirements of mandatory education for

incoming students and training for judicial board members were not realistic. For these reasons, Program Managers may want to explore whether these requirements are ideal for the further administration of the Campus Program.

Mandatory Education for Incoming Students

The requirement that violence against women education be mandatory for all incoming students could be achieved by only one campus (Vanderbilt University, where several orientation sessions were offered and penalties were imposed for not attending orientation). While grantees tried to reach as many incoming students as they could through orientation and first year seminar classes, the campuses did not have systems in place for determining whether every student received the information. Furthermore, there were no consequences for students who did not choose to attend violence against women orientation sessions or were absent on the day that the information was presented in class. Orientation sessions should not be considered the only way for schools to reach incoming students about issues concerning violence against women.

Training

There were two campuses that did not propose police training and four other campuses that had difficulty meeting this requirement because their existing training was already very comprehensive. While training campus police is worthwhile, VAWO might consider making exceptions to the police training requirement where officers have recently completed training in the specific topics of concern. Allowing campuses to demonstrate that they meet this requirement prior to receiving grant funds would mitigate the need for schools to propose a training plan, thereby preventing duplication of efforts and allow grantees to more effectively use their funds.

Local Project Evaluations

Fiscal Year 1999 grantees were required to include program evaluations in their proposals. However, as no specific guidelines were given for conducting evaluations, the scope of the evaluations suffered. Additionally, the rationale for requiring grantees to conduct evaluations is unclear, especially since VAWO did not mandate Fiscal Year 2000 grantees to formally evaluate their programs. Grantees that were required or chose to conduct evaluations used the information generated to assist in institutionalizing their programs or to inform VAWO

about whether the Campus Program was worthwhile. If evaluations are required in the future, their rationale should be clarified and appropriate oversight and assistance should be provided:

Research Recommendations

Social norms marketing campaigns played an essential part in educating students about violence against women. These campaigns are designed to correct misperceptions about gender roles and violence against women in general. An important aspect of the social norms marketing approach is that each institution uses data collected from its own students to construct the campaign messages. Therefore, the first step in conducting a social norms campaign is to measure the extent of these misperceptions by conducting a student survey. The data from this survey is then used to construct the messages for the social norms marketing campaign. Historically, social norms campaigns have been used on campuses in the area of alcohol and drug use. To date, no research has been done on the effectiveness of social norms campaigns with respect to violence against women. Some questions to be considered are, Is the social norms model an effective way of changing attitudes about violence against women? What variables are needed for the social norms model to have an impact? On what types of campuses do social norms campaigns for violence against women work best?

The creation of men's groups was a challenge for the campuses that implemented them. Notably, nine institutions had men's groups prior to receiving grant funds. VAWO's interest in this area is evident by retaining Men Overcoming Violence (MOVE) to provide technical assistance to four grantees with preexisting men's programs. MOVE provides technical assistance on the issue of mobilizing men to actively participate in the work to stop violence against women on campuses. Since so much effort is being put into developing programs for men surrounding this issue, an important research question to consider is, Are men's groups effective in reducing violence against women on campus?

During this evaluation, researchers discovered that the majority of campus police departments are as well trained and technically sophisticated as their municipal counterparts, if not more so. Furthermore, concepts such as community policing are implemented differently on college campuses. Campus police are key players in the effort to reduce violence against women on campus. Therefore, the following questions are raised. What factors affect the way campus

police respond to violence against women? What policing strategies are most effective in addressing violence against women on campus?

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University of Alabama, 18, 20, 23, 24, 51, 57, 66, 79, 94, 95
University of Arizona, 18, 20, 23, 24, 51, 55, 57, 66, 79, 82, 120
University of Connecticut, 17, 18, 20, 23, 24, 47, 55, 58, 66, 70, 76, 83, 92, 96, 120
University of California at Davis, 18, 20, 23, 24, 51, 60, 61, 79, 120
University of Louisville, 18, 20, 25, 58, 66, 68, 70, 80, 93
University of Maine, 18, 20, 25, 52, 57, 58, 66, 70, 71, 80, 84, 87
University of Maryland, Baltimore County, 18, 20, 25, 55, 66, 70, 71, 80, 85
University of Massachusetts, 18, 20, 23, 25, 60, 66, 68, 80, 95
University of Minnesota – Twin Cities, 18, 20, 23, 25, 63, 66, 69, 77, 80
University of New Orleans, 17, 97
University of North Dakota, 17, 96, 97
University of Northern Iowa, 18, 20, 25, 55, 66, 70, 71, 80, 87
University of Puerto Rico, 18, 20, 25, 55, 66, 70, 75, 80, 87
University of Rhode Island, 18, 20, 23, 25, 48, 51, 55, 58, 61, 80, 91, 95, 119
University of South Carolina, 18, 20, 25, 51, 57, 58, 66, 68, 76, 80, 87, 94, 95, 120
University of Texas at Austin, 18, 20, 23, 25, 48, 52, 55, 57, 64, 65, 66, 68, 70, 80, 87, 118
University of Vermont, 18, 20, 23, 25, 48, 50, 55, 66, 80, 93
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25, 51, 54, 55, 70, 71, 87

Appendix A
Interview Protocols

Disciplinary Process Interview

SITE: _____

Interviewee: _____

Title: _____

Campus: _____

Date: _____

How long have you been in this position? _____

How long have you been with this university? _____

1. Were you involved in the planning of the Campus grant? What sorts of issues or ideas did you contribute? Were your ideas incorporated into the final grant?

2. What are your responsibilities in terms of this project?

3. Are there formal definitions of sexual assault, domestic violence and stalking? How are they defined? How are campus crimes classified? (e.g. degrees of seriousness) Is there a statute of limitations on reporting?

4. Do you have a disciplinary board or process for hearing complaints against students? How many types of boards exist? Are there policies as to who the board members should be? (male, females, students, faculty, etc.) Who sits on the board? What type of disciplinary process is it? (e.g. open, closed)

5. What rights does the victim and offender have? Can victims have attorneys or others present? How are confidentiality issues handled?
6. How are safety concerns for the victim addressed before and during the disciplinary process? Does the victim have to take civil action (i.e. PO) off-campus if she feels threatened?
7. Tell me how the disciplinary process works. What are the different steps? How are complaints against students from faculty/staff resolved? Is the process different?
8. Are the outcomes of hearings made public? What sanctions are there for offenders? Who monitors offenders' compliance with sanctions?
9. Is there an appeals process? Tell me how the appeals process works. Who resides over the appeals process?
10. Are records kept on disciplinary procedures? How long are these records kept? Who has access to the records? Can records be challenged?

11. Who is responsible for keeping statistics? What types of statistics are kept? Is this information shared with anyone? **(Get statistics on SA, DV, and Stalking hearings over the last three years, outcomes, appeals, etc.)**

12. Did members of the board receive training? What was the extent of the training? Is training adequate? What topics were covered? **(Get the board members trained, hours/sessions, time spent on VAW)**

13. How do you think the Campus project is going? What are the strong points? What are the weak points?

Campus-Based Advocacy Interview

SITE: _____

Interviewee: _____

Title: _____

Campus: _____

Date: _____

How long have you been in this position? _____

How long have you been with this university? _____

(If the Project Director is also in charge of campus-based advocacy, ask questions 1-5 only)

1. What department does services for victim's fall under? How many staff members work with you? Is turnover a problem? Are there minority advocates available on campus?

2. What are the qualifications for advocate positions?

3. What is the most common point of contact for victims of sexual assault, domestic violence, and stalking? What services do you provide?

4. What types of services do you provide to students, faculty and staff?

5. Tell me about confidentiality rules. Are you required to notify anyone (on or off campus) when a sexual assault is reported to you?
6. Tell what procedures you follow when a sexual assault is reported to you. Are formal protocols in place? (Get copy)
7. Were you or someone in victim services involved in the planning of the Campus grant? What sorts of issues or ideas did you contribute? Were your ideas incorporated into the final grant?
8. What are your responsibilities in terms of this project?
9. What types of resources were available before you received the Campus grant? Do you have other grant monies (COPS, STOP, Byrne)
10. What types of issues have come about as a result of this project? What types of problems did you encounter? Were there any unintended consequences?

11. Did you or anyone in your department receive violence against women training? Is training adequate? Who delivered the training? Are victims involved in planning or presenting the training course? What was the extent of the training? How many people were trained? (**Ask for number of training hours/sessions, specific topics, time spent on VAW**)

12. Tell me about your relationship with other university departments as it pertains to this project. Are there protocols for interacting with other departments on campus? How do different personalities impact the project? How are conflicts and differences of opinion addressed? What kinds of issues affected implementation?

13. Tell me about your relationship with community organizations that serve crime victims. What type of relationship do you have with local authorities and community agencies?

14. Tell me about support for the project. Are school administrators supportive of the Campus project? Did you find resistance from any particular departments? Was there resistance from other agencies, organizations, or community groups? Did you take any special measures to secure "buy in"? How did you manage resistance once the project was underway? How has support (from faculty, staff, and campus organizations) for the project changed over time?

15. What regular reporting mechanisms are in place? Who is responsible for gathering statistics? What types of statistics are collected? Does the data involve more than one agency? How many different reports are produced? Who are they distributed to? (**Ask for statistics on number of SA, DV, and Stalking cases reported to them per academic year. Also ask for number of services provided such as counseling, referrals, etc.**)

16. How do you promote awareness of violence against women on campus? What is your relationship with student organizations on campus?

17. What does your university need to improve its response to sexual assault, domestic violence and/or stalking? Are counseling and other services adequate?

18. How do you think the Campus project is going? What are the strong points? What are the weak points?

Protocol For Project Directors

SITE: _____

Project Director: _____

Campus: _____

How long have you been project director? _____

How long have you been with this university? _____

Title: _____

Date: _____

When was the first grant prepared, including the planning stage? _____	
When was it implemented? _____	
When was the continuation grant proposal written/planned? _____	
When was it implemented? _____	
Which agencies/organizations collaborate on this project?	
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Background

(Most of this information should come from the background material they send or their annual reports. Ask specific items based on what you are missing.)

1. What is the size of the student body? What are the demographics of the campus? (race, ethnicity, sex, age, socioeconomic status, rural/urban)?

2. What are the university definitions of sexual assault, domestic violence, and stalking? How are these definitions different from state laws? **(Get a copy of the student handbook or something that outlines the school policies)**

3. Does the school have any religious affiliations? Does this affect the campus project in any way?

Planning: The Initial Grant

4. Who was involved in the planning of the initial grant? Was there a planning team? If so, who was a part of the team? How was planning coordinated between campus departments and organizations (i.e., regular meetings)? Were there representatives from the community? From underrepresented minorities? Be specific here.
5. What needs were identified during the initial planning phase? Were these needs defined by some type of formal needs assessment? Who decided the objectives of the project? Were victims and/or advocates involved in the identification of needs?

Planning: The Continuation Grant

6. Have you applied for continuation funding? How was planning for the continuation of funds carried out? Who was involved? How did objectives change from the initial grant and why?

Implementation

12. How does the project operate? What are the roles of the various campus departments and other organizations? Who is responsible for carrying out various tasks under the Campus project? Are there specific policies and procedures that guide the project? (get copy)

13. What types of issues have come about as a result of this project? What types of problems did you encounter? Were there any unintended consequences?

14. Tell me about support for the project. Are school administrators supportive of the Campus project? Did you find resistance from any particular departments? Was there resistance from other agencies, organizations, or community groups? Did you take any special measures to secure "buy in"? How did you manage resistance once the project was underway? How has support (from faculty, staff, and campus organizations) for the project changed over time?

15. What are the credentials of the staff on this project? Is there a need for addition staff? Has turnover been a problem? How has it affected the project?

16. Did the school provide training on violence against women issues to project staff, faculty and school staff? Is training adequate? Are trainers qualified? Who provides the training? Community groups? Victim advocates? Are victims involved in planning or presenting the training course? What was the extent of the training? How many people were trained? (Ask

for number of training hours/sessions, specific topics discussed, how much time spent on these SA, DV, Stalking)

17. Tell me about your relationship with other agencies as it pertains to this project. How do different personalities impact the project? How are conflicts and differences of opinion addressed? What kinds of issues affected implementation?

18. Are there any efforts to coordinate interaction between departments? Is there a response team in place on campus? Which, if any, agencies share staffing and resources? Do protocols exist for interaction between departments regarding campus crime? **(If yes, get copy)**

19. What education/prevention programs are provided to students, faculty and staff? Do these programs target specific populations? Incoming students? Graduate students? **(Find out who is responsible for these programs and provide education programs questionnaire)**

Reporting Practices

20. Where would students get information about what to do in case of sexual assault, domestic violence, or stalking?

21. Tell me about campus crime reports. Who is responsible for gathering the data? Which departments contribute data to the Annual Security Report? What types of statistics are collected? **(Get a copy of most recent Annual Security Report)**

22. How are campus crime statistics disseminated? Who receives a copy? How are students, faculty, and staff made aware of this information?

23. What reporting barriers do you believe exist at this university? What is being done regarding these barriers?

24. How do you think the Campus project is going? What are the strong points? What are the weak points?

Local Evaluation

25. Tell me about the local evaluation. Who is evaluating program? What methodologies and data collection techniques are being used to evaluate the project?

26. What barriers have been encountered during the evaluation?

27. What is the status of the evaluation? When will it be completed? How will the findings be disseminated? To whom?

Law Enforcement Interview

SITE: _____

Interviewee: _____

Title: _____

Campus: _____

Date: _____

How long have you been in this position? _____

How long have you been with this university? _____

1. Were you or any members of the campus police involved in the planning of the campus grant? What sorts of issues or ideas did you contribute? Were your ideas incorporated into the final grant?

2. What are your responsibilities in terms of this project?

3. What types of issues have come about as a result of this project? What types of problems did you encounter? Were there any unintended consequences?

4. Tell me about campus police. How many officers are in the department? What arrest powers do they have? Armed? Sworn? How many are FT/PT? Number of female/male officers?

5. Tell me about how campus crimes are handled by the department. How are calls for service received? What are the procedures for handling/investigating sexual assault, domestic violence, and stalking incidents? Do you have a sexual assault response team? Are there other special units?

6. What does your agency need to improve its response to domestic violence and/or stalking? How were your agency's needs met through the Campus project?

7. Tell me about your relationship with other university departments as it pertains to this project. Are there protocols in place for collaborating with other university departments? **(Get copy)**

8. Tell me about your relationship with the local authorities (police, DA) and community organizations that serves crime victims. To what do you attribute your strong/weak relationship with these agencies?

9. Tell me about support for the project. Were other campuses departments supportive of the Campus project? Was there resistance from other agencies, organizations, or community groups? Did you take any special measures to secure "buy in"? How did you manage resistance once the project was underway? How has support (from agency, other organizations, and community) for the project changed over time?

15. Are there any additional measures you would like to see implemented to combat campus crime?

16. How do you think the Campus project is going? What are the strong points? What are the weak points?

Student Organization Interview

SITE: _____

Interviewee: _____

Title: _____

Campus: _____

Date: _____

How long have you been part of this organization? _____

What is your academic classification? _____

1. Were you or any members of this organization involved in the planning of the Campus grant? What sorts of issues or ideas did you contribute? Were your ideas incorporated into the final grant?

2. What is the mission of this organization? How many members are in the organization? What are your responsibilities within this organization?

3. What is your perception of the extent of campus crime? How often do you believe crimes against women occur on campus?

4. How do you view the response of campus police to sexual assault, domestic violence, and stalking? Are these crimes treated differently than other crimes on campus? What type of relationship does the student body have with campus police?

5. Are you aware of campus advocacy services available to you? Do you think most students are aware of that this help exists? How are you aware of these services? How do you view the response of campus advocacy? Is campus advocacy adequate?
6. How do you view the response of school administrators to violence against women on campus?
7. What does your campus need to improve its response to sexual assault, domestic violence and/or stalking?
8. Do you know how to report campus crime? Are procedures for reporting made clear to students? Does your campus regularly make campus crime statistics available to students? Do you know how to get a copy of campus crime reports? Do you believe these reports are accurate?
9. Does this organization sponsor any awareness/education programs? Do the programs target specific populations? (Incoming students, grad, etc.) Please describe these programs.

10. Do you feel that there is a coordinated effort on campus to combat violence against women? What departments should be involved that aren't?

11. How do you think the Campus project is going? What are the strong points? What are the weak points?

Education Programs Questionnaire

Distribute questionnaire to every campus grant funded education/prevention program on campus.

School Name: _____

Curriculum/Program Name: _____

Participants: _____

Content: _____

1. How many **students** attended this program in the current academic year _____
2. How many **faculty** attended this program in the current academic year _____
3. How many **staff** attended this program in the current academic year _____

4. (For student programs only) Is this presentation for:

- _____ Mixed-sex groups
- _____ Female students only
- _____ Male students only

5. (For student programs only) Please list all student groups that receive this presentation

***Note if a group is not represented on campus indicate with N/A**

- _____ In-coming freshmen
- _____ Dorm residents
- _____ Fraternities
- _____ Sororities
- _____ Married student groups
- _____ Athletic programs
- _____ ROTC groups
- _____ International student groups
- _____ Minorities
- _____ Graduate Students
- _____ Gay, lesbian and transgendered student groups
- _____ Other, please list _____

6. Is attendance at this program mandatory for students _____ Yes _____ No

7. Is attendance at this program mandatory for faculty _____ Yes _____ No

8. Is attendance at this program mandatory for staff _____ Yes _____ No

9. To what extent is/are this curriculum(s) written out.

- _____ Some notes but nothing structured at this time.
- _____ Fully outlined with time at the end for questions
- _____ Partially outlined form
- _____ Completely written out
- _____ Other Describe; _____

10. This curriculum is based on (check all that apply)

- _____ Curriculum used by other programs
- _____ Research from journals & books
- _____ Experts working in the field
- _____ Feedback received from earlier presentations

other, describe _____

11. How is this program/curriculum delivered (*check all that apply*)

- Formal lecture
- Theater Intervention
- Interactive discussion
- Participant role play
- Video-lecture
- Other (list) _____

12. Please list the length, number of sessions, and time per session for this program

Length of Program	Number of sessions	Time per session
Single event		Minutes
Multiple session event		Minutes
Full quarter event		Minutes
Full semester event		Minutes
Other (list)		Minutes
Other (list)		Minutes

13. This presentation includes information on: (*check all that apply*)

- Dating safety/risky dating behaviors
- Disclosing assaultive behaviors
- Dealing with sexual harassment
- Risk factors for rape
- Alcohol & assault
- Healthy communication
- Rape myths
- How to help a survivor
- Cycle of relationship violence
- Changing campus policies
- Relationship violence
- Self-esteem
- Rape (laws, incidence)
- other describe _____
- Rape empathy
- Gender roles
- Resource availability
- Domestic violence (laws, incidence)
- Self defense techniques
- Stalking (laws, incidence)
- The impact of rape
- Assertiveness
- Date rape drugs
- Media depictions of violence against women
- Enforcing campus policies
- How to report

14. What type of materials do you use to supplement this curriculum

- Brochures
- Fliers
- Research briefs
- Other (please list) _____
- Videos
- Audio taped materials

15. Who delivers this prevention program? (check all that apply)

- Program Director
- Counselor/Therapist
- Prevention Specialist
- Researcher
- Community Organization
- Other-- Please Describe _____
- Undergraduate Student (staff)
- Graduate Student (staff)
- Trained Peer Facilitator (non-staff)
- Volunteer
- Community Organization

16. Is this program being evaluated? Yes No

If yes:

16a. Is this program evaluated by

- University staff
- An agency subcontracted to conduct the evaluations
- Other (please list) _____

16b. What kind of information do you collect in your evaluation (check all that apply)?

- Quality of program ratings
- Satisfaction ratings
- Attitude change ratings
- Attitude & behavioral norms
- Prevalence
- Information retention ratings
- Knowledge change ratings
- Other, Describe: _____

16c. Goals to improve this curricula include:

17. Are evaluation results summarized and available for us? Yes No

¹ Mail/Fax responses to: National Campus Evaluation
 Institute for Law and Justice
 1018 Duke St.
 Alexandria, VA 22314
 703-684-5300
 703-739-5533 (fax)

Appendix B
Partnership Survey

School Name: _____

Participation in the Campus Project

This short questionnaire assesses your participation in the Campus project. All project participants should complete this survey. Please indicate whether you strongly disagree, disagree, are undecided, agree, or strongly agree with the following statements. Please provide comments where appropriate. The information you provide should be faxed or mailed to ILJ. Your responses will be kept completely confidential.

Name: _____

Title: _____

Agency: _____

Date: _____

Phone: _____

Strongly Disagree	Disagree	Un-decided	Agree	Strongly Agree		Comments
THE PARTNERSHIP						
1	2	3	4	5	1. The partners in this project work well together.	
1	2	3	4	5	2. Key players from the different agencies have been included in the partnership.	
1	2	3	4	5	3. This partnership will remain in place once federal funding for this initiative is gone.	
1	2	3	4	5	4. Each partner is vested in this effort.	
1	2	3	4	5	5. Partners are open to outside ideas or suggestions.	
1	2	3	4	5	6. All members are well informed.	
1	2	3	4	5	7. The partners have common goals.	
1	2	3	4	5	8. Partners include myself or members of my organization in key planning and strategy sessions.	
1	2	3	4	5	9. The partners have the needs of victims in mind.	
1	2	3	4	5	10. The partnership includes members representative of the cultural/ethnic diversity of the community.	
1	2	3	4	5	11. The partners perceive a shared responsibility for the success of joint projects and activities.	
1	2	3	4	5	12. Each member has an equal voice in the partnership.	
1	2	3	4	5	13. Regularly scheduled partnership meetings occur.	
1	2	3	4	5	14. Relevant information is shared in a timely fashion.	
1	2	3	4	5	15. There are barriers to effective communication (i.e., language, computer incompatibility).	
1	2	3	4	5	16. Information is shared with the public.	
1	2	3	4	5	17. The partnership ensures that there is consensus among members on approaches for conducting activities.	
1	2	3	4	5	18. The partnership has realistic, obtainable, and measurable goals.	
1	2	3	4	5	19. The partnership is on track for meeting its goals.	

School Name: _____

Strongly Disagree	Disagree	Un-decided	Agree	Strongly Agree		Comments
THE CAMPUS PROJECT						
1	2	3	4	5	20. This project has the potential to improve the safety and/or well-being of victims.	
1	2	3	4	5	21. Under this project, victims are encouraged to report their victimization despite the presence of alcohol, drugs, or other personal conduct.	
1	2	3	4	5	22. Under this project, there has been increased campus awareness of violence against women.	
1	2	3	4	5	23. This initiative has helped victim services organizations increase their resources.	
1	2	3	4	5	24. Efforts under this initiative will continue without federal funding.	
1	2	3	4	5	25. The project has a strong commitment from the policy-making level of each organization represented.	
1	2	3	4	5	26. This project has improved victim advocacy services on campus.	
1	2	3	4	5	27. This project has helped increase individual access to violence against women programs and services in the community.	
1	2	3	4	5	28. This project considers cultural, racial, and ethnic differences when planning projects and activities.	
1	2	3	4	5	29. The project is a success.	

Strongly Disagree	Disagree	Un-decided	Agree	Strongly Agree		Comments
PARTICIPATION						
1	2	3	4	5	30. I am encouraged to speak up at meetings.	
1	2	3	4	5	31. My ideas are taken seriously by my partners.	
1	2	3	4	5	32. I really care about the future of this partnership and project.	
1	2	3	4	5	33. My abilities are effectively used by this partnership.	
1	2	3	4	5	34. I am strongly committed to this partnership.	
1	2	3	4	5	35. I am proud of our accomplishments.	

Mail/Fax responses to:
 National Campus Evaluation
 Institute for Law & Justice
 1018 Duke Street
 Alexandria, VA 22314
 703-684-5300
 703-739-5533 (fax)