

Confronting Violence Against Women

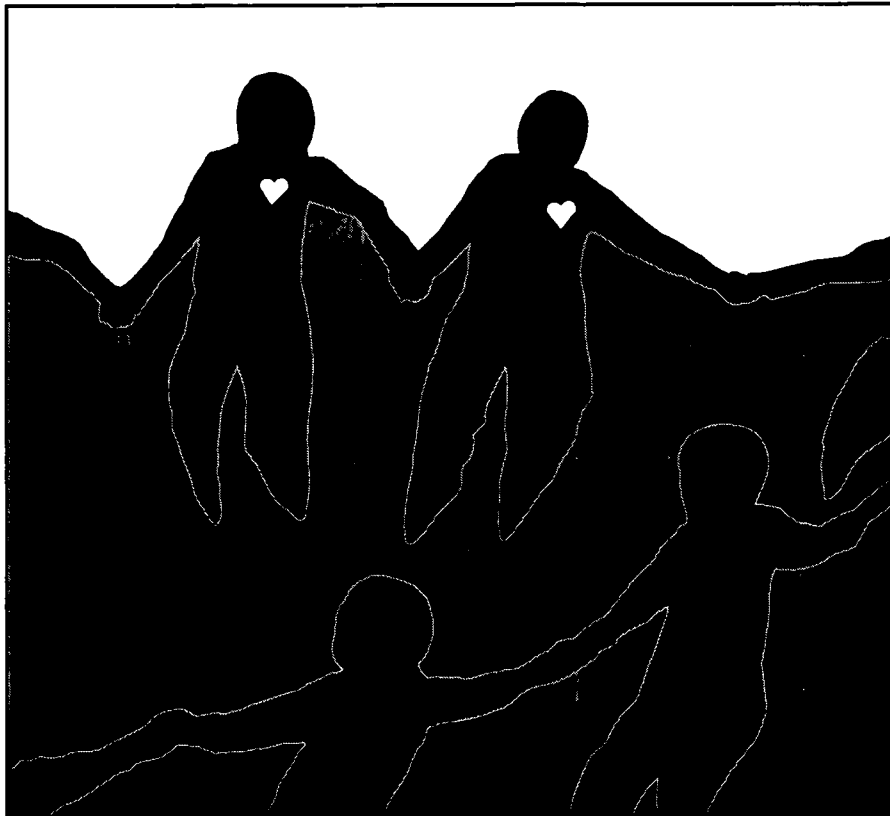
A Community Action Approach





Confronting Violence Against Women

A Community Action Approach



APRI

American Prosecutors Research Institute
ALEXANDRIA, VIRGINIA



National Council of Juvenile & Family Court Judges
RENO, NEVADA

BJA

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Preface

The American Prosecutors Research Institute (APRI) and the National Council of Juvenile and Family Court Judges (NCJFCJ) are proud to provide justice professionals nationwide with *Confronting Violence Against Women: A Community Action Approach*. The purpose of this implementation manual is to give justice professionals and community activists a hands-on, step-by-step guide to forming a coordinating council and to describe several innovative councils that are successfully countering violence against women in their communities.

As violence in families continues to increase and burgeoning caseloads overwhelm the justice system, judges, prosecutors, and allied professionals must seek new ways to combat and prevent violence against women. A coordinating council is an effective mechanism to create a combined community and justice system response to violence against women.

APRI and NCJFCJ are committed to assisting justice professionals and communities in their endeavors to increase safety for survivors of violence against women, provide accountability for offenders, and prevent the recurrence of such incidents. We encourage justice professionals and communities to use this manual in developing and implementing coordinating councils.

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Acknowledgments

The American Prosecutors Research Institute (APRI) and the National Council of Juvenile and Family Court Judges (NCJFCJ) are pleased to provide justice professionals nationwide with a manual to assist them in implementing coordinating councils to combat violence against women in their communities. This publication could not have been completed without the efforts of many dedicated individuals. In particular, APRI and NCJFCJ are grateful to the case study sites for their assistance and guidance throughout this project. The following individuals were invaluable in providing information and organizing the site visits to their jurisdictions: *Debra A. Bright*, Project Coordinator, Mayor's Coordinating Council on Criminal Justice, Baltimore, MD; *L. Tracy Brown*, Director, Mayor's Coordinating Council on Criminal Justice, Baltimore, MD; *Honorable Leonard Edwards*, Judge, Santa Clara County Superior Court, San Jose, CA; *Mary Ann Grilli*, Commissioner, Family Court, San Jose, CA; *Rolanda Pierre-Dixon*, Deputy District Attorney, Santa Clara County District Attorney's Office, San Jose, CA; and *Harriet Russell*, Executive Director, Administrative Office, Supreme Court of Virginia, Richmond, VA.

We owe our sincere gratitude to those who served as advisors to this project and assisted us in defining the key elements and phases for implementing a violence against women coordinating council. Without their dedication and cooperation, this manual would not have been possible. In addition to those mentioned above, these individuals are *Gail Abarbanel*, Director, Rape Treatment Center, Santa Monica, CA; *Sgt. Bruce Brooks*, Northern Police District, Domestic Violence Unit, Baltimore, MD; *Betsy Wade Coyle*, Executive Director, Hampton Roads Committee to Prevent Child Abuse, Norfolk, VA; *Donna Edwards*, President, DC Coalition on Domestic Violence, Washington, DC; *Paula Gann*, Executive Director, Discover Alternatives, Gilroy, CA; *Senator Janet D. Howell*, Virginia Coordinating Council on Family Violence, Reston, VA; *Jann Jackson* (Former Co-chair, Baltimore Domestic Violence Coordinating Council), Associate Director, House of Ruth, Baltimore, MD; *Andy Kline*, Chief Probation Officer, Quincy Division, District Court Department, Quincy, MA; *Detective Gray LeMaster*, Little Rock Police Department, Little Rock, AR; *Dr. Barbara Parker*, Professor, School of Nursing, University of Virginia, Charlottesville, VA; *Marybeth Roden*, Assistant Director, Rape Treatment Center, Santa Monica Hospital Medical Center, Santa Monica, CA; *Rhonda Saunders*, Assistant District Attorney, Los Angeles County, Los Angeles, CA; *Roberta Valente*, Staff Director, Commission on Domestic Violence, American Bar Association, Washington, DC; *Pamela White-Colbert*, Assistant District Attorney, Macon Judicial Court, Macon, GA; and *Jennifer Woolard*, Staff Assistant, Commission on Family Violence Prevention, Charlottesville, VA. APRI and NCJFCJ also want to thank the coalitions and coordinating councils that responded to our request for information about their activities. Many are highlighted throughout the text as examples of promising efforts in combating violence against women.

APRI and NCJFCJ also acknowledge *Barbara Hart*, Legal Director, Pennsylvania Coalition Against Domestic Violence, Reading, PA for her guidance and contributions to the project. In addition to serving as an active member of the original advisory group, she also authored and reviewed several sections of the publication.

The dedication and commitment of APRI and NCJFCJ staff to the completion of this document cannot be overlooked. The following individuals were instrumental in drafting and editing the manual, obtaining information, and designing the manual: *Chris Bailey*, Attorney, Family Violence Project, NCJFCJ; *Kathy Breidenbach*, Senior Administrative Assistant, Family Violence Project, NCJFCJ; *Diana Burlison*, Senior Attorney, Criminal Prosecution Division, APRI; *Susan Dansie*, Manager, Family Violence Project, NCJFCJ; *Merri Hankins*, Unit Director, Criminal Prosecution Division, APRI; *Angela Hart*, Staff Attorney, Criminal Prosecution Division, APRI; *Merry Hofford*, Director, Family Violence Project, NCJFCJ; *Joan Hoy*, Administrative Assistant, Criminal Prosecution Division, APRI; *Susan S. Kreston*, Senior Attorney, National Center for the Prosecution of Child Abuse, APRI; *Diana M. Riveira*, Senior Attorney, Criminal Prosecution Division, APRI; *Cara Sherwood*, Administrative Coordinator, APRI; *Norma Mancini Stevens*, Consultant; *Susan Weinstein*, Staff Attorney, Criminal Prosecution Division, APRI; and *Victor Veith*, Senior Attorney, National Center for the Prosecution of Child Abuse, APRI.

APRI and NCJFCJ further recognize the outstanding work of staff members *Maura Brown*, Law Clerk, Criminal Prosecution Division, APRI; and *Kathy Free*, Policy Analyst, Research Unit, APRI. Both provided support to the successful production of this manual, collected information, wrote several sections of the work, and coordinated the drafts and editing of the manual.

In addition, this manual could not have come to fruition without the editorial contributions and oversight of *Dr. Heike Gramckow*, Director of Program Management and Development, APRI.

Finally, APRI and NCJFCJ appreciate the guidance received from the Bureau of Justice Assistance, U.S. Department of Justice, and the financial support that made this manual possible. In particular, we would like to thank *Jennifer Knobe*, Program Manager, and *Charles "Bud" Hollis*, Chief, Adjudication Branch, for their expert advice and counsel in recognizing this publication's contribution to the criminal justice field.

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Prologue

¹ EDK Associates, *Men Beating Women: Ending Domestic Violence; A Qualitative and Quantitative Study of Public Attitudes on Violence Against Women* (New York: Family Violence Prevention Fund, April 1993).

² B. Hart, "State Codes on Domestic Violence: Analysis, Commentary and Recommendations," *Juvenile and Family Law Digest*, 25, 1 (1992).

Community and Justice System Reform Initiatives

³ S. Schechter, *Women and Male Violence: The Visions and Struggles of the Battered Women's Movement* (Boston: South End, 1982).

Limitations of Individual Sector Reform

⁴ R. E. Dobash and R. P. Dobash, *Women, Violence and Social Change*. (New York: Routledge, 1992); M. J. Steinman, "Coordinated Criminal Justice Interventions and Recidivism Among Batterers," *Woman Battering: Policy Responses*, Ed. M. J. Steinman, (Highland Heights, KY: Academy of Criminal Justice Sciences, 1991).

Over the past 20 years, communities across the country have identified violence against women as a social problem of significant proportions and have initiated a myriad of strategies to stop the violence and protect survivors and their children. This reform movement has generated profound change in public discourse,¹ law,² and institutional practice.

A primary emphasis of this reform effort born in women's centers and led by battered women and their advocates, was the development and institutionalization of community-based shelters, hot lines, legal advocacy projects, and counseling programs for survivors and their children.⁴

Thereafter, advocates expanded the work to target systemic reform. The system most often receiving first attention was the justice system, both civil and criminal. Preliminary efforts sought to effect change in practice of the individual components of the justice system. Typically, job responsibilities were modified, and special policies and practice guides were developed within each criminal justice agency. Practitioners received training on violence against women issues and on changed practices embodied in the new response protocols. Systems to monitor or track perpetrators were established within individual agencies.

The limitations of reform within discrete sectors of the legal system soon became apparent to advocates and their criminal justice colleagues, especially since reform in individual sectors of the legal system did not always foster meaningful intervention. In fact, upgrading the response of individual sectors often appeared to place survivors in greater jeopardy.³

For example, early initiatives by police departments to tailor specific response strategies to domestic violence (e.g., mandatory arrest policies) were not met with corresponding efforts by other sectors in the justice system. Arraigning authorities almost invariably released batterers on personal recognizance without victim-protective conditions, and prosecutors were too often uninformed about the need to charge and prosecute domestic violence cases aggressively.

As a result, police executives and other criminal justice practitioners found themselves in a quandary. Should they insist that responding officers arrest alleged perpetrators if what followed was systemic indifference or hostility to domestic violence intervention? Did uneven or inconsistent practice expose victimized women to perpetrator retaliation? Was post-intervention violence more severe? Did the nonresponse of other sectors discourage battered women and children from seeking assistance from the justice system? Could positive, safe, just outcomes occur without the combined efforts of all sectors of the justice system in concerted interventions?

Furthermore, reform that was independently undertaken in the various sectors of the justice system also often appeared to exacerbate fragmentation among them. The criminal justice system in many jurisdictions had no shared vision and no mechanism for problem identification and solution development. There was no vehicle to move recalcitrant components to appropriate action. Neither was there communication, coordination, or interface among sectors. Public accountability by justice system sectors was lacking. No method or authority to monitor adherence to standards or practices was adopted. Nor were systems implemented to incorporate community input or evaluate the efficacy of new practices.

**Coordinated Community
Response to Violence
Against Women**

Based on these experiences, leaders in the field concluded that a process must be devised to create a shared understanding of violence against women issues. This process includes the development of a common vision about the goals of intervention, the inclusion of relevant “communities at risk” in the design and implementation of the coordinating effort, the employment of essential response practices in each sector of the justice and human services systems, communication and collaboration among all sectors, and systems for public accountability.

The Coordinating Council

This manual focuses on one approach to coordinated community intervention—the Coordinating Council. It is designed to give the reader hands-on assistance in designing a successful council. It offers practitioners a step-by-step guide to council development, priority setting, implementation, and evaluation. It suggests activities that have been effectively employed by councils across the nation. It provides council organizers with contact information about coordinating initiatives across the country. The appendixes offer tools for strategizing, assessment, and planning.

Council development is an incremental process. Most communities that have established councils started with a small initiative and involved core agencies and professionals in an informal task force. Often, the organizers were advocates from community-based domestic violence programs, police officers, prosecutors, and judges. The core group targeted tasks that quickly produced valuable products for and created communication systems among the participating agencies. Membership in the coordinating initiative invariably expanded as practitioners and policy makers in sectors beyond the core agencies recognized both that they were stakeholders in the work to end violence against women and that collaboration would advance their work.

Two fundamental principles that have guided this work from its inception are that the coordinating group (council, task force, partnership, etc.) must:

- always listen to the voices and experience of violence against women survivors, and
- embrace the leadership of those women and their advocates in the work.

Coordination efforts that do not partner with survivors and advocates inevitably, and sometimes quickly, find themselves promoting practices that are inimical to the justice, safety, agency, and restoration requirements of the women and children jeopardized by violence.

Growth sometimes strains the collegial relationships of the core team, but when expansion is paced consistently with the human resources in the community, opportunity for expansion of the work invites the core group to open itself to new alliances. As objectives are achieved, the work and thus the leadership of the coordinating efforts may shift. It is, therefore, always important to build capacity among new members.

For the long haul, patience, diligence, perseverance, processes for conflict identification and resolution, humility, kindness, periodic reflection on shared goals, communication of accomplishments, and recognition of the profound contributions of the work to victims and the community will sustain the effort.

Carry on, and let us hear what happens!

BARBARA HART
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Against Domestic Violence



Introduction and Overview

Every day on television or in the newspaper there is another story about a family caught in the web of violence. Women and their children are abused, battered, and sometimes killed. Families are torn apart. The impact of this violence is mirrored in the faces of women and children and is evident in families, the media, the courts, hospitals, and schools.

¹ American College of Emergency Physicians, *Domestic Violence: The Role of EMS Personnel* (1995).

² R. Bachman, *Violence Against Women: A National Crime Victimization Survey Report*, U.S. Department of Justice (1994).

³ R. Bachman, and L. Saltzman, "Violence Against Women: Estimates from the Redesigned Survey," *Bureau of Justice Statistics Special Report*, U.S. Department of Justice (August 1995).

⁴ American Medical Association, *Diagnostic and Treatment Guidelines on Domestic Violence* (Chicago, 1992).

⁵ Bachman and Saltzman, "Violence Against Women."

⁶ D. Craven, "Female Victims of Violent Crime," *Bureau of Justice Statistics Selected Findings*, U.S. Department of Justice (December 1996).

A leading threat to society today is the ever-present cycle of violence directed toward women. An estimated eight to twelve million women in the United States are at risk of some form of abuse by a present or former partner.¹ Domestic violence is one of the most common forms of violence against women. Researchers estimate that about 1.7 million women annually experience violence committed by a relative.² In addition, findings from the *National Crime Victimization Survey* suggest that 500,000 women report being victims of sexual assault each year.³ Rape is present in the majority of violent marriages,⁴ and 75 percent of sexual assault victims are raped by an acquaintance, an intimate partner, or a family member.⁵ Often, women fear their spouses or partners returning home after work more than an attack by a stranger brandishing a knife. Overall, 78 percent of women victims are victimized by a relative, intimate, or acquaintance.⁶

The scope and severity of violence against women, its impact on the justice and social services systems and, most important, its devastating effect on families and society as a whole serve as a resounding call for the development of carefully crafted and meaningful solutions. To form such solutions, the various players must combine and adapt their own objectives to work together in developing approaches that prioritize the safety of victims. Prosecutors, law enforcement personnel, courts, social services professionals, victim advocates, and allied professionals increasingly are turning to innovative coordinated strategies to combat violence against women. While these strategies have various names – task forces, coordinating councils, advisory committees, or governors' commissions – they share a common purpose: to create partnerships for effective intervention and prevention of violence against women.

Coordinated efforts promote the effective management of cases dealing with violence against women by providing mechanisms for improving communication between criminal justice and other involved agencies, establishing specific protocols for responding to these cases, and educating the community on the complex issues related to these violent incidents. A coordinated, collaborative response acknowledges the complex dynamics of violence against women, honors the different goals and mandates of justice and social services professionals, and seeks safety and restoration for victims while also mandating accountability for batterers.

Evolution of Violence Against Women Coordinating Councils

⁷ B. Hart, Coordinated Community Approaches to Domestic Violence (Paper presented at the Strategic Planning Workshop on Violence Against Women, National Institute of Justice, Washington, DC, March 31, 1995), 2.

⁸ T. Ritmeester, "Batterers' Programs, the Battered Women's Movement and Issues of Accountability," *Education Groups for Men Who Batter* (1993). See also M. Asmus, T. Ritmeester, and E. Pence, "Prosecuting Domestic Abuse Cases in Duluth: Developing Effective Prosecution Strategies from Understanding Abusing Relationships," *Humline Law Review* 15 (1991), 115.

⁹ J. Fagan et al., National Evaluation of the LEAA Family Violence Demonstration Program: Executive Summary (1988), 3.

¹⁰ Ibid.

¹¹ Duluth Domestic Abuse Intervention Project, *Creating a Public Response to Private Violence* (Duluth, MN: National Training Project, 1993).

¹² Bureau of Justice Assistance, U.S. Department of Justice, *Family Violence: Interventions for the Justice System* (Washington, DC: U.S. Government Printing Office, 1993).

¹³ Ibid.

The idea of creating coordinating councils to respond to domestic and family violence originated in the early 1970s, when victims began turning to one another for support. Initially, grassroots activists established shelters and counseling programs for battered women and their children. Victims' rights advocates recognized that the existing responses of civil and criminal justice to violence against women were mostly ineffective, demoralizing, and sometimes jeopardized victims. These advocates identified the need to formulate strategies and initiate programs to reform the inadequate responses at both systemic and societal levels. Early interagency intervention programs focused on changing the way police and courts handled domestic violence cases.⁷ The need for a coordinated community response to address the ultimate goals of safety, autonomy, and restoration for battered women and their children became evident to advocates and service providers.⁸

In response to the growing need for a coordinated approach to violence against women, in 1978 the Law Enforcement Assistance Administration (LEAA) initiated a national demonstration project to "test various service delivery approaches to preventing and reducing family violence through criminal justice intervention and coordination of services among legal, medical, social services, and private agencies."⁹ These efforts recognized the need to connect as many systems and individuals as possible and focused on linking medical and social service systems with criminal justice systems.¹⁰ This new approach, combined with the work and expertise of advocates who worked extensively with victims of domestic and family violence, was the basis for a movement that evolved into the creation of coordinating councils.

The idea of coordinated intervention against domestic violence expanded in 1981 with the development of the Duluth (Minnesota) Abuse Intervention Project (DAIP), in which nine city, county, and private agencies came together to coordinate efforts in domestic and family violence cases. DAIP developed policies, procedures, and protocols to guide agency responses. DAIP policies focused on protecting victims from continued violence by combining legal sanctions, offender rehabilitation programs and, when necessary, incarceration.¹¹ To assess the accountability of individual agencies, DAIP also monitored the compliance of professionals by periodically reviewing records and interviewing victims of family violence.

The movement to coordinate the judicial response to domestic and family violence continued to grow, and the search for the judicial forum best suited to respond effectively to family violence cases yielded a variety of results.¹² The criminal court often provides the most immediate and tangible response to family violence by prosecuting the offender and prohibiting further contact with the victim as part of the release conditions. Family and civil courts, on the other hand, consider family violence in the larger context of custody and visitation decisions. Whether criminal, civil, or family court, one court system alone generally is not equipped to deal with the complicated issues surrounding family violence. Since cases involving the same family often are pending simultaneously in several courts, coordination and information sharing among key players is essential for successful intervention in family violence cases.¹³ The National Council of Juvenile and Family Court Judges (NCJFCJ) recognized the need for a coordinated judicial response and in 1987, under a grant from the Bureau of Justice Assistance (BJA), helped establish family violence coordinating councils in Portland,

¹⁴ S. Herrell and M. Hofford, *Family Violence: Improving Court Practice* (Reno, NV: National Council of Juvenile and Family Court Judges, 1990).

¹⁵ *Ibid.*

¹⁶ L. P. Edwards, "Reducing Family Violence: The Role of the Family Violence Council," *Juvenile and Family Court Journal* (1992), 1-18.

¹⁷ APRI and NCJFCJ, with funding from BJA, provided intensive technical assistance to the three sites mentioned. This manual contains numerous illustrations and information gathered from these sites. For more detailed information on these councils, see Appendix A. In addition, highlighted throughout the text are several examples from other coordinating councils identified throughout this project. See Appendix B for a list of statewide councils and coalitions and relevant contact information.

Oregon; Quincy, Massachusetts; and Wilmington, Delaware. In 1990, the NCJFCJ adopted an official position on the need for coordinated strategies with the publication of *Family Violence: Improving Court Practice*.¹⁴ NCJFCJ recommended that "any state or local jurisdiction attempting to improve the justice system response to family violence should make the establishment of a coordinating council a priority." This publication describes the basic structure of a coordinating council and advocates that these councils take an active role in educating the community about family violence and the appropriate system responses. Moreover, councils should take the lead in holding courts and service providers accountable.¹⁵

The movement encouraging the creation of coordinating councils achieved greater momentum in the early 1990s. In 1992, the leader in the formation of the Santa Clara County Domestic Violence Council in San Jose, California, Santa Clara Superior Court Judge Leonard P. Edwards, wrote "Reducing Family Violence: The Role of the Family Violence Council,"¹⁶ which would become the seminal piece on creating coordinating councils. Another major event in the evolution of coordinating councils was the 1993 conference, *Courts and Communities: Confronting Violence in the Family*, hosted by NCJFCJ and funded by the State Justice Institute. Every state was represented by a judicially led team which developed action plans that focused on coordinated responses that each state could initiate.

In 1994, recognizing the seriousness and magnitude of crimes against women, Congress included the Violence Against Women Act (VAWA) in the Violent Crime Control and Law Enforcement Act of 1994. With the passage of this legislation, millions of dollars became available to criminal justice offices and organizations nationwide to combat violence against women. BJA recognized that this fight could not be won without collaboration and coordination among criminal justice agencies, service providers, and the medical community. In 1994, BJA awarded monies to the American Prosecutors Research Institute (APRI) and NCJFCJ to provide technical assistance to three jurisdictions with coordinating councils and evaluate their use of the BJA funds to implement new or augment existing programs. Those councils were Baltimore, MD; Santa Clara County, CA; and the Commonwealth of Virginia (Richmond, VA).

From the efforts described above, numerous state, county, and local councils and task forces were created. Since then, the movement continues to flourish with the development of new councils and task forces on local, county, and state levels and with the maintenance or expansion of existing councils.

A number of coordinating councils and task forces around the country have enjoyed great success. Their influence is felt on local, county, and state levels. This manual will highlight the experiences of three jurisdictions in the creation and operation of a family violence coordinating council or task force: on the local level (Baltimore, MD); on the county level (Santa Clara County, CA); and on the state level (Commonwealth of Virginia); as well as other councils that have taken strides to combat violence against women in their communities.¹⁷ The following short synopses provides an initial introduction to the work of the three jurisdictions.

The Baltimore, Maryland, Experience

In 1983, the State's Attorney for the City of Baltimore requested that the mayor establish a task force on domestic violence. The mayor agreed, and a task force was created consisting of 25 representatives from the criminal justice system and the community. In 1984, the task force recommended the implementation of the Mayor's Domestic Violence Coordinating Committee (DVCC), which has met regularly since that time. DVCC monitors and coordinates the response of the legal system and the community to domestic violence incidents in Baltimore City. To accomplish its goals, DVCC facilitated the signing of the Baltimore City Domestic Violence Policies and Procedures in 1989. In 1991, DVCC facilitated the signing of an Interjurisdictional Agreement on Domestic Violence between Baltimore City and Baltimore County. DVCC continues to oversee the implementation and effectiveness of the policies and the agreement, and to develop innovative ways to provide services to domestic violence victims.

The Santa Clara County, California, Experience

Santa Clara Superior Court Judge Leonard P. Edwards served as an advisor on the publication Family Violence: Improving Court Practice. He felt that NCJFCJ's recommendation on establishing a coordinating council was of paramount importance. In 1990, with determination and vision, Judge Edwards spearheaded the formation of the Santa Clara County Domestic Violence Council. The Santa Clara Council experienced great success and has served as a model since its creation. In 1992, Judge Edwards chronicled the creation of the Santa Clara Council in an article titled "Reducing Family Violence: The Role of the Family Violence Council."¹⁸ The article outlines the experiences of the Santa Clara Council and focuses on issues such as the creation, operation, and maintenance of a family violence council. Judge Edwards' article has helped to stimulate the national interest in coordinating councils and continues to be an invaluable resource.

¹⁸ Edwards, "Reducing Family Violence," 1.

The Commonwealth of Virginia Experience

The Virginia Commission on Family Violence Prevention was established in 1994 pursuant to a joint resolution of the Virginia House of Delegates. The commission builds on the work of the Domestic Violence Coordinating Council established by Chief Justice Harry L. Carrico of the Supreme Court of Virginia. The Coordinating Council identified a number of critical areas requiring attention, including establishing a state-level coordinating mechanism; encouraging local coordinated approaches; enhancing public and professional education; and crafting effective, responsive legislation and criminal justice approaches. The commission has been re-authorized, and now is charged with determining the impact of family violence on children; examining the availability and accessibility of services and resources to victims; investigating the development of standards for effective batterer treatment programs; examining effective prosecution techniques; and determining services, resources, and legislation needed to further address, prevent, and treat family violence.¹⁹

¹⁹ Commonwealth of Virginia, Commission on Family Violence Prevention, *Report of the Commission on Family Violence Prevention To the Governor and General Assembly of Virginia* (1997), 1.

Purpose of This Manual

²⁰ Although the examples provided throughout the manual usually focus on domestic violence initiatives, establishing coordinated approaches to include other forms of violence against women should not be overlooked. Most of the pioneering work has been conducted by domestic violence-related organizations, but this does not diminish the importance of a coordinated response to sexual assault and stalking cases. In addition, the purpose of councils may expand to include other survivors of family violence and related criminal justice issues (e.g., protecting children, juvenile justice initiatives).

²¹ See Appendix A for program briefs describing coordinating councils in Baltimore, MD; Santa Clara County, CA; and the Commonwealth of Virginia.

Developmental Phases and Key Elements of Coordinating Councils

This implementation manual outlines the basic requirements for the development of a coordinated community action approach to confronting violence against women and children.²⁰ It is intended to assist criminal justice professionals, judicial practitioners, and direct service providers who are initiating a coordinated approach or who want to enhance existing coordinated approaches to address violence against women in their jurisdiction. The manual addresses issues related to starting a new council or task force. The manual also discusses maintaining and enhancing existing councils to achieve an improved level of coordinated response to violence against women. In addition, three program briefs outline innovative coordinated approaches to handling cases of violence against women.²¹

Certain key elements are characteristic of all coordinating councils that address violence against women, despite differences in organization, operation, size, and composition. For this manual, the key elements and developmental phases were identified by practitioners and other experts representing law enforcement, prosecution, courts, probation, research, victim advocacy, crisis intervention, and others who participated in coordinated responses. This manual was structured to provide practitioners with step-by-step assistance. As a result, the outline provides a basic checklist for the development of coordinating councils. Depending on the specific needs of a jurisdiction, requirements may hold different weights, may require different levels of effort and resources, and may represent different degrees of challenge. Although the phases suggest that a particular order of events must occur to create a coordinated effort, many of them can occur simultaneously. Thus, considering the broad range of communities and their different needs, the checklist can serve only as a basic guide for communities in establishing their coordinated approaches; however, it will provide practical assistance for any jurisdiction embarking on such efforts.

Council Development Checklist

Phase 1. Taking Inventory for Creating Coordinated Intervention Systems

- ✓ Identify and analyze information on the strengths and weaknesses of existing systems, including the local criminal and civil justice system, the service delivery network, state statutes, and community organizations and institutions.
- ✓ Determine the community needs in combating cases of violence against women.
- ✓ Assess available resources.

Phase 2. Defining the Council's Membership

- ✓ Identify and include all stakeholders.
- ✓ Gain commitment of policy makers.
- ✓ Ensure victims' advocates and survivors a voice at the table.
- ✓ Clarify expectations and roles of all members.

Phase 3. Establishing the Organizational and Operational Structure of the Council

- ✓ Assess whether the council will be an independent entity, part of an existing governmental agency or a nonprofit organization with tax-exempt status.
- ✓ Establish leadership and membership roles.
- ✓ Determine the decision-making process.
- ✓ Determine who will speak publicly for the council.
- ✓ Develop a team approach.
- ✓ Develop a plan for resolving conflict.

Phase 4. Developing a Mission Statement, Goals, and Strategic Action Plan

- ✓ Develop a mission statement to communicate the overall purpose of the council.
- ✓ Identify the long-term and short-term goals necessary to achieve the mission.
- ✓ Identify other stakeholders.
- ✓ Develop a realistic time-task plan in which to complete the outlined goals and objectives.

Phase 5. Launching the Council

- ✓ Plan the first meeting.
- ✓ Set the agenda.
- ✓ Hold the first meeting.
- ✓ Maintain the council.

Phase 6. Identifying Funding Sources and Marketing the Council

- ✓ Assess available funding sources.
 - ✓ State, county, or city general funds.
 - ✓ Pilot grant programs.
 - ✓ Discretionary grants.
 - ✓ Grants under the Violence Against Women Act.
 - ✓ Public/private partnerships.
- ✓ Launch a media campaign to educate the public on the council's existence.
 - ✓ Hold a press conference.
 - ✓ Develop a public service announcement.
 - ✓ Develop informational materials and spokespersons.

Phase 7. Conducting a Program Evaluation to Measure Success

- ✓ Develop an evaluation plan during the planning stages of the council.
 - ✓ What type of evaluation will you conduct?
 - ✓ What type of data need to be gathered?
 - ✓ Who can gather and analyze the data?
- ✓ Guide resource allocation and strategic planning decisions.
- ✓ Build accountability into the council's activities.

Preventing violence, protecting victims, and holding offenders accountable are complex long-term goals that need the consistent attention of the community for the indefinite future. The principle behind councils and task forces is to ensure that a representative of every group that deals with violence against women in a particular community is able to meet on a regular basis, to agree upon goals, and to identify projects that need to be accomplished and areas in which the community response to violence against women can be improved. Councils provide the structure for a community to address the complexities of combating violence against women.



PHASE 1

Taking Inventory for Creating Coordinated Intervention Systems

To create coordinated efforts that are appropriate and feasible, targeted to the specific needs of a community, and sensitive to specific local circumstances, it is important to assess the available resources and conditions within the community. Any group considering the development of a coordinated community response to violence against women will find it helpful to take an inventory of existing services to identify what resources already exist, where the gaps are and what can be done to close these gaps.

An inventory can provide the following information:

- *Description of intervention activities/practices within the community.*
- *Assessment of the existing intervention system.*
- *Identification of the leadership engaged in combating violence against women in the community.*
- *Mapping of intervention programs and activities.*
- *Assessment of the readiness of the organizing group.*

Description of Practices in the Violence Against Women Intervention System

A first step toward assessing community resources and capacity is to assess existing response practices.

INTERVENTION PRACTICES. Often, the preliminary organizing group includes representatives from community-based shelters and services, law enforcement, prosecution, and the courts. Group members can quickly identify which responses and practices exist within their respective sectors.

Typical elements of community violence against women intervention systems include:

Support Programs

- Emergency shelter
- 24-hour hotline
- Crisis intervention
- Counseling
- Legal advocacy
- Children's programs
- School curricula
- Brokering of ancillary services
- Outreach programs
- Comprehensive safety planning
- Bridge housing
- Community education
- Job training and counseling
- Community organizing
- Court accompaniment

Law Enforcement Practices

- Prioritized dispatch to domestic violence calls
- Palm cards regarding victim safety
- Victim rights notification
- Pro-arrest or mandatory arrest
- Low rate of dual arrest
- Weapons confiscation
- Comprehensive investigation
- Incident reports
- Follow-up, inform, and investigate
- Preliminary safety planning
- Arraignment and risk assessment
- Notice regarding charges/release
- Service of protection orders
- Enforcement of protection orders
- Registry participation

Prosecutor Practices

Bail review, victim protection
Victim-witness services
Notice of rights
Notice of release and escape
Victim input throughout process
Victim compensation applications
Outreach to victims
Secondary safety planning
Comprehensive charging
Specialization on domestic violence practice
Victim-protecting prosecution
Preservation of evidence

Court and Judicial Practices

Secure courthouse
Protected waiting rooms for victims
Expedited docketing of domestic violence cases
Dedicated courts/dockets
Criminal/civil history reviews
Appropriate bail conditions
Victim input/risk assessment
Sentences: protective conditions
Compliance reviews
Prioritized restitution for victims
Protection orders: 24-hour availability
Broad eligibility and relief in protection orders
Enforcement procedures
Custody and protection for children
Economic relief
Custody presumption

Organizers can quickly evaluate which system elements are operative among the four core sectors of any violence against women intervention system. The use of an assessment tool that compares local practice with a state-of-the-art intervention system is especially helpful to develop a particularized overview and offers great direction for planning.¹

¹ A comprehensive diagnostic tool was created by the Tucson/Pima County Domestic Violence System Design Task Force. For more information, contact the Tucson/Pima County Domestic Violence Commission at 520/791-3244.

APPROACHES TO INTERVENTION. Beyond enumerating the practices of each component, an assessment should also identify the approach that each sector takes, including whether the following have been articulated or implemented in each sector:

- Statement of the community's or agency's philosophy about violence against women intervention.
- Protocol or practice guidelines for intervention.
- Strategies for enhancing victim safety.
- Mechanisms for informing victims of their rights and remedies.
- Processes for response to victim dissatisfaction with practice.
- Explicit expectations for offender accountability.
- Training for professionals on violence against women issues.

The Dane County Coordinated Community Response Task Force on Domestic Violence in Madison, Wisconsin, conducted a thorough analysis of the problems and gaps in domestic violence intervention in the county's justice system (the district attorney's office, law enforcement, probation and parole, and judges/courts), the human services and provider network, and related systems and services (medical, schools/child care workers, clergy) with participation from all primary agencies. The analysis yielded recommendations for improvement in the systems' training, policies, and resources. The task force has acted on several of the recommendations and has achieved success in promoting system change and cohesion in working to improve safety for victims and accountability for perpetrators.

**Assessment of Violence
Against Women
Intervention in the
Community**

While inventories typically describe agencies, practices, and personnel, an inventory on intervention systems should also address issues of service provider vision, accessibility, competency, utility, visibility, adequacy, and accountability.

- **Vision.** How does each organization define domestic violence, sexual assault and stalking? How does it describe its mission and goals? Is its overarching goal safety and justice for victims? Does it subscribe to the principle of accountability to victims in constructing and implementing intervention strategies?
- **Accessibility.** Are emergency services, crisis intervention, criminal justice, health care, and emergency housing available 24 hours a day, 7 days a week? Are protection orders available on an emergency basis? Are there costs associated with services? Are services available only to victims who are participating in the prosecution of their offenders? Are there eligibility requirements for services?

Are criminal justice interventions delivered in a timely manner?

Are services and criminal justice agencies located where victims can access them?

Are the services and agencies adequately multicultural and multilingual? Do they reflect the communities within the jurisdiction? Are they free of barriers to victims with physical and mental disabilities?

- **Competency.** Are the professionals who are delivering services and intervention adequately informed about violence against women issues, community resources, the legislation, and the justice system practice? Are they fully trained to perform their specific responsibilities? Do practice guides and protocols that give explicit and sufficient direction to practitioners exist? Are adequate resources targeted to the work of practitioners? Do databases give practitioners comprehensive information about offenders and enable sufficient tracking? Is information about other services adequate for tailoring specific referrals? Are communication systems and protocols established for sharing critical information between agencies?
- **Utility.** Are the services and interventions in the community useful for victims in their efforts to achieve safety and justice? Do they stop the violence, require offender accountability, ensure victim safety, enhance the agency, and promote the empowerment of victims?

Or are victims compromised by the current system? Are practices victim-affirming or victim-blaming? Are victims penalized for the recidivism of offenders? Do victims return to agencies within the jurisdiction seeking additional services and intervention to end the violence? Are victims seen as active help-seekers or as arbitrarily resistant to intervention systems?

Are there periodic evaluations within the sectors that assess whether their practices actually reduce violence, enhance victim safety, improve the quality of life of victims, and require perpetrator accountability? Do evaluations invite consumer feedback? Is victim satisfaction high?

- **Visibility.** What strategies for public education, marketing, and outreach are utilized by agencies within the jurisdiction? To whom are they targeted? By which vehicles? Do the agencies routinely utilize the media to deliver messages related to the intolerability of violence against women and the availability of services and legal protection?

From which sources do victims report they have learned about available interventions and services?

Are professionals in agencies that do not offer specialized services aware of the range of legal and human services options available to survivors and their families?

- **Adequacy.** Are there adequate criminal justice and human services to accommodate the needs of victims and perpetrators?

Are the state and municipal codes sufficient to achieve justice and safety for victims and accountability for offenders?

Do all system providers teach victims about legal options and safety planning?

- **Accountability.** Do all sectors in the intervention system invite the leadership of survivors in the development and implementation of practices?

Do all sectors recognize that their practices must be measured against a yardstick of safety for victims and accountability for perpetrators rather than numbers served, dispositions achieved, careers enhanced, expansion of services delivered, or sophistication of data or information systems?

The New Hampshire District Court Domestic Violence Coordinating Council Project has undertaken a data collection effort to identify the extent of the domestic violence problem in New Hampshire. The project feels that it is critical to the understanding of the problem of domestic violence that New Hampshire be able to identify the numbers of people affected by this problem.² The data collection effort will include gathering information on the law enforcement response to domestic violence, the number of victims served by shelter services, the number of victims who used advocacy services to file a petition, and the level of involvement of other public services.

² New Hampshire District Court Domestic Violence Coordinating Council Project, "Report to the Chief Justice, District Court Domestic Violence Coordinating Council Project, May 1994–May 1995."

Identification of Leadership Within the Human Services and Justice Sectors

Beyond knowing the practice in each system (the "what" and the "how"), the council's organizers will want to identify the "who"—the key people in each system, both those who support coordinated community intervention and those who might resist systemic change or coordination among the various sectors in a community response initiative. This investigation should identify both the high-profile or public leaders and those whose work is vital but less visible.

This is really a personnel inventory that not only identifies individuals in leadership positions but those with leadership potential or influence in various functions. Organizers might start generating a list of all the people they know in each sector who are doing work in the field. This assessment might evaluate whether the leadership elements below are reflected in the organizing group and among practitioners engaged in combating violence against women in the community.

LEADERSHIP ATTRIBUTES. The expression “born to be a leader” usually refers to public, powerful, political leaders. The adjectives that often come to mind about the personal attributes of these leaders include articulate, brilliant, charismatic, confident, energetic, fair-minded, goal-directed, honest, personable, persuasive, powerful, productive, and risk-taking. Yet there are other characteristics of leadership essential for an effective coordinated community response. These include attentive to detail, communicative, consistent, cooperative, dedicated, helpful, inclusive, networking, persevering, problem-solving, process-oriented, respectful, resourceful, supportive, and sharing.

Few people have all these attributes. The task of the organizers is to find a rich mix of these attributes among the leaders chosen to promote the coordinating initiative.

LEADERSHIP SKILLS. Participants in a council or other coordinating approach must be skilled practitioners. Among the essential skills are agenda setting, analytical, communication, constituency expanding, decision making, fundraising, group facilitation, group process, information acquisition and distribution, investigation, media relations, minute taking, monitoring, networking, persuasion, power brokering, problem spotting, public speaking, resolution crafting, task identifying, technological/electronic, and writing.

Again, no one person brings all these skills to a coordinating initiative. However, an effective council or task force will require all of them. Should an inventory of leadership skills reveal some missing pieces, the organizers should identify others within the community who might bring the requisite skill to the work. On the other hand, most of these skills can be learned if they are not brought to the table initially. Coordinating efforts should not only utilize the skills of the organizers and other identified leaders, but should seek to incrementally build the capacity of all those involved in the violence against women intervention initiative. Depth of skills in a council or task force will both enrich and expedite the work.

LEADERSHIP RESOURCES. Sometimes we overlook the vital importance of resources to any coordinating effort. Human, organizational, and financial resources are essential factors in the implementation of leadership. Often, practitioners are unaware of all the resources they can bring to a coordinating initiative. Therefore, in assessing resources, the investigator should probe to encourage leaders to fully identify the resources they can broker for the council.

Human resources include knowledge, passion, contacts, authority, time, vision, friends and other volunteers, and commitment to the work. Organizational resources include influence to bring people to the table, support staff, conference rooms, editors, publishing capacity, photocopiers, mailing lists, postage, e-mail access, software to construct council databases, libraries, and other professionals who can undertake discrete pieces

of work. Financial resources are often obvious but bleak; yet investigating participants' experience with grassroots, corporate, governmental, and philanthropic resource acquisition, including but not limited to money, will likely reveal potential sources of financial support.

Council organizers may elect to informally inventory resources brought to the developmental phase of the work by the practitioners launching the initiative. However, as coordination moves beyond the core group, more formal identification of the resources vested in leadership will be necessary to evaluate the additional resources essential for council activities, organizational maintenance, and institutionalization of the coordinated intervention system.

LEADERSHIP VISION. Vision often starts with passion for the work: a passionate belief that justice must be achieved for violence against women survivors; a passionate commitment to nonviolence; a passionate belief that community institutions can be changed to effect safety and justice; a passionate belief that grave risk is posed for the entire community when women and children are victimized. However, passion is stifled unless it is translated into a vision both of the changes that must be effected to make the world safe for women and of the array of methods that might be employed to reach a violence-free and just world for women and children.

Visioning offers the big picture — a glimpse at the whole produced from the minutiae of the parts represented by the various sectors of the violence against women intervention system. It draws diverse people to the work as it offers a picture of the outcome that invites many people to claim their piece in the puzzle. It clarifies the fact that no person or group can accomplish the goal of abating violence against women alone. Visioning brings the emotion of justice-seeking to the work. Visioning helps participants avoid getting sidetracked. It is a hedge against the distractions caused by setbacks. Visioning sustains for the long haul. It affirms and celebrates the incremental victories and pushes the community toward the goal of ending violence against women.

Visionary leadership can be tricky. Many practitioners are leery of attaching themselves professionally to a social cause—even one that is justice-seeking—that evokes passion and emotion, requires high levels of commitment, involves diverse constituents, entails great breadth of activity, and anticipates that change will not be immediate. But not all leadership is or must be visionary. It is sufficient to a coordinated community undertaking that some of the leadership, often the most respected and charismatic of the leadership core, shares the vision of social change.

An inventory of leadership in the existing violence against women intervention system within the community will enable the organizing group to sort out roles and assign responsibilities to the members of the coordination effort in a way that maximizes their strengths and promotes cooperative, complementary processes within the council.

Mapping Intervention Programs and Activities

Mapping is the process of locating programs and intervention activities geographically within the community. The following illustration outlines the mapping of a domestic violence system response. The same activity should be undertaken for mapping intervention programs and activities for stalking and sexual assault.

Cartographers of coordinated community intervention might start by locating all emergency shelter services offering specialized services to victims of domestic violence on a map of the jurisdiction. They might then locate all other emergency shelters for women with or without children. The various types of emergency shelters can be denoted by different colors or symbols on the map.

The cartographers might next locate all emergency medical facilities in the jurisdiction, indicating whether they provide specialized outreach or social services for domestic violence victims. They could then locate all police precincts or station houses, again noting if specialized domestic violence services are available at each. They might locate all the neighborhood watch groups, recording only those that are trained in domestic violence intervention. Then they could mark down the religious institutions that provide assistance to victims of domestic violence and the type of service rendered. They might draw the public transportation routes and stops.

This charting could continue until all the human services, neighborhood, educational, religious, business, and justice agencies working to end domestic violence are identified.

Mapping entails investigation and verification. The process typically involves interviewing persons or agencies preliminarily identified as working in the field and asking them for names and contacts of others working in all sectors of the community. Each contact may generate five more. The technique enables cartographers not only to identify services but to uncover the informal or formal linkages between the agencies and community systems; it may thus produce a matrix of connection and interaction.

The completed product could be a map or a series of overhead transparencies rendering the location and number of programs or agencies engaged in domestic violence intervention work. The map could identify the gaps in service in certain localities, pinpoint access issues, offer direction to local networking, suggest redeployment of workers, highlight the need for infrastructure development, or inform outreach and expansion efforts. Mapping is a useful tool for planning and evaluation. The map(s) might also be used for marketing and fundraising.

Taking a full community inventory will offer the organizers valuable information about the strengths and weaknesses of the current intervention systems. The process and product of the inventory will inform the organizers of design and formation issues, giving direction to issues of membership, resources, structure, committees, and priorities.

**Assessing the Readiness
of the Organizing Group**

At some juncture, and perhaps before the ambitious assessment and mapping of the community outlined above, the organizers should assess their own strengths and the gaps of leadership within the group.

Questions that the organizers will want to answer include:

- Do we have a shared understanding of what is violence against women?
- Is a council the best vehicle for advancing coordination and collaboration to end violence against women in this community at this time? Or should we start with a small working group of core sectors, build a successful track record, and expand through committee work? Then, should we form an intervention project like that in Duluth or a task force of practitioners from across the human services and legal systems? Should we consider the utility of a council as a vehicle for coordination, recognizing that the leadership of a council will likely be elected officials and agency directors rather than practitioners or midlevel policy makers?
- Do we agree on the mission and goals of the coordinating mechanism?
- Is the leadership among us sufficient? Do we have the essential leadership attributes, skills, resources, and vision? If not, who can we invite to join our organizing efforts? How will we know when we have enough for an effective organizing committee?
- Are violence against women survivors and advocates included as full partners in the organizing group?
- Are there constituencies, including underserved populations as well as power brokers, that must be included in the organizing/formation phase of the coordination work who are not at the table?
- Will the community embrace our leadership, or do we have to work to enhance our authority, credibility, and influence? How can we best achieve the power essential for the organizing phase?
- What community linkages do we represent? What does a map of our network look like? What additional linkages can we broker?
- Do we have experience in group process that moves to action? Do we agree on a decision-making process? Is there a good facilitator among us? A good synthesizer? An expert on the law? A great minute-taker? An accomplished spokesperson? A monitor of work progress who is a diplomat? Are we willing to accept the “discipline” of the group and act collectively rather than individually?
- How much time and other personal or organizational resources can we bring to the coordinating initiative? Can we bring others to the work?
- What length of commitment are we able to make to the work?

Answers to these questions will greatly inform on the originating group’s capacity to succeed in the coordinating initiative. If questions remain unanswered or gaps in leadership are identified, the organizers should spend time building the capacity of the group before launching the coordinated effort.

The Iowa Supreme Court Task Force on Courts' and Communities' Response to Domestic Abuse was formed in 1993 to study the response to domestic violence in Iowa. As a result of that study, the task force began implementing a plan to create local domestic violence coordinating councils. Many state courts had already begun forming such councils, so the task force adopted the strategy of enhancing the current coalition structure. The task force conducted roundtable discussions to renew and expand multidisciplinary interactions. It also provided focus and judicial leadership to the new coalitions and to existing coalitions that were struggling to maintain their existence. The roundtables and the involvement of judicial leadership energized the local domestic violence coalitions in Iowa.

Identifying and Overcoming Barriers to Coordinated Community Intervention

It is useful for organizers to *briefly* consider predictable barriers both to violence against women intervention and to a council or other coordinating initiatives at the onset of their planning efforts. Barriers may be human, geographical, technological, organizational, institutional, infrastructural, statutory, financial, or philosophical. If such barriers can be identified early on, a strategy can be implemented to overcome them and more realistic plans can be developed.

It may be most productive to start with an assessment of the barriers likely to be presented by policy makers and practitioners within the core coordinating group (e.g., community-based violence against women services, law enforcement, prosecution, and the courts). It may also be useful to differentiate whether professionals are resistant to intervention (e.g., believes that domestic violence is a private, family matter; victims exaggerate stalking behavior; couples reconcile anyway; violence against women cases are clogging up the courts; in sexual assault cases, the victim asked for it by dressing or behaving in a certain way) or may be resistant to the formation of a council or other formal coordination activities (e.g., believe that the council will be just one more demand on the time of overworked staff or any work on the council must be volunteer; councils basically do nothing other than self-promotion; the current coordination activities are sufficient; a council will slow down change efforts because of its formality and public arena; a council will be inaccessible to practitioners who are poor public speakers; a council will use up precious resources that could be devoted to systemic improvement or services).

Just as human resistance to coordinated intervention is not uniform—is in fact highly variable—so must be the strategies employed to overcome the human barriers. Strategies should be tailored to meet the specific resistance. Strategies may be private and educational, public and challenging, or somewhere in between. Some resistance can be quickly overcome through clarification, some through invitation to the table, still other resistance through assurances as to the decision-making process. Other types of resistance can be overcome through an articulated recognition of the continued autonomy or integrity of the various sectors in the coordination process.

Organizers should identify the resistance and attempt to forge solutions, always being astute about the who, what, where, when, and how, as well as the costs versus the benefits, of the proposed remediation. Not all resistance is critical. Therefore, the organiz-

ers should focus on the most critical, impeding barriers and seek to transform resistance at least into noninterference, maybe into time-limited participation, and, perhaps, into enthusiastic leadership.

A brief review of the nonhuman barriers will usually reveal a list of the potential tasks of the council or coordination initiative (e.g., the policy, practice, organizational, institutional, legislative, resource, and infrastructural problems that must be addressed to form and maintain a council and make systemic reform, as well as ultimately to achieve justice and safety for victims).

The Delaware Domestic Violence Coordinating Council initiated a statewide assessment of domestic violence intervention that was conducted on behalf of the council by the University of Delaware's Center for Community Development. The study provided the council with a comprehensive inquiry into what services are available for parties involved in abusive relationships and an assessment of existing gaps in those services. The study also highlighted the major obstacles that keep victims of domestic violence in Delaware from accessing available services. The information collected by the study was then disseminated at a statewide conference, Victory Over Violence. Conference participants discussed the significance of the study's findings and how they should direct future work in this area. The conference also offered the opportunity for an exchange of ideas on the elimination of barriers to services and the provision of mission services. A comprehensive workplan for the coordinating council was developed from the conference.

PHASE 2

Defining the Council's Membership

When defining who should participate in the council, it is important to distinguish between two levels of membership: (1) the agencies and organizations necessary to develop a coordinated council and (2) the individual representatives needed to implement the council's action plan. There are specific entities that must participate in the coordinated effort for it to be effective (e.g., police, prosecution, court, shelters). Without their support, it may be difficult to make system-wide changes to the handling of violence against women cases. Further, key individuals within these agencies should be identified. These are individuals who provide resources or services that address the targeted problem, or who may be affected by these problems, or who carry the potential to change current responses to violence against women. By virtue of their personal or professional situations, they may take the lead in creating change within the justice system and community on issues concerning violence against women. While it is important to have members who can raise the profile of the council (e.g., chief judge, district attorney), especially during the initial development stages, it also is important that the membership include line staff, survivors and representatives from victim advocacy groups to carry out the operations. Thus, the first goal is to ascertain which entities should participate in a coordinating council, and then define a core group of individuals willing to work toward creating the council, perhaps dedicating extra time to get the council started. Then, the council can focus on reaching out to other stakeholders and recruiting leaders who hold power within the justice system and the community.

Consider the following factors when defining council membership:

- Equal representation of all players at the table is essential to a balance of power among members.
- Members should have authority and inclination to effect change.
- Membership should be diverse and represent the entire community.

Agency Membership

To create change in the criminal justice system's handling of violence against women cases, there are certain agencies that must participate in the coordinated effort. Without the support of these agencies, it is extremely difficult to develop successful responses to violence against women. They are:

- **Law enforcement:** Include the police department and other law enforcement agencies in the jurisdiction, especially the agency that serves protection orders.
- **Prosecution:** Include the state's attorney, district attorney, city attorney, or other prosecution offices responsible for handling misdemeanor and felony cases of violence against women.

- **Victim services and advocacy groups:** Include advocacy agencies, shelter and legal service providers, as well as special needs groups (e.g., the elderly, disabled, minority groups).
- **Survivors of domestic violence, sexual assault, or stalking.** Survivors offer a unique perspective on the justice system's strengths and weaknesses.
- **Courts:** Include criminal and civil court personnel and judges, especially domestic violence and family court judges.
- **Probation and parole:** Reach out to officers across city and county boundaries to increase communication among jurisdictions. In addition, include officers who are involved in community-based and electronic monitoring efforts.
- **Public defender's office:** Remember to include individuals from private firms who fulfill this function for jurisdictions without public defender offices (i.e., rural counties).
- **Social services/treatment programs:** Include batterer and sex offender treatment services and family, child, and elderly case workers.
- **Medical community:** Include emergency room personnel (doctors, physician assistants, and nurses), but also reach out to private practitioners, especially pediatricians and those in family practices.

Lack of cooperation from any one of these agencies should not prevent the development of a coordinating council, but it may present a significant obstacle. The range of agencies that should participate in the coordinating council is determined by the nature and scope of the specific problems identified within the jurisdiction. For example, the council also may include representatives from the following constituencies:

- Mental health
- Community groups (including business and campus communities)
- Schools and child services
- Juvenile justice
- Research community (e.g., evaluators)
- Legislators/local government officials
- Faith communities

New Hampshire District Court Domestic Violence Coordinating Council Project
In May 1994, a statewide conference on family violence was held in New Hampshire with the purpose of developing local domestic violence coordinating councils and creating an interdisciplinary community response to domestic and family violence. The conference planning committee identified initial coordinating council members in each judicial district and invited them to participate in the conference. Those invited included judges, clerks of court, prosecutors, victim advocates, law enforcement, educators, medical and mental health professionals, representatives from community groups, members of the state legislature, the clergy, and the media. The presiding judge of each district served as the chair of the initial meetings. It was from these meetings that the New Hampshire domestic violence coordinating councils were formed.

Council Membership and Its Benefits¹

¹ Adapted from the Commission on Family Violence Prevention, Commonwealth of Virginia, *Community Planning Guide, Final Draft* (Richmond, VA: Commonwealth of Virginia, December 1995).

When forming a coordinating council, it is helpful for potential members to understand and communicate the benefits for their agency or group of participating in such a council. The following list outlines the benefits for each agency.

COUNCIL MEMBERSHIP BENEFITS TO...

Law Enforcement

- Enhances ability to customize responses to cases of violence against women.
- Creates better support system for victims.
- Develops better evidence.
- Offers better protection for victims.

Prosecution

- Increases knowledge of the dynamics of violence against women.
- Develops protocols for working with criminal justice agencies and victims.
- Increases opportunities to share information and resources.
- Develops better cases.
- Offers better protection for victims.
- Increases accountability for offenders.

Victim Services

- Increase communication with other service providers and agencies.
- Offer platform for different voices to be heard.
- Reduce program and professional isolation.
- Bring the issue of violence against women to the forefront.
- Offer opportunities for victims to present issues.
- Create better understanding among all involved.
- Develop new, and better practices, to protect victims.

Courts

- Improve the administration of justice.
- Offer more sentencing options.
- Increase access to non-case specific information from different perspectives.
- Involve the judiciary in the community.
- Increase information of available services.
- Offer more contact with service providers.

Survivors

- Educate the criminal justice system on the scope of the problem within the community.
- Provide information regarding the services and programs needed by survivors to participate in the criminal justice system.

Social Services/Treatment Programs

- Provide a different perspective on the issue (i.e., safety for all family members).
- Promote a better understanding of the dynamics of violence against women.
- Bring a systems perspective to underutilized and fragmented services.
- Provide a community forum for awareness.
- Increase accountability for all players.
- Offer more access to community resources.

Medical Community and Mental Health

- Increase knowledge to recognize, diagnose, and report violence against women.
- Provide the opportunity to distribute information on available community resources to battered women and sexual assault survivors.
- Educate other members of the council on medical aspects of violence against women.

Community Groups

- Educate the community at large about the dynamics of violence against women.
- Provide information on services available through community groups, charities, businesses, and campus and religious organizations.

Research Community

- Improves access to data and shares findings with other council members.
- Educates council members on the importance of evaluation.
- Allows researchers the opportunity to ask relevant questions and have a greater understanding of violence against women issues and system impediments.

Legislators/Local Government Officials

- Help coordinate the efforts of the council with a possible action plan.
- Provide better information for new legislation.
- Provide opportunities to actively link with constituents.
- Provide opportunities to coordinate and share resources.
- Raise the credibility of the council.
- Elevate the profile of the council in terms of media coverage, legislative priorities and public awareness.

Membership Selection Process

In addition to agency membership, the composition of a council's individual membership requires careful consideration. All participants on the council need to understand that they are representing a constituency rather than themselves. They will be responsible for achieving the goals, objectives, and tasks of the council, so it is important to recruit and select individuals who are committed to violence against women issues. Depending on the activities of the council, membership may change throughout the council's existence. The core membership will determine the council's size and how to use each member's talents and contributions most effectively. To ensure consistency, it is important to retain a dedicated membership. Accordingly, at least one representative from the core membership should participate in all council activities and serve on the council for at least one year. This also fosters stability within the council itself. In addition, the role of each representative must be defined. Job descriptions or interagency agreements can clarify roles.

While the policy makers (e.g., mayors, department heads) and civic leaders marshal the necessary resources to implement the council's activities, it is the line staff, survivors, and advocates, who are informed on current issues in the field, who ensure that the work of the council reflects the needs of the jurisdiction, that its actions are responsive to these needs, and that its actions are realistic and recognize cultural differences.² It is equally essential to have representatives who will undertake the day-to-day work necessary to keep the council functioning effectively. Some councils include mainly policy makers, civic leaders, and key advocacy representatives with decision-making authority

² In selecting members of coordinating groups, forming committees and making appointments thereto, and choosing the priorities and activities of the collaboration, communities that have developed exemplary task forces and councils have sought to identify populations that are at risk of domestic violence and that are traditionally underserved (i.e., Indian nations, the disabled, rural battered women, homeless battered women and children). Those engaged in domestic violence intervention collaborations noted that policies and practices were often not culturally sensitive. Issues of race, language, religion, culture, age, class, and kinship systems had not been factored into intervention

strategies. Representatives of the various cultural groups had not been offered the opportunity to identify the needs in their respective communities for additional or particularized practices by the legal and human services systems. Those charged with the coordinating efforts formed focus groups with "cultural" enclaves within their communities and began to construct culturally sensitive practices within the framework of the goals enumerated above. Nonetheless, the work to establish culturally competent practice across all sectors of the justice system and within the human services community is incipient in most communities.

Participation of Service Providers and Survivors of Violence Against Women

on the governing board. The governing board then is combined with a structure of committees or task forces consisting of line staff, survivors, and advocates to accomplish the council's day-to-day operations. For example, the Virginia Commission on Family Violence Prevention is staffed by a full-time executive director, a full-time project assistant, and six part-time professionals who hold advanced degrees in a variety of fields. These professionals are assigned to the committees and task forces according to expertise and interest. They possess group facilitation skills, guide the work of their groups, and attend all staff and commission meetings. The cost of having full time staff dedicated to council work may be prohibitive for most jurisdictions. However, providing support staff to the council, if only for a day per week, is an approach that many participating agencies can afford.

Because the participation and leadership of service providers and survivors of violence against women is crucial to the success of a coordinating council, it warrants separate mention. The council should provide a forum where diverse agencies and individuals may interact as equals and address systemic concerns. Service providers and survivors possess critical information about the operation of the existing system's responses – they are keenly aware of what works and what does not work, the scope of the problem, and what services and programs are necessary in a jurisdiction. Thus, they should be active and equal members on the council.

Los Angeles County Domestic Violence Council

The composition of the Los Angeles County Domestic Violence Council illustrates the importance of having service providers and survivors on the council. Half of its membership is composed of representatives from Los Angeles County or City departments. The other half of the council membership is reserved for representatives or community advocacy programs and battered women's shelters. This design ensures that battered women's interests and the public agencies are represented in equal numbers, thereby guaranteeing that battered women's voices are equal in all discussions of policy involving victims of domestic violence. Furthermore, battered women's agencies are represented by two voting representatives, while public agencies have one.

Service providers may include legal advocacy projects, counseling programs, and shelters. To build equal participation, professionals on the council can work with those less experienced in organizational activities to become equal partners in the council process. A membership that truly reflects the targeted community represents a unique opportunity for agency representatives to learn about the diversity of the community (i.e., ethnicity, religion, race, culture, and economic circumstances), as well as how the different backgrounds of community residents may affect the extent to which victims seek help from the criminal justice system and other community agencies.

San Diego Domestic Violence Council

While the implementation of the San Diego Domestic Violence Council's resolutions is accomplished by local experts and practitioners through working committees in the areas of their expertise, the council considers it imperative that the voice of battered women always be heard. The council ensures that the interests of battered women are represented by including a survivor on each of its working committees.

Commitment of Policy Makers and Community Leaders

Enlisting the help of the appropriate individuals to form the council leadership is essential to the effective operation of the coordinating council. Those forming the council must promote long-term, active participation and commitment of public officials, policy makers, and community leaders who are key to the operations of the council (e.g., police, prosecutors, victim advocates, courts, probation and parole, treatment providers, social services).

Council leadership must have the authority and political will to commit the appropriate resources (e.g., time, personnel, equipment and funding) to the council and must anticipate costs of the council's work at the outset.³ The commitment of policy makers is necessary to ensure that the council's activities are a priority within the relevant agencies and organizations and to gather the resources necessary to implement its activities. All member agencies must make an equal commitment to the council to the extent possible. Not only must they demonstrate their support to their staff but also to the public at large. If members of the community believe that all leaders on the council are steadfast in their commitments, they, too, will be willing to become involved. While it is rare that the entire community is involved, it must still be informed of the council's commitment to addressing violence against women. Policy makers can demonstrate their commitment to the effective functioning of the council and to its underlying mission and goals by participating in binding, formal interagency agreements and fulfilling these agreements.⁴

³ The mission, goals, and objectives of each coordinating council will vary. Thus, the resources necessary for each council also will vary. Each council member should estimate the resources that will be required to meet the specified mission, goals, and objectives.

⁴ For a sample interagency agreement, see Appendix C.

If policy makers and other leaders cannot participate in person, they may designate a staff person to whom they delegate decision-making authority. Assigning a staff member as a liaison who must take each decision back to "the boss" for consideration before any commitment or action can occur is inefficient. To establish continuity and understanding of council operations, the staff member to whom the policy maker delegates authority should remain on the council for at least one year. It also is helpful if policy makers who delegate their duties allow their staff to work on council matters during regular business hours. A committed agency or local government should dedicate the staff resources for the council's work instead of encouraging staff members to use their personal time to conduct council business. However, authorizing agency staff to participate in council activities as part of official business does not mean that council meetings and activities should take place only between 9 a.m. and 5 p.m. When scheduling events, remember that many community members may have daytime jobs and cannot attend council meetings and activities during the day.

Finally, equally important is the participation of community leaders, especially those representing groups that may be affected by and especially responsive to the issue of violence against women (e.g., survivors, clergy, or minority community residents). It is important to note that engaging the community may prove difficult at first. Focusing on community leaders and recruiting their support early in the development of the council is essential to gaining support among community members.

New Hampshire District Court Domestic Violence Coordinating Council Project

The leadership of the local coordinating councils in New Hampshire resides in the judiciary, whose commitment to the project has been critical to its success. Because most of the councils meet regularly, the judiciary has an opportunity to interface with local community leaders to work at resolving problems and to focus on the provision of services to victims and their families. The councils enable existing service agencies to communicate and coordinate their efforts at prevention, intervention, and education.



PHASE 3

Establishing the Organizational and Operational Structure of the Council

Once the goals and membership of a coordinating council are decided upon, attention should focus on determining the context, structure, and operating parameters that provide the best organizational support for the council. The size, structure, and activities of the council need to reflect its membership and the community it serves. It also is important to recognize that the structure of the council, as well as its composition, leadership, and objectives, will evolve as the needs of the community change.¹

¹ Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence: Building a Coordinated Community Response, A Guide for Communities*, 4. Richmond, Virginia.

When establishing a coordinating council, a decision should be made about the most effective and feasible way to (1) authorize the work of the council; (2) establish its organization; and (3) determine its operational structure.

Authorization

Establishing a legitimate basis for the work of the council is essential. A number of options exist for the organizational authorization for the council, including one or more of the following:

- **Statute, resolution, or ordinance.** In some states (i.e., Alaska, Georgia, New York, and Virginia), special statutes authorize the creation of local or statewide violence against women coordinating councils.² Coordinating councils also can be created through local ordinances and resolutions. For example, the family violence council in Santa Clara County (California) was formed after a task force, headed by the presiding judge of the juvenile court and the chairperson of the county board of supervisors, recommended the creation of a family violence council to the Santa Clara County Board of Supervisors.³

² See National Council of Juvenile and Family Court Judges, *Model State Code on Domestic and Family Violence*.

³ L. Edwards, "Reducing Family Violence: The Role of the Family Violence Council," *Juvenile and Family Court Journal* (1992), 1-18. See Appendix E for a copy of the Santa Clara County ordinance.

Creating a council through the use of state or local law sends a clear message to the community about the council's importance. It is essential to remember, however, that mandates may be difficult to change once they are enacted. Thus, councils should ensure that any enabling legislation provides for a certain degree of flexibility.

⁴ National Council of Juvenile and Family Court Judges, *Model State Code on Domestic and Family Violence*.

Model Code on Domestic and Family Violence⁴

Sec. 501. Creation of state advisory council on domestic and family violence; purpose; required report.

1. There is hereby created the state advisory council on domestic and family violence.
2. The purpose of the advisory council is to increase the awareness and understanding of domestic and family violence and its consequences and to reduce the incidence of domestic and family violence within the state by:
 - (a) Promoting effective strategies for identification of the existence of domestic or family violence and intervention by public and private agencies serving persons who are victims of domestic or family violence;
 - (b) Providing for public education;
 - (c) Facilitating communication between public and private agencies that provide programs for victims of domestic and family violence and programs of intervention for perpetrators;
 - (d) Providing assistance to public and private agencies to develop statewide procedures and community education, including procedures for reviewing fatalities in local communities;
 - (e) Developing a comprehensive and coordinated plan of data collection concerning domestic and family violence for courts, prosecutors, law enforcement officers, health care practitioners, and other state agencies, in consultation with each other and in a manner that protects the identity of victims of domestic and family violence; and
 - (f) Promoting the organization of local councils on domestic and family violence and providing assistance and support to established local councils.
3. The advisory council shall report to *the highest level of the executive, legislative or judicial branch of government of the state*.

Sec. 502. Composition and qualification of members.

1. The state advisory council on domestic and family violence consists of *insert number* of members. The *governor, chief justice, or other appointing authority* shall appoint the members of the advisory council after consulting with public and private agencies that provide programs for victims of domestic or family violence, advocates for victims, *the statewide domestic or family violence coalition*, and persons who have demonstrated expertise and experience in providing services to victims of domestic and family violence and their children.
2. The membership of the advisory council must include as many relevant disciplines as practicable. The *governor or other appointing authority* shall appoint persons to the advisory council to provide significant representation by victims of domestic and family violence and persons of diverse racial and ethnic backgrounds.

Sec. 503. Enabling statute for establishment of local councils.

1. A local government or group of local governments may establish an advisory council on domestic and family violence.
2. The purpose of the advisory council is to increase the awareness and understanding of domestic and family violence and its consequences and to reduce the incidence of domestic and family violence within the locality by:
 - (a) Promoting effective strategies of intervention for identification of the existence of domestic or family violence and intervention by public and private agencies serving persons who are victims of domestic or family violence;
 - (b) Providing for public education;
 - (c) Facilitating communication between public and private agencies that provide programs to assist victims and programs of intervention for perpetrators;
 - (d) Providing assistance to public and private agencies and providers of services to develop statewide procedures and community education, including procedures to review fatalities; and
 - (e) Developing a comprehensive plan of data collection concerning domestic and family violence for courts, prosecutors, law enforcement officers, health care practitioners, and other local agencies, in a manner that protects the identity of victims of domestic and family violence.

- **Executive appointment or order.** Numerous coordinating councils have been created by executive order of the governor, mayor, or other chief executive officer. For example, the Domestic Violence Council in San Diego County, California, was formed by the mayor of San Diego upon the recommendations of a task force led by a deputy city attorney and various community leaders. In Florida, Governor Lawton Chiles established a statewide domestic violence task force in 1993 through an executive order.⁵

⁵ See Appendix F for a copy of this executive order.

- **Judicial order or invitation.** Violence against women councils also may be initiated by the judiciary. In many jurisdictions, judges recognize the need to improve the courts' response to violence against women and provide the authorization for a more comprehensive effort. For example, the coordinating council in Multnomah County (Portland), Oregon, originated when Circuit Court Judge Stephen B. Herrell initiated a series of monthly brown-bag lunches. In Virginia, Supreme Court Chief Justice Harry L. Carrico organized a domestic violence coordinating council consisting of volunteer members from across the state. Following the recommendations of that council, Virginia established the Commission on Family Violence Prevention pursuant to a resolution passed by the Virginia General Assembly. In Illinois, coordinating councils are organized by judicial circuit, with the chief judge of each circuit serving as the convener of the council. The coordinating councils in New Hampshire have a similar organization.

- **Within a governmental agency.** Occasionally, coordinating bodies are created within a governmental agency, such as a city planning office, a community corrections department, or a state commission on violence against women. This type of arrangement provides both the locality and the organizational structure for the council. However, a council housed within a governmental agency must be prepared to deal with any policy and bureaucratic issues that may arise within that agency as a result of this association.

- **Informal.** Some coordinating councils begin as informal gatherings of concerned citizens or service agency members who recognize the need for a coordinated community response to violence against women. Eventually, these gatherings may evolve into more formally structured groups that can be located within a government agency or become independent corporations.
- **Incorporation.** Coordinating councils that are not housed within a governmental agency may decide to incorporate. As a corporation, a council may be eligible to receive certain funds from individuals and from government grants. In addition, by incorporating as a 501(c)(3) nonprofit organization, a council may qualify for tax-exempt status. It is important to note that a corporation must be organized in compliance with state statutes. Councils contemplating incorporation should check with their state corporation commission or secretary of state and evaluate the benefits and drawbacks of incorporation. Benefits include tax-exempt status for the council and limited liability for council members. Drawbacks include the possibility of rigid state statutory schemes, which may require a more structured organization for compliance, and additional paperwork. If a council is interested in pursuing incorporation, leaders may want to have an attorney provide advice, on a pro bono basis, on the desirability and procedures of incorporation.

Violence against women coordinating councils can be established at every jurisdictional level, including local, county, state, and in some cases, regional. While the mission, goals, and activities of a local council may differ greatly from those of a state council, there always is a need to ensure coordination among all levels. Councils must work cooperatively with the various groups in their jurisdictions and in other jurisdictions and governmental levels. To ensure cooperation, councils need to carefully outline responsibilities to avoid competition or duplicative efforts.

Organization and Operations

Next, an organizational and operational structure that reflects the needs and resources of a jurisdiction should be developed and implemented. Leadership must be established, structures to support day-to-day operations created, and a decision-making process within the council determined.

LEADERSHIP

As stated previously, every successful coordinating council needs leaders from within the justice system, from service providers, from survivors of violence, and from the community. Planners must seek out dedicated individuals who command respect in both the community and the justice system.⁶ Council leaders need to demonstrate a firm commitment not only to the issues surrounding violence against women, but to a long-term, active undertaking as well. Public officials, policy makers, civic leaders, and members of the community who are connected to issues of violence against women (e.g., survivors, clergy, or community residents) all should be included in leadership discussions. (For a complete discussion of assessing leadership characteristics and attributes, see Phase 1. Taking Inventory for Creating Coordinated Intervention Systems.) To make the council leadership operational, it is generally helpful to develop a governing body. This may be a governing board with officers that serve in leadership functions on a rotating basis following an election process. As the following

⁶ See Bureau of Justice Assistance, U.S. Department of Justice, *Family Violence: Interventions for the Justice System* (Washington, DC: U.S. Government Printing Office, 1993), 8. See also Edwards, "Reducing Family Violence," 5.

examples indicate a less formal leadership organization is also workable. It is, however, always helpful to establish some process that provides continuous leadership even when individuals change and to allow for sharing of leadership positions among the various groups involved.

Illinois Family Violence Coordinating Councils Program

In Illinois, the Family Violence Coordinating Councils are convened through judicial leadership to stimulate coordination among all aspects of the criminal justice system. The chief judge of each circuit spearheads each council. The involvement of the chief judge ensures that the involvement of any of the circuit's judges and courts is appropriate and accepted; it encourages the involvement of other community leaders; and it creates hope and excitement about a multisystem approach. Each council is guided by a steering committee composed of policy-level representatives of the various systems and organizations in the circuit. Council work is accomplished through various committees.

Iowa Supreme Court Task Force on Courts' and Communities' Response to Domestic Abuse

With the support of the Iowa Supreme Court, judicial officers on every level of Iowa's court system have demonstrated leadership in the state's domestic violence coordinating councils and coalitions. Chief judges identified judges in their districts, including district court judges, district associate judges, juvenile court judges, and magistrates, to become leaders in coalitions. Through their involvement in the coalitions and councils, Iowa judges have set an example for the community. Judges participate in educational forums about domestic abuse and speak out about the need to create public partnerships. The Iowa Supreme Court helped to answer questions and concerns about the ethics of judicial involvement in coalitions through the production and distribution of "Special Concerns Involving Judicial Participation in Domestic Violence Coalitions."

⁷ See Appendix D for a copy of "Special Concerns Involving Judicial Participation in Domestic Violence Coalitions."

COMMITTEES AND TASK FORCES

In addition to the governing board, the composition of the council often includes standing committees, ad hoc committees, or a combination of both. Generally, most of the day-to-day work of the council is conducted by committees or task forces that focus on specific issues. Subcommittees or work groups often are formed to oversee specific, mostly short-term, projects or to represent certain constituencies.⁸ These committees and task forces provide an excellent forum for identifying, discussing, and accomplishing the goals of the council.⁹ Furthermore, committees can convey information to the public and make recommendations to the council regarding public concerns and needs. The council is most effective when its committees are afforded the utmost independence to formulate and execute projects, while still observing the council's goals and objectives.¹⁰ For example, much of the Santa Clara County Domestic Violence Council's work and conflict resolution are handled at the committee level. These small-

⁸ Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence*, 5.

⁹ Judge Leonard Edwards recommends that a council develop a work plan every year to ensure that the council has identifiable goals. Edwards, "Reducing Family Violence," 6.

¹⁰ *Ibid.*

er groups deal especially well with substantive issues and group dynamics. Committees may be formed to oversee community education on violence against women, related health care concerns, legislative issues, court practices, or police/victim relations. Committee participation need not be limited to council members, but may include additional professionals, experts, or other concerned individuals. However, to ensure that the council's goals and objectives are observed, noncouncil members should not comprise a majority of the committee.

The Virginia Commission on Family Violence Prevention has six established committees, which support a variety of task forces. The committees and task forces meet more frequently than the commission. In addition, committee and task force membership extends beyond that of the commission, with some 158 individuals involved. At every commission meeting, time is scheduled for committees to meet. The committees are:

- Community Response
- Data Collection and Monitoring
- Law Enforcement
- Legislative/Judicial
- Public and Professional Awareness
- Technical Assistance and Training

Accountability

¹¹ Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence*, 6.

¹² *Ibid.* 7.

¹³ See Appendix G for a copy of the worksheet.

To accomplish the council's goals effectively and efficiently, mechanisms should be instituted to hold members accountable for council operations. These mechanisms may include public hearings, written reports, term limits, rotating leadership positions, shared leadership, and cochairs.¹¹ For example, membership in county-wide family violence councils in Missouri is divided into two- and three-year terms, with leaders including prosecutors, college administrators, police, and social services professionals. Term limits guarantee constant renewal without disrupting continuation of leadership.¹² In addition, everyone involved with the council needs to know what their responsibilities are and when they are expected to complete their projects or assignments. Holding regular meetings and clearly indicating in meeting minutes the individual responsible for each task are reliable methods for ensuring accountability. For example, in an effort to increase accountability, the Baltimore, Maryland, Domestic Violence Coordinating Committee uses action planning worksheets that denote who is responsible for each step of the action plan.¹³

HEARINGS

Many coordinating councils hold public hearings, which give citizens the opportunity to contribute to the council's plans and to follow up on requests for council activities. Public hearings also provide the council with feedback from survivors, service providers, and other interested persons. For example, in Virginia, the Commission on Family Violence Prevention allocates time for public comment and local program presentations at each of its meetings.

WRITTEN REPORTS

It is imperative that the work of the council, its committees, and its task forces be summarized in a written report to document the council's activities, development, and history.¹⁴

¹⁴ National Council of Juvenile and Family Court Judges, "Coordinating Councils," *Family Violence: State of the Art Court Programs* (Reno, NV: National Council of Juvenile and Family Court Judges, 1992), 95.

¹⁵ Edwards, "Reducing Family Violence," 6.

¹⁶ See Appendix H for a list of accomplishments of the San Diego County Task Force on Domestic Violence.

Collaboration: Developing A Team Approach

¹⁷ Adapted from T. McEwen, *Factors for Successful Collaboration*, (Washington, DC: Institute for Law and Justice, 1997), 2.

Council reports should include recommendations for improving the community response to violence against women and for implementing effective intervention strategies. In Santa Clara County, California, the Board of Supervisors requested that "[t]he Council . . . report to the Board of Supervisors on its progress each year and shall indicate what it proposes to accomplish for the following year."¹⁵ Reports also may include summaries of the results of needs assessments, work plans, reports on educational and training efforts, legislative reports, or other tasks taken on by the council. At a minimum, every council should produce a report of activities and accomplishments annually.¹⁶

What Is Collaboration?¹⁷

- *Implies interdependence and ongoing give and take.*
- *Solutions emerge through participants dealing constructively with differences.*
- *Partners work beyond stereotypes to rethink their views about each other.*
- *Joint ownership of decisions.*
- *Council members assume collective responsibility for future direction of the domain.*
- *An emergent process; through negotiations and iterations, rules for governing future interactions are continuously restructured.*

The very nature of a coordinating council requires collaboration among members and a team approach to enhance communication and improve the overall effectiveness of the council. It is important to recognize that the different components of the system's response are interdependent, and that many of the council's tasks require members to work together toward the common goal of reducing violence against women. At the same time, the council also should be aware that some of its representatives may be competing for funds and recognition, which may hamper fostering a team attitude. To build strategies for accomplishing specific tasks, the council may look to the public and private sectors for examples of effective team approaches, such as the following:¹⁸

¹⁸ Adapted from L. Holden, "Teamwork: A Delicate Balance," *Managers Magazine* (August 1990), 29.

- *Team initiation of activity.* Define the problem the council is attempting to solve. Brainstorm for possible solutions. Organize what was discussed.
- *Seeking information and opinion.* Use open-ended questions (e.g., questions beginning with "what," "where," "how," or "why") to generate discussion and elicit opinions, as well as to gather facts from council members.
- *Giving information and opinion.* Council members should share information and opinions to ensure that decisions are based on the broadest level of information available and that all points of view are considered.
- *Elaborating.* Leaders should "spell out" what each council member contributes so that all are aware of their respective roles.
- *Coordinating.* Explain and connect all discussions to identify relationships among different approaches and proposed ideas. Organize and synthesize ideas so they can serve as building blocks for coordinated activities.
- *Testing workability.* Apply council members' suggestions to real situations to determine their practicality and feasibility.
- *Setting standards.* The council's mission and goals should be clear and understand-

able to serve as a standard for evaluating decisions, content, and procedures. Periodically, leaders should remind council members of the mission and the standards that guide the council's work.

- *Testing for consensus.* The ideal in a team-based concept is consensus among council members regarding decisions.
- *Facilitating.* In any group of knowledgeable and enthusiastic people, differences of opinion can arise. Council leaders should help differing sides listen to each other and seek a common ground.
- *Evaluating.* Submit decisions or accomplishments to the entire council for comparison with its goals, objectives, and standards.

¹⁹ See T. McEwen, "Factors for Successful Collaboration," Institute for Law and Justice, (June 1997), 3, for a more complete discussion of individual factors.

Factors for Successful Collaboration¹⁹

Shared vision	Problem-solving orientation
Trust and mutual respect	Effective communications
Diverse backgrounds	Recognition of risk taking
Continuity of personnel	Institutional or individual rewards
Clear role definitions	

OASIS

Twin Falls County, Idaho

In Twin Falls County, Idaho, the OASIS (Officers, Advocates, Shelters, Intervention, and Services) program was established as a community-based concept to stop violence against women through the development of a support system composed of law enforcement, legal services, and victim services. OASIS likens collaboration to the symbol of the Olympic rings. Each ring is a unit, strong and independent. Joined together, the rings do not lose their individual identity or purpose, but instead strengthen the whole concept in mutually working with the others. Although the individual agencies were initially wary of one another's roles in the program, mutual cooperation ultimately became the major theme to realize the benefits of the program for victims. Maintaining the level of commitment of the program members involves revisiting the goals and objectives, charting the milestones, and knowing that the program is vital to the well-being of women who have suffered domestic violence.

Developing Strategies to Handle Conflict

Despite the best intentions of council members to cooperate with one another, conflict (or at least disagreement) among different factions may be inevitable. Members will bring their own personal and professional experiences, agendas, beliefs, and perceptions to the table every time the council or subcommittees meet. If conflict is not resolved, the effectiveness and efficiency of the council's work easily can be compromised. Thus, it is necessary for council leaders to understand how to address and minimize, though not necessarily eliminate, conflict by applying constructive solutions. For any council, it is important to ensure that mechanisms are applied to facilitate open communication, honesty, and objectivity in meetings. Note, however, that conflict also

²⁰ D. Bakerville, "How to Manage Conflict," *Black Enterprise* (May 1993), 62-65.

serves as a healthy and reactive exercise necessary for the growth and development of a council, and may ultimately strengthen working relationships.²⁰ And, conflict is not the same as disagreement. Often, council members may disagree, and agree to disagree, on certain issues. A common approach does not mean that all parties have to agree about every detail in the process to achieve a goal as long as different approaches translate into the same goal and no significant conflict exists.

²¹ This section was adapted from D. Ertel, "How to Design a Conflict Management Procedure that Fits Your Dispute," *Sloan Management Review* 32 (Summer 1991), 29-45. It also draws from C. Argyris, "Good Communication that Blocks Learning," *Harvard Business Review* (July-August 1994), 85.

Attributes of an Effective Conflict Resolution Process²¹

Clarifies Interests

- by encouraging the parties to explore the interests underlying their respective bargaining positions.
- by facilitating the exploration of common and nonconflicting interests.
- by communicating each party's interests to the other without unduly exposing anyone to extortion on the basis of such interests.

Builds a Good Working Relationship

- by enabling the parties to deal effectively with their differences in the current dispute.
- by fostering the type of relationship parties would have wanted but for the present dispute.
- by making it easier for the parties to deal with each other next time.

Generates Good Options

- by spurring the parties to brainstorm many options before evaluating them and choosing among them.
- by encouraging the parties to devise ways to create value for mutual gain.

Is Perceived as Legitimate

- by not causing parties to forfeit rights disproportionately (i.e., the process should not be seen as tilting the balance of power).
- by not being perceived as contrary to the public interest.
- by instilling in the parties a sense that the solutions it produces will be fair and equitable.

Is Cognizant of the Parties' Procedural Alternatives

- by allowing all sides to develop realistic assessments of their own and the other's procedural and substantive processes and policies.
- by identifying the most attractive venue to the parties involved related to important factors such as, costs, time, nature of outcomes, compliance.

Improves Communication

- by encouraging the questioning and testing of underlying assumptions.
- by facilitating the understanding and discussion of partisan perceptions.
- by establishing effective two-way communication between decision makers.

Leads to Wise Commitment

- by enabling the parties to devise commitments that are realistic, operational, and



PHASE 4

Developing a Mission Statement, Goals, and Strategic Action Plan

Once the community and criminal justice intervention systems' capacity and readiness for creating a coordinated response to cases of violence against women is determined, and once council membership has been defined and the organizational structure developed, it is necessary to develop the mission statement and strategic action plan for implementation. Members need to identify and discuss the guiding mission of the council to develop a mutual understanding of the purpose, focus, and values of the council among all participants and those affected by the council's work. This may be the most difficult part of the developmental process, since it requires candor, a frank discussion of beliefs and values, and acknowledging deficits or weaknesses in the current system. Those who have experienced this process may recall the often difficult proceedings involved in reaching a mutual understanding, and the frustration of engaging in discussions when urgent actions were necessary. Nevertheless, this phase is crucial to the success of a coordinated effort. Only when council members reach a common understanding of their ultimate goals and agree on the fundamental principles of how their work should proceed can they function as a coordinated entity. Investing time in developing a mission statement, goals, and strategic plan reduces the potential for misunderstandings, conflict, and other setbacks.

The following outlines the process of developing the mission, goals, and strategic action plan for the council. Ideally, this process begins and continues parallel to identifying membership and organizational structure since the mission and goals will heavily influence both.

Questions to ask when developing the mission of the coordinating council:

- What are the core values and philosophies of the council?
- What are the social and political needs or problems that the council expects to address?
- How will the council recognize, anticipate, and respond to these needs or problems?
- Who will comprise the council?

Creating the Mission Statement

The mission statement reflects the ultimate reason for the existence of the coordinating council. This statement will help keep members focused on the council's long-term goals and serve as the guiding force for the council. This is of special importance, since the creation of a coordinated response to violence against women will take time. In addition, the statement will convey to the public the reason for the council's existence. It is also important to discuss the scope of the council's work in addressing issues of violence against women. For example, will the council address violence against women as a whole, or focus on one of its many forms (e.g., domestic violence, sexual assault, stalking)? Will the council concentrate on coordinating certain parts of the system only? Will the council focus on assisting certain groups of victims initially?

¹ P. Jones and L. Kahaner, *Say It and Live It: The 50 Corporate Mission Statements That Hit the Mark* (New York: Currency/Doubleday, 1995), 263.

² *Ibid.*, ix.

³ *Ibid.*, 17.

A mission statement that captures the essence of a coordinating council should explain what activities the council plans to implement, how it plans to implement them, and how its future direction is defined.¹ The statement articulates the goals, ideas, behavior, culture, and strategies of the coordinating council more than any other document.² Developing the mission statement involves identifying the values of the community the council aims to serve and determining broadly what the council wishes to accomplish. The statement should address the concerns of the community directly and focus the attention of council members on their purpose. It is important to reiterate and reinforce the mission throughout all actions taken by the council and its members.³ Only then can the idea of a coordinated response to violence against women become established as a way the criminal justice system ensures victim safety and improves coordination among agencies.

Norfolk Family Violence Alliance

MISSION STATEMENT

The Norfolk Family Violence Alliance is an organization composed of representatives from agencies serving families involved in domestic violence and community volunteers and is committed to the prevention of family violence in the City of Norfolk, Virginia through:

- *developing an effective and consistent prevention, intervention, and treatment policy which will be based on research and community experience;*
- *facilitating the coordination of policy and action between agencies, departments, and the courts and with victims of family violence;*
- *improving the response to family violence so as to reduce incidents thereof;*
- *advocating for improved policies, services, and increased resources for families involved in domestic violence; and*
- *increasing community and professional awareness about family violence and its prevention.*

Since coordinating councils are composed of members from several different agencies and the community, it may be necessary to convene a committee to draft the mission statement. If a committee is created, collecting comments and insight from the broader community and other council members on the content of the statement and presenting numerous versions of the statement to council members for their review ensures that they have input and support the mission of the council.⁴

⁴ R. Trojanowicz and B. Bucqueroux, *Community Policing: How to Get Started* (Cincinnati, OH: Anderson Publishing Co., 1994), 26.

Domestic Violence Coordinating Council Baltimore, Maryland

MISSION STATEMENT

The reduction of domestic violence by:

- *Coordinating a consistent message and response concerning domestic violence;*
- *Promoting cooperation, coordination, and communication among the courts, criminal justice agencies, and service providers in Baltimore City;*
- *Creating in Baltimore City a safe environment for victims of abuse; and*
- *Ensuring that abusers are held accountable for their illegal behavior.*

The mission statement should be written in clear and concise terms. The shorter the statement, the more likely it is that council members and others will remember the purpose of the council. Further, brief mission statements are more likely to be read and remembered by individuals outside the council.

Utah's Domestic Violence Advisory Council

MISSION STATEMENT

To provide a coordinated, collaborative statewide effort to eliminate physical, psychological, and sexual violence and to stop the intergenerational cycle of domestic violence.

In addition, the stated mission of the coordinating council helps council members identify and formulate specific goals for the council and assist in developing the strategic action plan.

Santa Clara County's Domestic Violence Council

MISSION STATEMENT

The mission of the Domestic Violence Council is to end domestic violence in Santa Clara County. The general purpose of the council shall be to ensure (1) safety and restoration for victims of domestic violence, (2) cessation of the violence, and (3) accountability of batterers. In order to accomplish these purposes, the council shall: (a) improve coordination among agencies, departments, the courts, and members of the community in matters of family violence and abuse; (b) promote effective prevention, intervention, and treatment techniques which will be developed based upon research and data collection; (c) improve the response to domestic violence and abuse so as to reduce incidents thereof; and (d) educate the public about the need to end domestic violence.

Establishing Goals for the Council

After the council's guiding mission, membership, and organizational structure are agreed upon, council members can focus on action planning. On the basis of the needs identified by the community, it is necessary to develop a long-term strategy for implementing the coordinated response to violence against women.

Since conditions vary among communities and over time, it is important to remember that there is not just one correct way to plan the council's activities. The goals and action plan should be based on the council's resources, the needs of the community, and interagency agreements established among council members. Thus, the illustrations that follow can only serve as examples of how other councils approached the unique problems of their jurisdictions, and may be inappropriate for every jurisdiction and every situation.

To develop a feasible action plan, the council needs to refine its mission statement by identifying goals, formulating specific objectives for achieving the council's overall long-term and short-term goals, and agreeing on the tasks council members and committees

will undertake and implement. All this has to occur after the community's needs and resources have been identified.

First, the council must delineate specific overall goals. Overall goals are the end results that the council will pursue. The most effective program goals are stated simply and are realistic and attainable, since the council will use them to decide among activity options, to set priorities, and to measure successes and accomplishments.

It is in the council's best interest to set both short- and long-term goals. Short-term goals (e.g., examining system barriers) help to quickly establish the council's credibility and legitimacy and may serve to increase the community's and council members' dedication to fulfilling long-term goals (e.g., ensuring safety for battered women). To ensure that goals are met, the council needs to establish timelines for achieving goals.

Goals should be

Specific

Measurable

Attainable

Realistic

Time bound

Council members need to reflect annually on the goals and direction the council takes. Since a jurisdiction changes as a result of demographic, socioeconomic, and political adjustments and reorganization, it is helpful to reexamine goals to determine whether they require modification and to ensure that all council members are still in agreement.

Sample Council Goals

- *Ensure safety and restoration for victims of domestic and family violence.*
- *Hold perpetrators accountable.*
- *Ensure that the legal system will respond to acts of domestic violence and family violence as crimes.*
- *Promote effective prevention, intervention, and treatment techniques, which will be developed on the basis of research and data collection.*
- *Promote and strengthen efforts to provide counseling and assistance for victims, and encourage victims to seek help.*
- *Develop standards for batterer intervention programs and establish a committee to screen and rate all programs as to their compliance with the standards.*
- *Develop community education through media, schools, and other organizations.*
- *Increase public awareness of available services.*

Specifying the Council's Objectives

After refining its goals, the council must arrive at particular objectives that enable it to achieve the goals. Objectives explain how the council will act to achieve individual goals. As such, they not only define the goals of the council in greater detail, but set standards and represent incremental steps that measure the extent to which the goals are accomplished. Like goals, objectives must be simply stated, realistic, and attainable.

Sample Council Objectives

- *Identify existing services and resources for victims of domestic and family violence.*
- *Provide training to professionals for prevention, intervention, and treatment efforts.*
- *Update the current policies and procedures of all branches of the legal system to coordinate efforts to protect victims and hold abusers accountable.*
- *Provide expert technical assistance and training to each agency to support the development and implementation of new policies, procedures, and programs.*
- *Develop procedures to protect women who have received a protection order issued by another jurisdiction or state.*

To ensure that objectives are realistic and establish accountability among different committees, the council should identify the outcomes or products it wishes to attain as a result of fulfilling established objectives. The following example illustrates how goals, objectives and products together identify milestones for the work of the council.

Virginia Commission on Family Violence Goals, Objectives and Products

Goal: Improve response to family violence and related issues.

Objective: To develop community response plans that will ensure an efficient, responsive, comprehensive, coordinated response to family violence and related issues.

Products:

Guide to coordinated community needs assessment and strategic planning to address family violence.

Community implementation guide for effective anti-stalking efforts.

Model community procedures for effective enforcement of protective orders.

Developing the Time-Task Plan

The next step in the planning process is determining what tasks are necessary to further the objectives of the council. Tasks are the activities that must be undertaken to reach the specified objectives. Council members should devote enough time to delineate these tasks, as well as to develop a general time frame for their completion. The council should allow a reasonable time period for each activity and assign a person who ultimately is responsible for each task. Although this time-task plan will set target dates for completion, it may need to be altered as time passes. Periodic review and revision, if necessary, is recommended. When the council is ready to develop the time-task plan, it should start with a short-term plan that is attainable and tangible. This will enable those on the council to experience early and positive results.⁵

⁵ See Appendix G for a worksheet to develop a time-task plan.

The Action Plan

- *Identify tasks necessary to meet objective.*
- *Devise a short-term time-task plan.*
- *Devise a long-term time-task plan.*
- *Assign tasks.*
- *Involve others from outside the council.*
- *Review plan at least annually.*

The following exemplifies how an action plan can be developed. Based on the mission of the council and one or more goals, the objectives are the actual practices for activity. These objectives are expressed and outcome results or products are identified.

Developing an Action Plan

Mission: To improve the response to and reduce the incidence of domestic violence.

Goal: To promote prevention and intervention techniques to victims of domestic violence.

Objective 1: To convene informational meetings at the two domestic violence shelters in the downtown area.

Task 1.1 Contact shelter coordinators to arrange date and time of meetings.

Timeline 1.1: Within one month.

Task 1.2: Develop schedule for meetings.

Timeline 1.2: Within one month.

Task 1.3: Develop materials for meetings.

Timeline 1.3: Within two months.

Task 1.4: Hold weekly meetings at two domestic violence shelters.

Timeline 1.4: Within three months.

Result 1: Educate domestic violence survivors on the options available within the criminal justice system.

Objective 2: To make presentations at local high schools on domestic violence and its lasting effects.

Task 2.1: Contact principals to discuss holding an assembly.

Timeline 2.1: Within one month.

Task 2.2: Develop schedule for presentations.

Timeline 2.2: Within one month.

Task 2.3: Develop presentation material.

Timeline 2.3: Within two months.

Task 2.4: Hold six assemblies at high schools.

Timeline 2.4: Within four months.

Result 2: Educate at-risk youth in the hope of preventing future violence.



PHASE 5

Launching the Council

After all the planning and strategizing sessions, council members are generally more than ready to embark on implementing their efforts. Once the council has outlined its goals and objectives and the organizational structure of the council is determined, members should start planning the first full meeting. Coordinating councils typically meet monthly or quarterly. The following sections provide practical tips for launching the work of the council, beginning with identifying opportunities to advance the effort, holding the first meeting, hints for keeping council members active, and examples of implementing activities.

Identifying Opportunities to Advance the Council's Efforts

Within a community, many different opportunities can arise to assist the council in moving forward. In Maryland, Anne Arundel County began to organize its coordinated effort because a high domestic violence homicide rate captured public attention, and in Montgomery County, a change in the law regarding protection orders was the impetus to create the council. The following are examples that have been springboards for many coordinated efforts:

- The election of a new mayor who campaigned on a platform of ending domestic homicide may give impetus to reform.
- Recently enacted state law requiring an enhanced response by police, sheriffs, prosecutors, courts, probation, or corrections may precipitate revision of practice guidelines and require new interfacing among several justice system components.
- New sources of funding (e.g., Violence Against Women Act funding) may infuse new resources into the community, requiring coordination.
- Research on the costs, both direct and indirect, of violence against women to the community may compel elected officials to devise comprehensive plans to reduce costs.
- Change in the welfare laws may leave battered women and children without the economic resources to establish independent households. Advocates may initiate a campaign for affordable housing, and local banks may condition support on an improved justice system response.
- Many jurisdictions have faced tragic events (e.g., high-profile homicide linked to domestic violence or sexual assault cases) that have spearheaded coordinated efforts.

These circumstances are all external to the organizing group. Therefore, until they occur, the organizing group cannot seize such opportunities. This does not mean, however, that the creation of a council has to wait until a crisis or external event occurs. There are generally many opportunities within the organizing group itself on which to capitalize.

For example, a council member may be:

- a member of a civic organization and able to persuade the organization to undertake an assessment of the existing violence against women intervention system.
- able to write a proposal for a start-up grant to cover costs of several luncheon meetings and initial cross-sector training that would feature a notable leader on the council or organizing group.
- in charge of programs for the local community-access television network and develop a series showcasing the work of the council and the gaps in services.
- able to convince a judge, prosecutor, police officer, or county commissioner to observe a council meeting in a nearby jurisdiction or visit a community that is nationally known for its coordinated intervention system.

Few in the organizing group may be able to orchestrate opportunities, but many may possess resources that can be brought to the organizing effort. Pairing opportunity and resources will demonstrably enhance the coordinating initiative. Meanwhile, organizers should be vigilant in seeking opportunities to introduce the concept of coordination at any occasion.

Illinois Family Violence Coordinating Councils Program

In Illinois, the coordinating councils are organized on the circuit court level and are launched by a circuit-wide family violence symposium. The symposium lays the foundation for future efforts of the council, raises awareness, and allows for networking among all participants. The value of the symposium to the council lies in how it builds on the principles of cooperation. The purpose, goals, and outcomes of the symposium are all derived from the principles of a coordinating council. The symposium is used to present the basics of implementing a coordinating council that need to be taught and modeled. The symposium also serves to publicize the initiation of a family violence prevention coordinating council in the local community.

Holding the First Full Council Meeting

The first full council meeting sets the tone and the aspirations for future meetings, so it should be planned with care. It is especially important that a broad range of community members and potential stakeholders be invited to the first meeting to reflect the diversity of the community. During the first meeting, the concerns and priorities unique to the community should be addressed and council members should explain to the community and other interested parties the mission and functions of the council.

Choosing leadership for the first meeting is crucial. The chairperson should be a community leader who is committed to the success of the council, comfortable with leading meetings, and well respected within the community. This will give the council instant credibility.

The date for the first meeting should be set well in advance, so that all interested individuals have a chance to attend. If key players are unable to be present at the meeting, consider arranging a conference call. Ideally, however, all the key players or appointees should attend the first meeting.

The invitation or notice for the meeting should be issued by the chairperson or entity (e.g., governor, mayor, chief justice, commissioner) who established the council. The invitation or notice should emphasize the importance of the mission of the newly established group. Several local councils in Maryland have found a personal invitation or letter that explains the purpose of the council effective in increasing rates of participation. In addition, the meeting can be publicized through brochures or newspaper and other media advertisements (hopefully with sponsorship). Finally, the meeting should occur in a location that is universally accessible, convenient, and comfortably accommodates all invitees.

The agenda for the first meeting should emphasize the positive (i.e., the willingness of key players to devote their time, the benefit of working together for an important cause) and be adapted to the skills, needs, and interests of the individuals who are active on the council. Often, a well-known speaker is invited to this event to encourage participation and emphasize the importance of the council and its work in combating violence against women. Naturally, all participants should be introduced and their involvement or commitment to the work of the council explained.

An agenda for the first meeting may include some or all of the following:¹

- *A welcome and introductions of participants and key players.*
- *An explanation of the council's mission, goals, and objectives.*
- *A presentation on the issues surrounding violence against women.*
- *A discussion of community concerns and priorities.*
- *Requests for volunteer help.²*
- *A question-and-answer session.*

¹ Adapted from Bureau of Justice Assistance, U.S. Department of Justice, *Business Alliance: Planning for Business and Community Partnerships* (Washington, DC: U.S. Government Printing Office, 1994), 13.

² While volunteers can be tremendous assets to a coordinating council, it is important to remember that volunteers require attention, training, and supervision. Before enlisting volunteers, a council should establish a volunteer program plan. For additional discussion on volunteers, see Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence: Building a Coordinated Community Response, A Guide for Communities*, 38. Richmond, Virginia.

³ See National Council of Juvenile and Family Court Judges, "Coordinating Councils," *Family Violence: State of the Art Court Programs* (Reno, NV: National Council of Juvenile and Family Court Judges, 1992), 96.

At the first meeting, the council may want to establish committees or task forces to determine the needs and problems related to violence against women within the community and make written recommendations regarding strategies to respond to these needs (e.g., Are the courts accessible to battered women? Could improvements be made or barriers removed to facilitate access?). The needs and problems should be reported to the council and specified during future meetings for the council's review and should become part of the council's work.³

The business of the first meeting might also include establishment of committees or individual assignments. The group might vote on a few priorities for future action. The schedule and location of meetings for at least the next six months should be announced. Council members and other participants should leave the meeting with a firm grasp of the council's mission and its immediate plan of action. Initially, the meeting should focus on a few short-term goals to establish immediate successes for council members to achieve. This also will help to establish the legitimacy of the council and its willingness to address and change system responses.

Finally, council members must establish mechanisms for open and honest discussions, and encourage public participation from a diverse group of community members. To ensure input from the public, the council should consider holding public hearings and issue forums, or regularly scheduling time at each meeting for public comment. As noted above, councils should regularly publicize events to encourage members of the community to come forward, share their concerns with council members, and get involved.

Meeting Logistics

- *Identify key players to attend.*
- *Choose a neutral and universally convenient location for the meeting.*
- *Develop an agenda.*
 - Distribute in advance if possible.*
 - Obtain input from others in preparing the agenda.*
 - Always schedule time for other business.*
- *Start and end on time.*
 - Keep meetings under two hours.*
- *Meet regularly: biweekly, monthly, or quarterly.*
- *Prepare and circulate minutes.*
- *Keep records and all documents.*
- *Ensure mechanisms for openness, public participation, and diversity.*

Maintaining the Council's Work

●ften, but not automatically, the creation of a violence against women coordinating council in a community leads to the formation of enduring commitments from political, business, and community leaders and justice system professionals. These lasting commitments are the real advantages of creating such a council. To ensure continued interest and involvement in council activities, the council needs to revise its goals and objectives on a continuing basis, and encourage continuous communication and review about goals and activities among all members. Throughout their work, council committees and task forces will continue to identify problems and offer solutions for the council's consideration. Periodic written reports or lists of accomplishments can assist the council in reformulating its goals and activities. With effective leadership, cooperation, and communication, a coordinating council can continue to make a difference in its communities despite ever-changing problem situations.

To effectively respond to the community's needs, a coordinating council needs to consider and revisit a number of factors on a regular basis:

- Ensuring that all relevant agencies and groups are continuously represented at the meetings and in the decision-making process.
- Determining whether additional agencies or groups should be invited to participate in council meetings or activities.
- Providing incentives for members to continue their participation and ensure that they are receiving the expected benefits (e.g., follow-up on special requests or concerns, recognition at meetings or in council publications, participation in social events that generate enthusiasm).

⁴ See Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence*, 6.

- Encouraging and distributing leadership opportunities. The council may consider employing term limits, rotating leadership among key agencies or using cochairpersons to ensure that all members who wish can share in these responsibilities.⁴
- Developing short-term goals in the council's work plan and ensuring that these goals are reached.
- Emphasizing routine information exchange and updates from key players.

As the council continues its work, it should:

- Reexamine the council's mission statement, goals, and objectives for relevance.
- Be flexible to meet changing community needs, council composition, and procedures.

Implementing Council Activities

Coordinated councils, task forces, commissions, and coordinated community response teams across the country have been amazingly prolific and creative in their activities—all at little expense and great reward in terms of improved responses to victims of family violence. In the process, they also have sensitized their communities to the problems and dynamics of violence against women and educated thousands of citizens, professionals, and community leaders.

Missoula Family Violence Council Missoula, Montana

Coordinating councils can achieve great success in combating violence against women in a variety of ways. The Missoula Family Violence Council successfully proposed legislation to update Montana's domestic violence law; the proposed legislation was adopted with minor changes and is now Montana law. The council honors law enforcement personnel who have done outstanding work investigating domestic violence cases. It sponsors several contests in the community to raise awareness and funds, including an art contest in local high schools and fundraising competitions between area businesses. The council published a domestic violence victim's safety plan for posting in doctors' offices and other public locations. The council has also established a pro bono program to provide legal counsel for indigent domestic violence victims who seek orders of protection.

The following examples of activities are taken from a review of workplans and annual reports published by numerous local and statewide coordinating councils. Reflecting the needs and resources of each community, the activities of coordinated response efforts are organized and managed differently in each community. The activities presented here are offered simply as examples.

INFORMATION GATHERING AND INFORMATION SHARING

An important goal of coordinating councils is to educate the members, the public and service providers about the extent of violence against women and the many ways individuals and agencies can take a stand against it, reduce the number of incidents, assist

victims, and hold offenders accountable. To do this, councils must develop strategies to gather accurate information and share this information with other agencies and the public. Toward this end, councils around the country have implemented a range of activities such as the ones described below.

- Develop data collection strategies to gather information on rates of domestic violence, stalking, sexual assault, arrests, homicides, prosecutions, protection orders issued, services provided.
- Provide definitions of violence against women and related legal terms, and ensure that documents (e.g., agency reports, brochures, protocols) are reviewed for clarity and consistency.
- Ensure that agency reports on related activities are shared with all council members.
- Clarify and define agency protocols, practices, and procedures.
- Develop interagency protocols to establish agreements for interaction and communication among council members and community representatives.
- Hold case conferences to coordinate responses and services on difficult cases.
- Establish networks for creating interaction and communication among courts, agencies, coalitions, service providers, and other jurisdictions.
- Conduct surveys to obtain needed information and feedback.
- Convene meetings for ad hoc problem solving, brainstorming, or needed interactions.
- Write reports on progress of the council, issues to be addressed, and services available.
- Create central registries of offenders or protection orders available to law enforcement and courts.

Developing a Uniform Definition of Violence Against Women

- *Identify all words and phrases that need to be addressed (e.g., domestic violence, sexual assault, stalking, family violence, violence between intimates, battered women).*
- *Identify all organizations and agencies involved in violence against women issues and solicit their assistance in the project.*
- *Identify all relevant forms used by these organizations.*
- *Draft a revised version of these documents.*
- *Inform the organizations of the changes offered and request feedback and/or implementation of the changes.*
- *After 60 days, contact the organizations to see if the changes have met with approval.*
- *Continue to follow up with appropriate individuals and agencies until the changes are implemented.*

ENHANCING VICTIM SAFETY

Another priority for most coordinating councils targeting violence against women is to improve victim safety mechanisms. The following are examples of such council efforts.

- Develop a multilingual crisis help line.
- Develop court and law enforcement agency screening for lethality.
- Create safety plans for adults and children.
- Write brochures or palm cards describing services for distribution by law enforcement.
- Build adequate shelters and transitional housing.
- Develop standards for enforcement of protection orders.
- Make workplace protections available.
- Develop courthouse security measures.
- Create supervised visitation programs.
- Convene a victims' voice focus group.

DEVELOPING RESPONSES TO BATTERERS

To reduce the reoccurrence of violence against women and to hold offenders accountable for their actions, councils around the country have developed a number of responses.

- Improve evidence-documentation capability for law enforcement.
 - Contact a local law enforcement domestic violence unit to learn what, if any, equipment is needed (i.e., instant cameras or recorders).
 - If funds are unavailable to purchase the item directly, contact the manufacturer or a local merchant to solicit a donation in kind.
 - Make certain that law enforcement has access and understanding of the necessary resources and training (e.g., Polaroid offers seminars, the Instant Evidence Program, on how to best document domestic violence using its products).
- Mandate accountability.
- Examine electronic monitoring as a sentencing alternative.
- Provide in-custody screening and counseling.
- Provide adequate treatment programs.
- Develop appropriate alcohol and substance abuse responses.
- Create applied standards for court-mandated programs.
- Improve probation supervision.

PREVENTING VIOLENCE AGAINST WOMEN THROUGH EDUCATION

Preventing violence against women and enhancing related community activities through education are generally among the prime concerns of a council. Activities that educate the public and agency representatives about these issues serve these goals.

- Hold public awareness campaigns with public service announcements and billboards.
- Develop media strategies with identified spokespersons.
- Hold Domestic Violence Awareness Month activities in October.
- Use resources at the local speakers' bureau.
- Research public library collections of videos, books, articles, and posters.
- Develop a violence prevention curriculum in all school grades.
 - Prepare age-appropriate presentations for all grades to be addressed.
 - Contact the local elementary, junior high, and high school principals with the presentation and discuss the possibility of giving a talk on this subject.
 - See if there is already a program in place that could be modified or expanded to cover this subject (e.g., Good Touch/Bad Touch programs).
 - Arrange to give a classroom presentation or address an assembly.
 - Have additional information available, such as emergency contact numbers, in written form, preferably in palm card form, at the presentation.
 - Propose making this information part of existing course curriculum by including it in social studies classes, health classes, or any other appropriate classes.
- Develop programs for children and adolescents.
- Develop information and materials for ethnic and cultural groups in the community, gay and lesbian groups, and elderly and disabled victims.
- Establish volunteer programs.
- Establish business and corporate programs.

Illinois Family Violence Coordinating Councils Program

The local coordinating councils in Illinois have implemented a variety of programs in their individual communities. Many councils have created programs for health care professionals for use in medical examinations. One council developed posters to hang in the women's restrooms of local churches. Another is actively working with the local clergy by providing training to clergy, promoting sermons on domestic violence, and holding memorial services throughout the circuit. This council also established a program in area schools on dating violence. Law enforcement protocols have been developed. One council gave a presentation on family violence at a nearby Air Force base. A council in Cook County plans to educate corporations about family violence and how it affects them, and will explore funding resources from corporations for needs such as copying and mailings.

DEVELOPING TRAINING

Most council members, especially those who come from an advocacy background, feel that they are not engaged in actual work countering violence against women until specific efforts are made to train those who interact with victims and offenders.

- Plan and initiate a variety of trainings, sponsored by the council or other groups, for professionals engaged with victims or perpetrators.
- Conduct community-wide conferences.
- Hold multidisciplinary professional training events.
- Conduct discipline-specific training such as annual conferences, brown-bag lunches, or round table sessions.
- Establish a collection of training curriculums and videotapes.
- Create local videos and training materials.

INFLUENCING PUBLIC POLICY

Sometimes long-term systemic change can only be brought about through public policy reforms. For many councils, influencing public policy to benefit the victims of violence is their top priority.

- Review existing and proposed legislation and make recommendations.
- Develop needed laws.
- Review local and state agency policies and make recommendations.
- Review allocation of resources and make recommendations.
- Implement fatality review teams to study domestic violence-related homicides and suicides with a view toward improving community responses.
- Develop standards for certification of agencies and service providers.
- Conduct oversight and quality assurance reviews, including consumer focus groups and court watch programs.
- Develop protocols for courts, shelters, prosecutors, health care, advocates, social services, mental health, children's protective services, schools, substance abuse programs, faith communities, corrections.
- Develop and advocate resources for needed services such as supervised visitation centers and legal representation for victims.

The activities and accomplishments described above have been implemented and performed by councils around the country and involve many concerned individuals. These examples are meant to trigger ideas and are by no means exhaustive. Creativity, partnering, and a problem-solving approach are the main requirements (and sole limits) for determining the active work of a council.



PHASE 6

Identifying Funding Sources and Marketing the Council

Today, resources are scarce while crime and other societal problems are burgeoning. Thus, to achieve council goals, it may be necessary to obtain funding for coordinating council activities and staff. To succeed, the council needs to determine what resources are necessary to accomplish its goals and objectives. Recognize that costs associated with starting and maintaining a coordinating council need not be overwhelming. Since the purpose of the council is to promote communication and collaboration among agencies, actual operating costs of the council may be minimal if existing resources can be pooled, reallocated or positions redesigned.¹ As a matter of fact, many councils have started without any funding, relying upon the dedication of one individual or agency to begin organizing the council's work. In many cases, participating agencies "donate" staff, meeting rooms and office equipment. In addition, volunteers may be available (and are often critical) to making the council a success.

¹ Bureau of Justice Assistance, U.S. Department of Justice, *Family Violence: Interventions for the Justice System* (Washington, DC: U.S. Government Printing Office, 1993), 17.

Nevertheless, council members must be open to looking for and applying innovative techniques for finding necessary resources for council operations and activities. First, coordinating councils may consider applying for pilot program grants, discretionary grants, and block grant programs from the U.S. Department of Justice and other federal agencies (e.g., the Department of Health and Human Services, the Department of Housing and Urban Development). The passage of the Violence Against Women Act has created new funding sources for implementing and maintaining a coordinated approach to handling cases of violence against women. Under the Grants to Encourage Arrest Policies Program, money is available to promote coordination throughout the criminal justice system along with nongovernmental victim service agencies, including state and local domestic violence and sexual assault coalitions, to create comprehensive systems in which victim safety and offender accountability are central. To be eligible for funds, grant recipients must have or intend to implement laws or official policies that encourage or mandate arrest of domestic violence offenders based on probable cause and encourage or mandate arrest of domestic violence offenders who violate the terms of a valid and outstanding protection order.

² Each state houses an agency to oversee the administration and distribution of federal grant funding. The Violence Against Women Grants Office (VAWGO) oversees the distribution of Violence Against Women Act funds. For more information on available funding and state agencies who distribute federal funds, see VAWGO's Web site location: <http://www.ojp.usdoj.gov/VAWGO>.

The STOP Violence Against Women Formula Grants Program also promotes a coordinated and integrated approach to improving the criminal justice system response to violence against women. One goal of this program is to encourage states and localities to restructure and strengthen the criminal justice system to be proactive in addressing violence against women, drawing on the experience of all participants in the system. States can apply for funding and should allocate 25 percent of the money to law enforcement, 25 percent to prosecutors, and 25 percent to nonprofit, nongovernmental victim services. The remaining 25 percent is left to the discretion of each state.²

³ For more information about available funding and eligibility requirements, contact the Bureau of Justice Assistance at their website location: <http://www.ojp.usdoj.gov/BJA>.

The Bureau of Justice Assistance also distributes funding to states and criminal justice practitioners to combat violence against women at the local level.³ The Edward Byrne Memorial State and Local Law Enforcement Assistance Program, created by the Anti-Drug Abuse Act of 1988, places emphasis on violent and drug-related crime and seri-

ous offenders and on multi-State efforts to support national drug control priorities; however, funds also may be used to improve criminal and juvenile justice system responses to domestic and family violence, including spouse, child and elder abuse. Byrne Program funds are available through discretionary and formula grants. In fiscal year 1997, \$60 million was appropriated for the discretionary program and \$500 million appropriated for the formula grant program.

In addition, grants often are available through private foundations, as well as through state and local governments.⁴ When seeking funds through grants or contracts, the council must be prepared to delineate its overall plan and how its work relates to the goals of the potential funding agency. Many foundations and government agencies mandate certain objectives for a project and dictate a specific format for a funding application. It is best to contact the funding entity directly to learn of its proposal requirements.

Finding funding opportunities on the local level may seem less promising since it requires substantial involvement in exchange for relatively limited financial support. It should be recognized, however, that soliciting funds on the local level can translate into educating the community about violence against women issues and about services that can benefit individual members of the community. Fundraising can increase recognition and support for the coordinating council and its projects.⁵

A Reminder:

Members of coordinating councils who are also members of the judiciary should be aware of their state's canons of judicial conduct, which may prohibit participating in fundraising activities.

Potential donors can be recruited through presentations the council may give at meetings of professional and civic associations (e.g., Rotary clubs, Kiwanis clubs), schools, or hospitals. The academic community also may be contacted for information on potential grants or donations of services, such as law students donating time to assist victims of domestic violence or students of criminal justice programs to assist with needs assessment. In addition, councils can ask for free advertising space or public service announcements to promote their cause.⁶ Of course, the council may secure in-kind donations (goods and services) instead of, or in addition to, monetary donations. Local businesses in particular should be contacted. The council also should consider soliciting donations through networking, charity or special events, direct mail, or door-to-door appeals. Whichever method is used, council members need to inform potential donors exactly how and for what their money will be used, and account for all money raised.

Finally, a council may investigate the possibility of receiving asset forfeiture monies or court-assessed fines, which would be paid directly into the council's account.

⁴ For information about foundations, contact the Foundation Center (800/424-9836), which has libraries in New York, NY; Washington, DC; and Cleveland, OH. In addition, the *National Data Book* lists all private foundations in the United States, their annual reports, and relevant newspaper articles.

⁵ Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence: Building a Coordinated Community Response, A Guide for Communities*, 30. Richmond, Virginia.

⁶ *Ibid.*

Forging Private/Public Partnerships

⁷ For more information about corporate giving, refer to the *National Directory of Corporate Giving*; the *Corporate Giving Directory*; and the *Corporate Philanthropy Report*.

The value of a private/public partnership for gaining resources for the operations of the council is especially high and is therefore addressed separately. In a private/public partnership, a private corporation joins with a coordinating council to provide funding or resources for specific projects.⁷

Funding for the New Jersey State Bar Association Safety Guides

A partnership between the New Jersey State Bar Association, Legal Services of New Jersey and the New Jersey Division on Women, Department of Community Affairs supported the publication of the following free guides to help victims of domestic violence understand their legal rights and identify the support services available to them.

Domestic Violence: The Law and You is a 16-page guide discussing New Jersey's Prevention of Domestic Violence Act and both the civil and criminal legal processes in question-and-answer form. It sets forth the steps for obtaining a temporary restraining order, consulting with an attorney, going to trial, and testifying in court. The guide also discusses law enforcement response, including reasons to arrest, responses to restraining orders, and what victims should do while waiting for the police to respond to a domestic call. In addition, the guide provides telephone numbers a victim can call for assistance.

Domestic Violence: A Guide to the Legal Rights of Battered Women in New Jersey is a comprehensive legal reference for victims and their families. The guide lists service providers who work with domestic violence victims and provides a summary of the legal process, addressing such issues as divorce, child custody, visitation, and support. The guide discusses safety measures that victims can take, including using hot lines, seeking the advice of an attorney, and locating emergency and permanent housing. The guide lists welfare emergency assistance and food stamp programs, counseling options, local shelters, alcohol and drug treatment programs, and referral services.

The following list provides some suggestions to consider when forging private/public partnerships.

- Have an elected official who is involved with the council make the initial approach to the corporation. The elected official is ideally suited to trigger interest among business partners. A familiar local figure's credibility often will increase the business partners' interest. By making the first contact, the elected official establishes the credibility of the council early. Any positive publicity resulting from the council's work also will reflect on the elected official or corporation that supports the council's work in addition to helping heighten public awareness of violence against women.
- Council members may want to consider soliciting donations through networking or by contacting corporations directly to determine how they can contribute to the council. A letter campaign can be a sound approach, but follow-up telephone calls are necessary to reach those who may have discarded the letter, or as reminders to those who read the letters but were unsure about the work of the council and how they could support its efforts.

- Solicit gifts from a variety of sources. Instead of asking for large sums of money from one source, ask several corporations to contribute modest sums for a specific project. Those companies may then be more willing to fund future projects.
- Target companies that already cater to aspects of a project the council wants funded. For example, if the council seeks funding for a program for child victims, target companies that manufacture and sell products for children (e.g., toy companies).
- Select parts of a project for funding by an individual company. Do not expect one business to fund an entire project.
- Ask businesses to make in-kind donations (e.g., ask a printing company to produce the council's brochures, ask a hotel to donate meeting space).

Funding for Citibank/Dominick's Safety Plans, Cook County (Chicago), Illinois

A domestic violence safety plan and two informational brochures are funded and distributed by Dominick's Finer Foods Stores and Citibank in Chicago, through a partnership with the Cook County State's Attorney. The Domestic Violence Safety Plan lists ways a victim can avoid or defuse a potentially dangerous situation with an abuser. The Safety Plan provides telephone numbers of shelters and a list of items victims should have with them if it becomes necessary for them to leave home. The Safety Plan is available in English, Spanish, and Polish and comes in two sizes: a standard version (8.5 x 3.5 inches) and a wallet-sized version (3.5 x 2.5 inches), which is easy to conceal from abusers. One of the informational brochures, Domestic Violence, explains the steps a victim must take to obtain an order of protection and for prosecution of the abuser. The other brochure, The Illinois Stalking Law, explains the state's stalking law and the protection it affords victims.

⁸ T. Hutchinson, "Vetoing Violence in the Workplace," *Solutions Magazine* (April 1995), 41.

⁹ Bureau of Justice Statistics, U.S. Department of Justice, "Workplace Homicides in 1992." *Fatal Workplace Injuries in 1992: A Collection of Data and Analysis* (Washington, DC: U.S. Government Printing Office, 1994), 1.

¹⁰ D. Anfuso, "Deflecting Workplace Violence," *Personnel Journal* 66 (1994), 10.

¹¹ *Ibid.*

¹² J. Jackson, "Understanding Survival Responses of Battered Women," *Maryland Medical Journal* (October 1994).

- Inform companies of volunteer opportunities for their employees. Volunteers can be valuable resources for a coordinating council.
- To alleviate the concerns of potential donors, make sure donors know exactly how and for what their money will be used.
- Use statistics such as the following to show the business community that it has a stake in domestic violence and violence against women issues.
 - The U.S. Department of Labor reports that homicide was the second leading cause of death of workers killed on the job in 1993,⁸ and one-sixth of all workplace homicides of women are committed by a spouse, boyfriend, or former spouse or boyfriend.⁹
 - Boyfriends and spouses, both current and former, commit more than 13,000 acts of violence against women in the workplace every year.¹⁰
 - Domestic violence also translates into lost productivity. Violence causes 56 percent of employed battered women to be late for work at least five times a month, 28 percent to leave early at least five days a month, 54 percent to miss at least three full days of work a month, and 20 percent to lose their jobs.¹¹
 - Violence against women is estimated to cost the nation \$5 to \$10 billion a year in health care costs, lost productivity, and criminal justice interventions.¹²

- Stress the benefits of supporting the council's work. Convince a company that its donation will help enhance its public image, create a better community, and aid survivors of violence against women.
- Give donors plenty of recognition. Use every media event, council meeting, or other activity to mention the supporting companies, and provide opportunities for their representatives to participate in council activities.
- Maintain good relations with your donors. As a thank-you, invite them to council functions, or list their names in council publications or newsletters.

A Worksheet on Funding

TASK 1: Determine who will be the council's contact person(s) for forging private/public partnerships.

TASK 2: Determine the projects the council wants funded.

TASK 3: Determine what products the council needs to produce for the project (e.g., informational brochures or children's toys for a waiting room at the courthouse).

TASK 4: Determine which businesses in your area produce these items and make them available.

TASK 5: Create a sample letter to introduce the council and its projects to businesses. Outline the benefits for the business of supporting the council, the contributions the business could make to the community, the exposure it will receive, a time frame for participating in specific projects, and the name of a contact person on the council.

TASK 6: Follow up on any letter or informal discussion related to potential funding resources.

Marketing the Council

Using print, radio, and television to promote community awareness of the coordinating council and its activities helps the public to understand the issue for which the council has been formed, and to embrace the role of the council. In addition, informing the public about the formation of the council and its work helps to keep the seriousness of violence against women at the forefront of public interest. Reporting on the progress and announcing the accomplishments of the council helps to keep the public informed and involved in the council's activities. Positive attention from the public, in turn, commands commitment from policy makers and influential community and business leaders, who are likely to align themselves with and contribute to such a positive and worthwhile endeavor.

New Hampshire District Court Domestic Violence Coordinating Council Project

The New Hampshire coordinating council publicizes council activities through the local media. Articles in local newspapers promote council efforts in the prevention of domestic violence. The council also uses newspaper articles and interviews as opportunities to raise awareness of the problem of domestic violence and to invite the public to join the council and to participate in council activities.

To focus any marketing efforts, the council should nominate one member to act as its spokesperson. The spokesperson needs to be well informed on the council's official positions, as well as on current issues surrounding violence against women on the local and national levels. It is critical that the council spokesperson have a good understanding of privacy and confidentiality laws, especially when working with survivors of violence against women. Over time, the council spokesperson will establish credibility with members of the media which will, consequently, generate positive publicity for the council and its accomplishments. Strong media relations are an asset to a coordinating council and can be an effective tool in furthering its goals. To track marketing efforts, the council should maintain accurate records of any news coverage it receives and should keep members informed about media relations.¹³

¹³ Virginia Commonwealth Fund and the Maternal and Child Health Bureau, *Family Violence*, 41.

Marketing Ideas

Consider the following ways to improve community awareness about the council and promote council activities:

- *Create a Council Web page.*
- *Develop posters and brochures.¹⁴*
- *Have the local paper write a series of articles about violence against women issues and the council's response.*
- *Conduct a public education campaign (pamphlets, brochures, bumper stickers, and billboards).*

¹⁴ See Appendix I for examples of public service announcements and posters used by councils.

PHASE 7

Conducting a Program Evaluation to Measure Success¹

¹ Phase 7 is based on D. Rebovich and J. Panagopoulos, *Measuring Impact: A Guide to Program Evaluation for Prosecutors*. (Alexandria, VA: American Prosecutors Research Institute, 1996).

The recommendation to plan, budget, and conduct an evaluation of the council's work is often met with resistance or at least little understanding by council members. In many cases, it is argued that "evaluation" is an academic exercise that only diminishes the scarce resources available for council work. The reasoning often is, "We want to make a difference, not spend money on crunching numbers." While this is a powerful argument, it also reflects a misunderstanding of what an evaluation actually represents and what it can do to assist the work of the council.

Purpose of Evaluation

- Provides a record of council activities.
- Enables periodic review of progress toward council goals.
- Identifies successes and areas that need improvement.
- Creates the background information necessary for funding requests and applications.

What is Program Evaluation?

A program evaluation assesses what the council has done and how the results measure up to the council's goals. Evaluation is an information-gathering process that neither admonishes nor judges but clears a path toward performance improvement. It is essential for assessing the effectiveness of council activities. Evaluations help the program staff determine whether the council works effectively by assessing what it has accomplished and whether these accomplishments conform to the original intent of the program. Evaluations are a tool to determine the success of the program, assist in resource allocation decisions, and market program expansion or replications.

² For a more detailed overview of evaluation approaches see M. Burt, et al, *Evaluation Guidebook for Projects Funded by STOP Formula Grants under the Violence Against Women Act, 1997*. (Washington, DC: National Institute of Justice, 1997).

There are basically two types of evaluation procedures that can assist coordinating councils in examining their efforts: One focuses on the development of and processes established by the council; the other focuses on the impact of the council's work on the community and on violence against women. The following sections describe both types.²

Types of Evaluation

When evaluating a program, the evaluation must answer these important questions:

- Are the goals, objectives, and tasks of the council being properly implemented?
- Are the results of the tasks as the council envisioned?

Process evaluation examines how a coordinating council delivers its services. This type of evaluation provides information to assess the resources, procedures, and policies developed for the council and compares changes throughout the development and implementation of the council. Process evaluation involves developing an inventory of

program resources (staff time, staff activities, resource allocation, funding, office space) and analyzing how these resources influence program outcomes (products developed, events held, victims served). It is a tool for council members to gain information on how the program is progressing throughout its implementation. Gathering this information is important since resources may dissipate and unforeseen circumstances may necessitate modifying the initial plan. By conducting a process evaluation, council members can document discrepancies and changes and understand their effect on the program results.

Impact evaluation focuses on the “bottom line” effects of a program (e.g., Did the number of protection orders issued and enforced increase or decrease after measures were taken to improve access? Were victims exposed to more or less violence?). The impact evaluation examines the effectiveness of the council and shows whether the council is successful in attaining its overall goals and objectives.

Both types of evaluations provide information needed to assess the work of the council. Used together, process and impact evaluation provide a powerful, balanced analysis of council operations. If the council is managed poorly or significant diversions from the original implementation plan have occurred, it is unrealistic to expect that the council can reach its goals. Process evaluation explains why a program did not achieve its intended results. And, if an impact evaluation shows that a program is successful, the process evaluation can generally confirm why it is successful. This is important information for any council that wants to maintain a positive record over time.

The following table provides a basic overview of the two types of evaluations and the sources and specific types of data that may be used in the evaluation process.

Process Evaluation	
Data Sources	Type of Data
Background Characteristics	<ul style="list-style-type: none"> • population of jurisdiction or county served by council activities • demographics of community and victims seeking/offenders treated by services (e.g., race, age, sex, socioeconomic status)
Program Agencies	<ul style="list-style-type: none"> • number and type of staff and other resources • staff hours • budget • office space, equipment, and other resources • number of interagency meetings and number and type of attendees • number of interagency agreements • number of staff trained • number of hours devoted to public education and community outreach • number and type of procedures and policies implemented • number and type of actions implemented
Impact Evaluation³	
Police	<ul style="list-style-type: none"> • number and type of family violence calls for service (e.g., first-time calls, repeat calls) • number and type of officers dispatched • number of incident reports filed • number of arrests made • number and type of services provided to victims • number and type of persons served by such activities
Courts	<ul style="list-style-type: none"> • number of new and continuing civil and criminal cases • number and type of defendants • number of emergency protection order requests • number of civil and criminal cases reaching and not reaching disposition and their outcome • number of court orders that include batterer treatment, substance abuse treatment, community service, supervised probation, jail time, and protection for victim • number and type of hearings • change in procedures • case processing time

³ To understand the impact of the council, it is helpful to collect these numbers before the implementation of the council to serve as a basis for comparison with information gathered after the council is up and running.

<p>Corrections</p>	<ul style="list-style-type: none"> • number of new cases referred each month • number of cases found in violation of an order each month • number of cases satisfactorily and unsatisfactorily closed each month • number and type of interventions
<p>Advocates</p>	<ul style="list-style-type: none"> • number and type of direct services to victims and families • number of court notifications • number and type of referrals to supportive services • number of court accompaniments
<p>Prosecutors</p>	<ul style="list-style-type: none"> • number of persons served by initiatives • number of summonses served • number and type of cases investigated • number and type of cases charging criminal offenses • number and type of cases prosecuted, diverted, or dismissed • number of protective orders requested and granted • number and type of direct services to families • number of court notifications • number and type of referrals to supportive services • changes in processing or policies

Selecting an Evaluator⁴

⁴ “Selecting an Evaluator” is reproduced from APRI’s *Measuring Impact*. (Alexandria, VA, 1996)

To ensure that the evaluation is helpful to the coordinating council’s work, an evaluator should be involved from the planning stages through the entire life of the council. Evaluation results can be particularly helpful during the council’s initial development because they can furnish a guiding direction for program decision makers. Over time, they also provide information that the council needs to improve program effectiveness and can help the council to tailor activities to meet changing needs.

If resources are available, an objective outside professional should be hired to give the evaluation credibility. An evaluator must be able to convert evaluation findings into tools for effective program management through the development, conceptualization, writing and placement of action-oriented results with the council.

When selecting an evaluator, council members should consider the following:

- *Good credentials and references.* A professional evaluator should have at least a master’s degree, preferably a Ph.D., in evaluation research, statistics, criminology, criminal justice or public administration.
- *Prior experience.* Consider individuals with at least three years’ experience in evaluating programs. The evaluator should have knowledge of violence against women issues and be familiar with the work of the criminal justice community.
- *Good communication skills.* It is critical that the evaluator be willing and able

to explain the methodology and results of the evaluation in lay terms. The evaluator should be involved when developing the program goals and objectives, the community and organizational context of the program.

While it may be fiscally difficult to hire an evaluation expert, there are a number of other options. Consider soliciting graduate students or university faculty to conduct the evaluation at a low or no cost. Graduate students in criminology, criminal justice, sociology, public administration, or political science may want to evaluate the council to meet a thesis or dissertation requirement. In addition, staff members from participating council agencies may assist in the evaluation. They may have taken courses in evaluation/research methodology or acquired relevant on-the-job experience. Since a number of local government agencies already are collecting information on a regular basis and often employ staff capable of evaluation and analysis, these resources should be considered and tapped, whether or not an outside evaluator is assigned. If an insider is used, however, precautions should be taken to ensure the objectivity of the evaluations.

Most councils must operate innovative programs with limited means and inconclusive information. Evaluations can assist them in allocating their resources effectively and efficiently while demonstrating managerial commitment and accountability. Although evaluation will never provide all the answers, it can provide information with which to modify and improve programs on a continuing basis.

OASIS

Twin Falls County, Idaho

The OASIS program conducts ongoing evaluations of its program to measure its effectiveness and relevancy. A statistical review of the program's progress is completed quarterly with case histories, numbers of clients served, and the disposition of cases. The baseline statistics are provided by law enforcement and the Volunteers Against Violence shelter. A review of the financial status of the program, including matching funds and in-kind contributions, is performed. The materials presented at public events, training workshops, and in public awareness campaigns are also evaluated. A general meeting open to the public is conducted with a facilitator for review of the progress of the program, to hear the reports, to make suggestions for strengthening the program, and to raise areas of concern. At the end of the program, quarterly reports, public service announcements, protocols, and materials generated by the program are reviewed by an evaluator and the task force.



Conclusion

¹ Association of Trial Lawyers of America, Johns Hopkins Injury Prevention Center, Southern California Injury Prevention Research Center, *Preventing Violence to Women: Integrating the Health and Legal Communities* (1993), 1.

Violence against women is pervasive in our society. Every year at least two million women are severely battered by their husbands or partners, more than five thousand are murdered, and more than one million are raped.¹ These women look to the criminal justice system, allied agencies, and communities to help end the violence that plagues their lives and the lives of their children. Our justice system, however, is not well equipped to deal with the complex issues presented by violence against women cases. Criminal justice professionals are exploring new alternatives and employing innovative methods to address these issues. A coordinated, collaborative strategy is an effective way to handle violence against women and children. Coordinating councils provide mechanisms for improving communication among all criminal justice and community organizations involved in violence against women cases. By addressing prevention, education, intervention, and rehabilitation, a coordinating council enables communities and the justice system to improve their collective response to violence against women. Through the use of a coordinating council and other collaborative efforts, every community may begin to address the problem of violence against women and work to increase victim safety and hold perpetrators accountable.



A P P E N D I X A

Coordinating Councils in Action¹ Program Briefs

¹ APRI and NCJFCJ, with funding from BJA, provided intensive on-site technical assistance to existing councils in Baltimore, Maryland; Santa Clara County, California; and the Commonwealth of Virginia. The executive summaries of the site visits conducted by APRI and NCJFCJ staff were included in the final report submitted to BJA to meet reporting requirements. For more detailed program descriptions, contact APRI at 703/549-4253.

The following program descriptions briefly outline the structure and operations of three coordinating councils that were the focus of a BJA grant to APRI and NCJFCJ. Provided here are the executive summaries written by project staff outlining their observations of these coordinating councils.

The Domestic Violence Coordinating Committee Baltimore, Maryland

PURPOSE

The purpose of the Mayor's Domestic Violence Coordinating Committee (DVCC) is to monitor and coordinate the response of the legal system and the community to domestic violence incidents in Baltimore City.

MISSION STATEMENT

The reduction of domestic violence by:

- Coordinating** a consistent message and response concerning domestic violence.
- Promoting** cooperation, coordination, and communication among the courts, criminal justice agencies, and service providers in Baltimore City.
- Creating** in Baltimore City a safe environment for victims of abuse.
- Ensuring** that abusers are held accountable for their illegal behavior.

MEMBERSHIP

The core of the Domestic Violence Coordinating Committee consists of the following criminal justice and community agencies:

Baltimore Police Department
District Court of Maryland for Baltimore City
Division of Parole and Probation
Division of Pretrial Detention and Services
House of Ruth
Mayor's Coordinating Council on Criminal Justice
Sexual Assault Resource Center
State's Attorney's Office

COMMITTEES AND TASK GROUPS

Committees include:

- Training and Education

- Workplan
- Domestic Violence Court
- Domestic Violence Information System

Most DVCC decisions are made by consensus; however, decisions about the use of grant funds are made through a formal voting process.

HIGHLIGHTS OF ACTIVITIES AND ACCOMPLISHMENTS

- Creation of the Domestic Violence Unit, State's Attorney's Office for Baltimore City.
- Improving the policies and procedures of various criminal justice agencies.
- Implementing mandatory arrest (reviewed the feasibility).
- Facilitated the establishment of specialized units in the Police Department, Pretrial Release Services, and Parole and Probation.
- Convened two Domestic Violence Summits and facilitated long-range planning.
- Established the Domestic Violence Work Group, consisting of staff from all the specialized units and service providers.
- Produced a manual that includes a core domestic violence curriculum which is used by all criminal justice agencies, revised policies and procedures, and other background information.
- Developed a Domestic Violence Information System to track cases from the 911 call to disposition.
- Supported the development of a Domestic Violence in the Workplace Policy and Procedures Manual.
- Provided training, skill development, support for information systems and technical assistance opportunities to criminal justice agencies and service providers.
- Facilitated the development and implementation of the Domestic Violence Specialized Docket.
- Funded the Hampden Family Center and the House of Ruth to provide a support group for domestic violence victims in the Hampden Community.
- Funded a public education campaign sponsored by Baltimore Police Department.
- Funded the Sexual Assault Center's Emergency Room Companion Program.

STRENGTHS OF THE COMMITTEE

- Cohesive, stable core group.
- Equal roles of the victims' advocates and criminal justice professionals.
- Respect among members and an understanding of the strengths and limitations of one another's roles in the criminal justice system.
- Committed members.
- Part-time staff person.
- Retreats to conduct long-range strategic planning.
- Overall philosophy for social change that guides committee's activities. In order to combat violence in families, the committee must address the problem through the following components: statutory, policy, procedural, resources, staffing, training, and accountability.

OBSTACLES AND CHALLENGES FACED BY THE COMMITTEE

- Expansion of focus from domestic violence to violence against women.
- Allocation of scarce resources.

- Implementing a death review team.
- Statutory issues.
- Barriers within the legal system.

FUTURE PLANS

- Continued long-range planning—institutionalizing the responsibility to collect and analyze data.
- Attention to group dynamics/group maintenance—effectively dealing with anticipated turnover of key members and institutionalizing efforts to address domestic violence.
- Commitment to changes within the legal system.
- Implementation of a specialized domestic violence court.

The Domestic Violence Council of Santa Clara County, California

PURPOSE

The goal of the Domestic Violence Council is to end domestic violence in Santa Clara County. The general purposes of the council are to ensure (1) safety and restoration for victims of domestic violence, (2) cessation of the violence, and (3) accountability for batterers. To accomplish these purposes, the council shall:

- (a) Improve coordination among agencies, departments, the courts, and members of the community in matters of family violence and abuse.
- (b) Promote effective prevention, intervention, and treatment techniques which will be developed based upon research and data collection.
- (c) Improve the response to domestic violence and abuse so as to reduce incidents thereof.
- (d) Educate the public about the need to end domestic violence.

FUNDING

- BJA Violence Against Women Demonstration and Technical Assistance Program.
- State funding to hold an annual domestic violence conference.

STAFFING

The council is staffed part-time by the clerk of the Board of Supervisors. This individual is responsible for all the council's administrative work, coordination of committee members, and preparation and dissemination of materials to be presented to the Board of Supervisors.

MEMBERSHIP

The Domestic Violence Council of Santa Clara County consists of 32 members appointed by the Board of Supervisors. Membership is at the policy-making level and is made up of three representatives from battered women's shelters as well as one representative from each of the following activity areas:

- Police Chiefs Association
- San Jose Police Department
- Sheriff's Office
- District Attorney's Office
- Municipal Court

- Superior Court
- Family Court
- Batterers' Treatment Program
- Transitional Housing Program
- Pretrial Release Services
- Bar Association
- Public Defender's Office
- Legal Aid Criminal Defense Bar
- Family Law Bar
- Social Services Agency
- Probation
- Research specialization
- Commission on the Status of Women
- State legislature
- Elder abuse
- Gay and Lesbian community
- Medical community
- Victim of domestic violence
- Five representatives of the public

Each year the council's Workplan Committee develops a one-year plan for the entire council, committee by committee. The workplan is then submitted to the Board of Supervisors for approval. Each year, the goals are outlined, examined, and revised accordingly.

COMMITTEES

The committees are the driving force of the council. The work of the council and much of the conflict resolution are handled at committee levels, which allows for smaller groups to deal with the substantive issues and group dynamics. The committees meet separately to formulate issues. Committee representatives then attend meetings of the full council to present these issues. The full council is perceived to be an "approval" body. Often, each committee will have 5 to 20 projects at one time.

The following is a list of the council's committees:

- Children's Committee
- Community Education Committee
- Contract Services Committee
- Court Systems Committee
- Data Committee
- Legislation Committee
- Medical Committee
- Police/Victim Relations Committee
- Shelter Services Committee
- Workplace Violence Committee

MEETINGS

The council meets eight times per year. In order to recommend action to the full Board of Supervisors, the council follows Robert's Rules of Order and requires a quorum of

the council. Generally, the council makes decisions by consensus. When consensus cannot be reached, members will agree to disagree on the issue.

HIGHLIGHTS OF ACTIVITIES AND ACCOMPLISHMENTS

- Offers cross-training among disciplines.
- Developed and conducted a public awareness campaign.
- Developed protocols for various agencies.
- Developed standards for batterer treatment.
- Developed and disseminated safety cards with steps for leaving an abusive relationship and telephone numbers of local shelters.
- Holds annual domestic violence conference.

STRENGTHS OF THE COUNCIL

- Commitment of policy makers.
- Dedication and drive of council members.
- Environment that encourages leadership by allowing members to receive credit for their work.
- A committee system that is used as a mechanism to channel complaints.
- Mechanisms for victim input.

OBSTACLES AND CHALLENGES FACING THE COUNCIL

- Lack of public awareness within the community of the council and its activities.
- Some victims still view the system as unresponsive.
- The need for more judicial training.
- Need to quantify the council's successes.
- Need for further improvement of court processes that once inhibited victims from seeking help or protection.
- Death Review Committee: issues of confidentiality and information sharing among agencies.

FUTURE PLANS

Generally

- Improving coordination;
- Promoting effective prevention;
- Intervention and treatment; and
- Educating the public.

Specifically

- Developing new and improved safety plans;
- Studying the use of lethality assessments;
- Judicial and other professional training; and
- Setting up a computer system to allow the family court access to criminal history information, which will allow the family court to make more informed rulings regarding restraining orders and custody determinations.

**The Virginia Commission
on Family Violence
Prevention**

PURPOSE

The commission is composed of 25 members representing the legislative, executive, and judicial branches of state government and four citizen appointees representing media and family violence organizations. The commission is charged with:

- Studying family violence.
- Investigating ways to coordinate the delivery of services and resources for victims.
- Increasing public awareness of available services.
- Determining services, resources, and legislation needed to address, prevent, and treat family violence.

As one of its initial tasks, the commission developed a vision statement and workplan to guide its work with the community.

STAFFING

Commission staff include a full-time executive director, a full-time project assistant, and six part-time professionals. Part-time staff have advanced degrees in a variety of fields and are assigned to staff committees and task groups according to their expertise and interest. They attend all meetings of their assigned committees or task groups, regular staff meetings at the commission office, and quarterly commission meetings. At the direction of their respective committees, staff produce reports, collect information, conduct background research, and generally guide the work of their committee.

MEMBERSHIP

Membership of the commission includes:

- Four members of the House of Delegates appointed by the Speaker of the House
- Three members of the Senate appointed by the Senate Committee on Privileges and Elections
- The lieutenant governor
- The chief justice of the supreme court, or a designee
- The chief judge of the court of appeals, or a designee
- The attorney general, or a designee
- The secretary of education, or a designee
- Two circuit court judges, a general district court judge, and a juvenile and domestic relations court judge appointed by the governor upon recommendations from the chief justice
- The commissioner of the Department of Mental Health, Mental Retardation, and Substance Abuse Services
- The commissioner of the Department of Social Services
- The director of the Department of Youth and Family Services
- The executive director of the Public Defender Commission
- A commonwealth attorney appointed by the Senate Committee on Privileges and Elections
- Four citizen members representing the media and family violence organizations appointed by the Speaker of the House

(The chairman of the commission must be a member of the General Assembly.)

COMMITTEES AND TASK GROUPS

Committees include:

- Community Response
- Data Collection and Monitoring
- Law Enforcement
- Legislative/Judicial
- Public and Professional Awareness
- Training and Technical Assistance

The committees in turn established several task groups to address specific issues:

- Anti-Stalking
- Community Planning Guide
- Data
- Protective Orders
- Victim Resource Materials
- Violence Education and Awareness for Physicians

MEETINGS

The commission meets quarterly and rotates the site of the meeting to provide maximum opportunity for citizen and local input. Generally, each meeting includes time for individual committees to meet, a meeting of the full commission at which committees provide reports, and a public hearing with testimony from individuals and organizations.

The committees meet at least quarterly and often more frequently. Membership of the committees includes four commission members plus an additional four to nine community representatives. Sixty-six noncommission members serve on the various committees.

The task groups meet most frequently, often monthly, and offer the broadest participation of professionals, citizens, advocates, and survivors. An additional 67 individuals including 5 survivors and 27 victim services providers participate on the task groups. The membership of all the task groups, committees, and commission totals 158.

HIGHLIGHTS OF ACTIVITIES AND ACCOMPLISHMENTS

- Development and distribution of three resource items: *Victim Services Resource Guide*, *Annotated Bibliography of Family Violence Research*, and a legislative update for the General Assembly.
- A *Community Planning Guide* to provide information to localities on development and implementation of local coordinating councils.
- Mandatory arrest legislation passed by the 1996 General Assembly and implemented in July 1997 to allow mandatory training requirements to be met for all law enforcement officers in the state.
- Omnibus protective order legislation based on the Model Code on Domestic and Family Violence introduced in the 1996 General Assembly.
- A statewide public awareness campaign, "Together Against Violence," with more than 5,000 packets distributed throughout the state.
- Training programs for all magistrates statewide, all juvenile and domestic relations court judges, circuit court judges, and others.

- Analysis of available data on family violence at the state and local levels resulting in several recommendations for state agencies and support for development of a statewide protection order registry.
- A survey and report on family violence training at all graduate medical schools in the state with recommendations for joint development and implementation of a multidisciplinary curriculum.

STRENGTHS OF THE COMMISSION

- Political clout and leadership strength of commission members.
- A central point of contact and information.
- A catalyst to bring agencies and groups together to work toward comprehensive, multi-faceted solutions to complex problems.
- The executive director's organizational skills, vision, and direction.
- Rare combination of powerful commission leadership, vast contributions from dozens of citizens, and highly qualified and dedicated staff.

OBSTACLES AND CHALLENGES FACED BY THE COMMISSION

- Liabilities associated with having such a politically oriented membership.
- Legislation to establish the commission severely limits its options and flexibility in responding to new situations and needs.
- Efforts on behalf of domestic violence victims initially seemed diluted by efforts aimed at abused and neglected children.
- Few data on domestic violence available, especially at the state level.

FUTURE PLANS

The commission developed a report to the governor and 1996 General Assembly that contained 32 recommendations based on the work of the committees. Significant legislative changes were recommended in the areas of arrest and protection orders. Continued activities statewide in the area of training, technical assistance, and public awareness were recommended. An effort to develop and support local coordinating councils was proposed, as well as a family violence curriculum for Virginia's medical schools. The report urged important changes in state-level data collection, including a statewide registry for protection orders. Perhaps most important for continued progress, the commission recommended a continuing resolution for the commission for another year. It asked the General Assembly to direct the commission to expand its membership to include an additional juvenile and domestic relations court judge and four additional citizens, one representing the media and three representing victim advocacy organizations. In addition, the report proposed that the resolution charge the commission to:

- Assess the impact of family violence on children.
- Examine the availability and accessibility of services and resources to victims.
- Investigate the development of standards for effective batterer treatment programs.
- Examine effective prosecution techniques.
- Determine services, resources and legislation that may be needed to further address, prevent, and treat family violence.

A P P E N D I X B

National and State Domestic Violence Organizations

RESOURCE INFORMATION ONLY

American Bar Association Commission on Domestic Violence
740 15th Street, NW, 9th Floor, Washington, DC 20005-1009
Office: 202/662-1737
Fax: 202/662-1032

American Prosecutors Research Institute
Violence Against Women Program
99 Canal Center Plaza, Suite 510
Alexandria, VA 223114
Office: 703/549-4253
Fax: 703/836-3195

Battered Women's Justice Project
c/o National Clearinghouse for the Defense of Battered Women
125 South 9th Street, Suite 302, Philadelphia, PA 19107
Office: 800/903-0111 or 215/351-0010
Fax: 215/351-0779

Battered Women's Justice Project
Civil Justice Issues c/o PCADV - Legal Office, 6400 6400 Flank Drive, Suite 1300
Harrisburg, PA 17112-2778
Office: 800/903-0111 or 717/671-4767
Fax: 717/671-5542

Battered Women's Justice Project
Criminal Justice Issues c/o Minnesota Program Development, Inc.
4032 Chicago Avenue South, Minneapolis, MN 55407
Office: 800/903-0111
Fax: 612/824-8965
TTY: 612/824-8768

Center for the Prevention of Sexual and Domestic Violence
936 North 34th Street, Suite 200, Seattle, WA 98108
Office: 206/634-1903
Fax: 206/643-0115

Family Violence Prevention Fund
383 Rhode Island Street, Suite 304, San Francisco, CA 94103-5133
Office: 415/252-8900
Fax: 415/252-8991

Health Resource Center on Domestic Violence
c/o Family Violence Prevention Fund
383 Rhode Island Street, Suite 304, San Francisco, CA 94103-5133
Office: 888/792-2873
Fax: 415/252-8991

Mending the Sacred Hoop
2525 Franklin Avenue East, Minneapolis, MN 55406
Office: 612/664-0835 or 888/305-1650
Fax: 612/664-0840

National Coalition Against Domestic Violence - Public Policy Office
119 Constitution Avenue, NE, Washington, DC 20002
Office: 202/544-7358
Fax: 202/544-7893

National Coalition Against Domestic Violence
Administrative Office
P.O. Box 18749, Denver, CO 80218
Office: 303/839-1852
Fax: 303/831-9251

National Network to End Domestic Violence
701 Pennsylvania Avenue, NW, Suite 900, Washington, DC 20004
Office: 202/347-9520
Fax: 202/434-7400

National Resource Center on Child Abuse and Neglect
American Humane Association
63 Inverness Drive, East, Englewood, CO 80112
Office: 800/227-5242
Fax: 303/792-5333

National Resource Center on Domestic Violence
Pennsylvania Coalition Against Domestic Violence
6400 Flank Drive, Suite 1300, Harrisburg, PA 17112-2778
Office: 800/537-2238
Fax: 717/545-9456
TTY: 800/553-2508

Resource Center on Domestic Violence, Child Protection, and Custody
National Council of Juvenile and Family Court Judges
P.O. Box 8970, Reno, NV 89507
Office: 800/527-3223
Fax: 702/784-6160

Statewide Domestic Violence Coalitions

STATEWIDE DOMESTIC VIOLENCE COALITIONS		
State	Council Name	Contact Information
Alabama	Coalition Against Domestic Violence	P.O. Box 4762 Montgomery, AL 36104 334/832-4842
Alaska	Network on Domestic Violence and Sexual Assault	130 Seward Street, Suite 501 Juneau, AK 99801 907/586-3650
Arizona	Coalition Against Domestic Violence	100 W. Camelback Road, Suite 109 Phoenix, AZ 85013 602/279-2900
Arkansas	Coalition Against Domestic Violence	#1 Sheriff's Lane, Suite C North Little Rock, AR 72114 501/812-0571
California	Alliance Against Domestic Violence	1717 5th Avenue San Rafael, CA 94901 415/457-2464
Colorado	Coalition Against Domestic Violence	P.O. Box 18902 Denver, CO 80218 303/831-9632
Connecticut	Coalition Against Domestic Violence	135 Broad Street Hartford, CT 06105 860/524-5890
Delaware	Coalition Against Domestic Violence	P.O. Box 847 Wilmington, DE 19899 302/658-2958
District of Columbia	Coalition Against Domestic Violence	513 U Street, NW Washington, DC 20013 202/783-5332
Florida	Coalition Against Domestic Violence	410 Office Plaza Drive Tallahassee, FL 32301 904/671-3998
Georgia	Coalition on Family Violence, Inc.	1827 Powers Ferry Road, Suite 325 Atlanta, GA 30339 770/984-0085

STATEWIDE DOMESTIC VIOLENCE COALITIONS

State	Council Name	Contact Information
Hawaii	State Coalition Against Domestic Violence	98-939 Moanalua Road Aiea, HI 96701-5012 808/486-5072
Idaho	Coalition Against Sexual and Domestic Violence	815 Park Boulevard, Suite 140 Boise, ID 83712 208/384-0419
Illinois	Coalition Against Domestic Violence	730 East Vine Street, Suite 109 Springfield, IL 62703 217/789-2830
Indiana	Coalition Against Domestic Violence	2511 E. 46th Street, Suite N-3 Indianapolis, IN 46205 317/543-3908
Iowa	Coalition Against Domestic Violence	1540 High Street, Suite 100 Des Moines, IA 50309-3123 515/244-8028
Kansas	Coalition Against Sexual and Domestic Violence	820 S.E. Quincy, Suite 422 Topeka, KS 66612 913/232-9784
Kentucky	Domestic Violence Association	P.O. Box 356 Frankfort, KY 40602 502/875-4132
Louisiana	Coalition Against Domestic Violence	P.O. Box 77308 Baton Rouge, LA 70879-7308 504/752-1296
Maine	Coalition for Family Crisis Services	128 Main Street Bangor, ME 04401 207/941-1194
Maryland	Network Against Domestic Violence	11501 Georgia Avenue, Suite 403 Silver Spring, MD 20902 301/942-0900
Massachusetts	Coalition of Battered Women's Service Groups	14 Beacon Street, Suite 507 Boston, MA 02108 617/248-0922
Michigan	Coalition Against Domestic and Sexual Violence	913 W. Holmes, Suite 211 Lansing, MI 48910 517/887-9334

STATEWIDE DOMESTIC VIOLENCE COALITIONS		
State	Council Name	Contact Information
Minnesota	Coalition for Battered Women	450 N. Syndicate Street, Suite 122 St. Paul, MN 55104 612/646-6177
Mississippi	Coalition Against Domestic Violence	P.O. Box 4703 Jackson, MS 39296-4703 601/981-9196
Missouri	Coalition Against Domestic Violence	415 E. McCarty Jefferson City, MO 65101 573/634-4161
Montana	Coalition Against Domestic Violence	P.O. Box 633 Helena, MT 59601 406/443-7794
Nebraska	Domestic Violence/Sexual Assault Coalition	315 South 9th, #18 Lincoln, NE 68508-2253 402/476-6256
New Hampshire	Coalition Against Domestic and Sexual Violence	P.O. Box 353 Concord, NH 03302-0353 603/224-8893
New Jersey	Coalition for Battered Women	2620 Whitehorse/Hamilton Square Road Trenton, NJ 08690-2718 609/584-8107
New Mexico	State Coalition Against Domestic Violence	P.O. Box 25363 Albuquerque, NM 87125 505/246-9240
Nevada	Network Against Domestic Violence	2100 Capurro Way, Suite E Sparks, NV 89431 702/358-1171
New York	State Coalition Against Domestic Violence	Women's Building, 79 Central Avenue Albany, NY 12206 518/432-4864
North Carolina	Coalition Against Domestic Violence	P.O. Box 25189 Durham, NC 27702 919/956-9124
North Dakota	Council on Abused Women's Services	418 E. Rosser Avenue, Suite 320 Bismarck, ND 58501 701/255-6240

STATEWIDE DOMESTIC VIOLENCE COALITIONS

State	Council Name	Contact Information
Ohio	Domestic Violence Network	4041 North High Street, Suite 101 Columbus, OH 43214 614/784-0023
Oklahoma	Coalition on Domestic Violence and Sexual Assault	2200 N. Classen Boulevard, Suite 610 Oklahoma City, OK 73106 405/557-1210
Oregon	Coalition Against Domestic and Sexual Violence	520 NW Davis, Suite 310 Portland, OR 97209 503/223-7411
Pennsylvania	Coalition Against Domestic Violence	6400 Flank Drive, Suite 1300 Harrisburg, PA 17112 717/545-6400
Rhode Island	Coalition Against Domestic Violence	422 Post Road, Suite 104 Warwick, RI 02888 401/467-9940
South Carolina	Coalition Against Domestic Violence and Sexual Assault	P.O. Box 7776 Columbia, SC 29202-7776 803/750-1222
South Dakota	Coalition Against Domestic Violence and Sexual Assault	P.O. Box 141 Pierre, SD 57501 605/945-0869
Tennessee	Task Force Against Domestic Violence	P.O. Box 120972 Nashville, TN 37212 615/386-9406
Texas	Council on Family Violence	8701 N. Mopac Expressway, Suite 450 Austin, TX 78759 512/794-1133
Utah	Domestic Violence Advisory Council	120 North 200 West, Room 319 Salt Lake City, UT 84103 801/538-9886
Vermont	Network Against Domestic Violence and Sexual Assault	P.O. Box 405 Montpelier, VT 05601 802/223-1302
Virginia	Virginians Against Domestic Violence	2850 Sandy Bay Road, Suite 101 Williamsburg, VA 23185 757/221-0900

STATEWIDE DOMESTIC VIOLENCE COALITIONS		
State	Council Name	Contact Information
Washington	State Coalition Against Domestic Violence	2101 4th Avenue East, Suite 103 Olympia, WA 98503 360/352-4029
West Virginia	Coalition Against Domestic Violence	Elk Office Center 4710 Chimney Drive, Suite A Charleston, WV 25302 304/965-3552
Wisconsin	Coalition Against Domestic Violence	1400 East Washington Avenue, Suite 103 Madison, WI 53703 608/255-0539
Wyoming	Coalition Against Domestic Violence and Sexual Assault	P.O. Box 1946 Pinedale, WY 82941

Statewide Coordinating Councils²

STATEWIDE COORDINATING COUNCIL		
State	Council Name	Contact Information
Alabama	Governor's Domestic Violence Advisory Council	Hope Place Inc., P.O. Box 687 Huntsville, AL 35804 205/534-4052
Alaska	Council on Domestic Violence and Sexual Assault	P.O. Box 111200 Juneau, AK 99811-1200 907/465-4356
Arizona	Governor's Office for Domestic Violence Prevention	Arizona Commission on Family Violence 1700 West Washington, Suite 101F Phoenix, AZ 85007 602/542-1761
Arkansas	Child Abuse, Rape, and Domestic Violence Commission	University of Arkansas for Medical Sciences Mail Slot 606, 4301 West Markham Little Rock, AR 72205 501/661-7975

² Raina Fishbane, from Delaware's Domestic Violence Coordinating Council, compiled this list.

STATEWIDE COORDINATING COUNCILS

State	Council Name	Contact Information
California	Domestic Violence Advisory Council	Department of Health Services, Office of Women's Health, 714 P Street, Room 792 Sacramento, CA 95814 916/654-2030
Delaware	Domestic Violence Coordinating Council	900 King Street Wilmington, DE 19801 302/577-2684
Florida	Governor's Task Force on Domestic Violence	2555 Shumard Oak Boulevard Tallahassee, FL 32399-2100 850/921-2168
Georgia	Commission on Family Violence	244 Washington Street, SW, Suite 550 Atlanta, GA 30334 404/657-3412
Hawaii	Domestic Violence Coordinating Council	Family Court of the First Circuit, P.O. Box 3498 Honolulu, HI 96811-3498 808/539-4406
Illinois	Family Violence Coordinating Council	Administrative Office of Illinois Courts 840 South Spring Street Springfield, IL 62704 217/785-4702
Iowa	Lt. Governor's Stop Violence Against Women Task Force	GASA The Lucas State Office Bldg., 321 East 12th Des Moines, IA 50319 515/242-6379
Kentucky	Governor's Council on Domestic Violence	Governor's Office of Child Abuse and Domestic Violence Services Capitol Building, Room 146 Frankfort, KY 40601 502/564-2611
Maryland	Family Violence Council	200 Saint Paul Place Baltimore, MD 21202 410/576-6953
New Hampshire	Governor's Commission on Domestic Violence	Commission on the Status of Women Statehouse Annex, Room 334 25 Capitol Street Concord, NH 03301 603/271-2660

STATEWIDE COORDINATING COUNCILS		
State	Council Name	Contact Information
New York	Office for the Prevention of Family Violence	52 Washington Street, Room 366 Rensselaer, NY 12144 518/486-6262
Tennessee	Domestic Violence Coordinating Council	P.O. Box 120972 Nashville, TN 37212 615/386-9406
Vermont	Vermont Network Against Domestic Violence and Sexual Assault	P.O. Box 408 Montpelier, VT 05601 802/223-1302
Virginia	Commission on Family Violence Prevention	100 North 9th Street Richmond, VA 23219 804/786-6455

**Coordinating Council
Programs
Cited in Manual**

Commission on Family Violence Prevention
100 North Ninth Street, Richmond, VA 23219
804/392-0375
Contact: Harriet Russell, Executive Director

Delaware Domestic Violence Coordinating Council
P.O. Box 2359, Wilmington, DE 19899
302/577-2684
Contact: Raina H. Fishbane, Exec. Director

Illinois Family Violence Coordinating Councils Program
840 South Spring Street, Springfield, IL 62704
217/785-2125
Contact: Janice DiGirolamo, Director

Iowa Supreme Court Task Force on Courts' and Communities' Response to Domestic Abuse
State Court Administrator's Office, Domestic Abuse Intervention Coordinator
301 SE Park View Drive, Ankeny, IA 50021
515/964-9399
Contact: Jennifer Juhler, Coordinator

Los Angeles County Domestic Violence Council
Special Assistant to the City Attorney for Domestic Violence Policy
1600 City Hall East
200 North Main Street, Los Angeles, CA 90012
213/237-0023
Contact: Alana Bowman

Mayor's Domestic Violence Coordinating Committee of Baltimore City
Mayor's Coordinating Council on Criminal Justice
10 South Street, Suite 400, Baltimore, MD 21202
410/396-4370
Contact: Alex Strubing, Program Coordinator

Missoula Family Violence Council
Office of the City Attorney
435 Ryman Street, Missoula, MT 59802-4297
406/523-4700
Contact: Judith Wang, Assistant City Attorney

New Hampshire District Court Domestic Violence Coordinating Council Project
P.O. Box 389, Concord, NH 03302-0389
603/271-6418
Contact: Laura J. Milliken, Coordinator

OASIS (Officers, Advocates, Shelters, Intervention, and Services)
Volunteers Against Violence
P.O. Box 2444, Twin Falls, ID 83303-2444
208/733-5054
Contact: Deborah Gabardi, Exec. Director

San Diego Domestic Violence Council
1200 Third Avenue, Suite 700, San Diego, CA 92101
PH: 619/236-7136
Contact: Jean Emmons

Santa Clara County Domestic Violence Council
c/o Board of Supervisors
Attn: Clerk of the Board
70 West Hedding, San Jose, CA 95100
408/299-4321

Utah Domestic Violence Advisory Council
120 North 200 West, #319, Salt Lake City, UT 84103
801/538-9886
Contact: Diane Stuart
E-mail: HSADMIN1.DSTUART@EMAIL.STATE.UT.US

Wisconsin Coalition Against Domestic Violence
1400 East Washington Avenue
Suite 232, Madison, WI 53703
608/255-0539
Contact: Mary R. Lauby, Exec. Director
E-mail: WCADV@inexpress.net

A P P E N D I X C

Memorandum of Participation

One way to document agreement between agencies and groups is the memorandum of participation. The following is a memorandum of participation used by the Norfolk, Virginia, area.

This cooperation agreement is by and among the City of Norfolk, Norfolk Commonwealth's Attorney, Norfolk City Attorney, Norfolk Police Department, Norfolk Police Assisted Community Enforcement (PACE), Norfolk Magistrates, Norfolk Community Services Board, Norfolk Public Health Department, Norfolk Fire and Paramedic Services, Norfolk Division of Social Service, the Child Abuse Center of Hampton Roads, Hampton Roads Committee to Prevent Child Abuse, Lutheran Council of Tidewater - Partners in Hope, Tidewater Legal Aid Society, YWCA of South Hampton Roads, Sentara Hospital Emergency Services, FHC Choice, Norfolk Court Services Unit, SAFE - Friends of the Norfolk Juvenile and Domestic Relations Court, and Norfolk Juvenile and Domestic Relations District Court, hereinafter referred to as the "Agencies."

WHEREAS, there are a significant number of families in the City of Norfolk which are affected by family violence; and

WHEREAS, the best response for these families is one where the resources and philosophies of the several community agencies involved with the families are coordinated and focused in a collaborative effort; and

WHEREAS, the Agencies wish to join together in an alliance to address the difficult and important issue of family violence;

NOW, THEREFORE, in consideration of these premises, the Agencies, as evidenced by their signatures to this Cooperation Agreement, hereby agree as follows:

1. An alliance to be known as the Norfolk Family Violence Alliance (the "Alliance") is established as a forum for interagency collaboration.
2. The Agencies hereby endorse the Mission Statement of the Alliance, a copy of which attached hereto and made a part hereof.
3. Each of the undersigned agrees to participate in and support the efforts of the Alliance.

IN WITNESS WHEREOF, the undersigned have signed this Cooperation Agreement effective as of June 28, 1995.



A P P E N D I X D

Special Concerns Involving Judicial Participation in Domestic Violence Coalitions

In June 1995, the Supreme Court affirmed the appropriateness of judicial involvement in domestic violence coalitions “as long as [judges’] obligation to remain neutral in individual cases is not compromised.” Judges in the state of Iowa are bound to a set of ethical considerations outlined in the “Iowa Code of Conduct.” The code sets forth certain expectations that bear on the possible actions of coalitions if those coalitions are to have judicial participation. What follows are relevant excerpts from the “Iowa State Code of Conduct” (*Iowa Rules of Court*, 1994, pp. 688-706) and commentary on coalition activities.

1. **The structure of your coalition should adequately allow for a judge to remain impartial.** The mere appearance of bias is a cause of concern for judges. If your domestic violence coalition has active participation from prosecution, a very real attempt needs to be made to have active participation from the defense bar as well. If you have not done so already, you should invite public defenders and private defense attorneys to be a part of your coalition. If they refuse to become active participants, arrangements should be made to include them in your official coalition communications such as receiving meeting notices, agendas and minutes.

Canon 2(A). A judge should avoid impropriety and the appearance of impropriety in all activities.

A. A judge should respect and comply with the law and should act at all times in a manner that promotes public confidence in the integrity and impartiality of the judiciary.

Judges will be prohibited from assuming advocacy roles concerning many of the issues which will be considered by domestic violence coalitions. Consequently, if judges are to be member participants in coalitions, the coalitions may not advocate, as membership organizations, those positions which the judges are prohibited from advocating. The issue of domestic violence has been brought to the attention of the general public through the diligent work of domestic violence advocates. This has led to a strong connection in the minds of some people that the issue of domestic abuse is necessarily linked to a specific agenda that may not be shared by all people. There may be the propensity of some individuals to label any efforts to better the administration of justice as it relates to domestic abuse as advocacy for a particular view/social agenda. In fact, some coalitions have done advocacy work, such as writing letters to the editor about specific cases. Judges are not prohibited from speaking out to better the law, and, of course, judges have no conflict with being against crime. However, judges do have to “act at all times in a manner that promotes public confidence in the integrity and impartiality of the judiciary.” If your coalition has taken an advocacy stance in the past, it will not be able to do so if it wishes to have the full participation of the judiciary. This is not to suggest that people who are members of a coalition cannot fully advocate their point of view or their social agenda. The advocacy would simply have to remain outside the official realm of the coalition.

2. **Judges have to look at the big picture.** It is vital that coalition members not provide information regarding the circumstances of specific cases. If you provide the specifics of a case, a judge may have to disqualify himself or herself

from completing his or her primary responsibility. Since coalition work is quasi-judicial and of secondary importance, all coalition members need to perform their duties within the coalition in a way that allows judges to view the large picture and to avoid specific facts.

Canon 3(D). A judge should perform the duties of office impartially and diligently.

D. Disqualification

(1) *A judge should disqualify himself or herself in a proceeding in which the judge's impartiality might reasonably be questioned, including but not limited to instances where:*

(a) *The judge has a personal bias or prejudice concerning a party, or personal knowledge of disputed evidentiary facts concerning the proceeding;*

3. Do not ask for or expect favors. Judges maintain powerful positions within our communities. They are mindful that with this power come certain responsibilities. If you expect a judge to favor a certain aspect of a case as a result of your connection with that judge on a domestic violence coalition, you will put yourself and the judge into an awkward situation. While a judge will work hard to remain at a certain distance to protect the independence and impartiality of the judiciary, coalition members should understand the necessity for that distance and honor it as well.

Canon 2(B). A judge should avoid impropriety and the appearance of impropriety in all activities.

B. *A judge should not allow family, social, or other relationships to influence judicial conduct or judgment. A judge should not lend the prestige of the office to advance the private interests of others; nor should a judge convey or permit others to convey the impression that they are in a special position to influence the judge. A judge should not testify voluntarily as a character witness.*

4. Watch out for fundraising activities. If your coalition is involved in fundraising activities, it is important to note that the judge is not permitted to participate in public fundraising activities. If this were to happen, it might cause community members to feel obligated to donate in order to retain a favorable status with the judge. The canon does go on to say that judges can have a role in the internal funding issues of an organization and can write letters of recommendation for grants, etc.

Canon 4(C). A judge may engage in activities to improve the law, the legal system, and the administration of justice. A judge, subject to the proper performance of judicial duties, may engage in the following quasi-judicial activities, if in doing so the judge does not cast doubt on the judge's capacity to decide impartially any issue that may come before the judge:

C. *A judge may serve as a member, officer, or director of an organization or governmental agency devoted to the improvement of the law, the legal system or the administration of justice. A judge may assist such an organization in raising funds and may participate in their management and investment, but should not personally participate in public fundraising activities. A judge may make recommendations to public and private fund-granting agencies on projects and programs concerning the law, the legal system, and the administration of justice.*

A P P E N D I X E

***Santa Clara County Domestic Violence Council Ordinance
Number NS-300.475***

The following is an example of the ordinance used in Santa Clara County to establish its coordinating council.

Sec. A18-300. Establishment and purpose.

There is hereby established a domestic violence council. The general purpose of the council shall be as follows:

- (a) To effectuate coordination between agencies, departments and the courts with victims of domestic violence and abuse.
- (b) To promote effective prevention, intervention and treatment techniques which will be developed based upon research and data collection.
- (c) To improve the response to domestic violence and abuse so as to reduce incidents thereof.

Sec. A18-301. Membership.

The membership of the council shall consist of thirty-two (32) members appointed by the board of supervisors. Members shall be representative of the following:

- (a) Three (3) representatives shall be from battered women's shelters.
- (b) One (1) representative shall be from each of the following activity areas: Police chiefs association, San Jose police department, sheriff's office, district attorney's office, municipal court, superior court, family court (superior court), batterers' treatment program, the WATCH (women and their children's housing) Program or other transitional housing program, pretrial release services, the bar association, the public defender's office, legal aid, criminal defense bar, family law bar, social services agency, probation, research specialization, commission on the status of women, the state legislature, elder abuse, the gay and lesbian community, the medical community. Representatives should be at the policy-making level of their respective organization.
- (c) One (1) representative who is a former victim of domestic violence.
- (d) Five (5) representatives of the public at large.

The term of office of each member shall be three (3) years; provided, the members first appointed shall classify themselves by lot in accordance with section 506 of the county charter.

Sec. A18-302. Secretary.

The clerk of the board of supervisors shall be ex officio secretary of the council and shall be responsible for providing secretarial assistance to the council.

Sec. A18-303. Meetings.

Meetings of the council will be scheduled not less than eight (8) times yearly and shall be open to the public.

Sec. A18-304. Duties.

The following shall be the duties of the council:

- (a) Examine ways in which agencies, departments and the courts in Santa Clara County respond to domestic violence and abuse in order to improve that response.
- (b) Improve the cooperation and coordination among all the participants in the justice system who deal with domestic violence and abuse.
- (c) Make recommendations to the board of supervisors, agencies, departments, the courts and others regarding improving the response to domestic violence and abuse.
- (d) Examine and review legislation that relates to domestic violence and abuse and recommend appropriate action to the board of supervisors' legislative committee.
- (e) Encourage and promote public education regarding domestic violence and abuse
- (f) Address the recommendations of the report "Family Violence: Improving Court Practice," written by the National Council of Juvenile and Family Court Judges.
- (g) Make recommendations regarding the implementation of the judicial council gender bias task force report recommendations relating to domestic violence and abuse.
- (h) Make recommendations regarding the implementation of the auditor general's report on the administration of the state's domestic violence diversion programs.
- (i) Form task forces or committees to assist in planning, policy, goal and priority recommendations, and such other functions as the council deems necessary.
- (j) Respond to related matters referred to the council by the board of supervisors.
- (k) Subject to the approval of the county executive, to request county department, information, services, facilities and other assistance for the purpose of furthering the objectives of the council.

Sec. A18-305. Relationship to other boards and commissions.

The council shall ensure that its activities do not conflict with those of other boards, commissions and councils in Santa Clara County. It shall endeavor to cooperate and coordinate with any other bodies with overlapping jurisdiction.

Sec. A18-306. Annual report.

The council shall report to the board of supervisors on its progress each year and shall indicate what it proposes to accomplish for the following year. Should the council conclude that there is no further work for the council, it shall report to the board and request that the council be disbanded.

A P P E N D I X F

**State of Florida, Office of the Governor,
Executive Order Number 94-17**

WHEREAS, violence between partners in a family directly and often severely affects the offspring, other family members and friends, causing serious psychological and, often, physical harm; and

WHEREAS, one out of four women in the United States suffers abuse at the hands of her boyfriend or husband at some time in her life; and

WHEREAS, more than six million women are battered each year and four thousand women will die at the hands of their partners; and

WHEREAS, injuries from domestic violence cause women to receive medical treatment more often than all injuries from rape, auto accidents and muggings combined; and

WHEREAS, the citizens of Florida must learn nonviolent ways to resolve problems, and one of the best places to learn nonviolent behavior is the home; and

WHEREAS, it is necessary to have an accurate understanding and measurement of the nature and extent of domestic violence and the available programs and resources to help victims, in Florida; and

WHEREAS, the judicial branch is currently developing methods for dealing with the problems of domestic violence in the courts; and

WHEREAS, October is "Domestic Violence Awareness Month", in recognition of the compelling need for a greater understanding of the nature and the extent of domestic violence in Florida, as well as ways in which the state can address this wide-spread problem,

NOW, THEREFORE, I, LAWTON CHILES, as Governor of the State of Florida, and pursuant to the Constitution and laws of the State of Florida, do hereby promulgate the following executive order effective immediately:

Section 1.

The "Governor's Task Force on Domestic Violence" is hereby continued in order to serve the public purpose designated in executive order 93-269, which is amended as follows to reflect changes to the membership of the Task Force.

Section 2.

The Task Force shall be composed of 13 members, including a member of the House and a member of the Senate, and five liaisons, all of whom have expertise in the area of domestic violence, appointed by the Governor as follows:

Members

- a. Linda Osmundson, a survivor of domestic violence;
- b. Dr. Ronald A. Chez, a physician;
- c. Dr. Doris Campbell, a nurse;
- d. Dr. Joyce Carbonell, a psychologist;
- e. Joan Svaldi Faar, a person with expertise in batterer's treatment programs;
- f. Karen Luger, a social worker;
- g. Lt. Sal Lomonaco, a law enforcement representative;
- h. Dr. Mary Nutter, a representative from the Florida Coalition Against Domestic Violence;
- i. David Hicks, a public defender designee;
- j. Margaret Henghold, a state attorney designee;
- k. Judge Linda Dakis (designated by the Chief Justice of the Florida Supreme Court);
- l. Representative Elaine Gordon, a member of the Florida House of Representatives; and
- m. Senator Patricia Grogan, a member of the Florida Senate.

Liaisons

- a. a Children's issues representative;
- b. an Elders' issues representative;
- c. a representative from the Department of Health and Rehabilitative Services;
- d. a representative from the Department of Education; and
- e. a representative from the Florida Department of Law Enforcement.

Section 3.

The Task Force shall be charged with presenting a report to the Governor, with copies to the Speaker of the House, the President of the Senate and the Chief Justice of the Florida Supreme Court by January 31, 1994, which shall include:

- a. recommendations on the current standards now in place and any standards which may be developed to accurately measure the nature and extent of domestic violence in this state;
- b. identification and evaluation of domestic violence programs in Florida and elsewhere and identification of resources for domestic violence victims and their families in Florida;
- c. recommendations regarding legislative, budgetary or other changes needed to address domestic violence;
- d. recommendations as to how to reduce and eliminate domestic violence, including increasing public education and awareness about domestic violence; and
- e. identification of other areas of family violence that may call for further study.

Section 4.

The Task Force shall hold regular meetings and shall conduct public hearing as it deems necessary.

Section 5.

Members of the Task Force shall receive no compensation, but shall be entitled to be reimbursed for per diem and travel expenses while attending meetings of the Task Force, to the extent allowed by Section 112.061, Florida Statutes, and to the extent that such funds are available through the Executive Office of the Governor.

Section 6.

The Task Force shall be staffed by the Executive Office of the Governor.

Section 7.

This executive order shall expire on December 31, 1994, unless extended by amendment.



A P P E N D I X G

Baltimore, Maryland

Domestic Violence Coordinating Committee Sample Action Plan Form

Organization: _____

Date: _____

Strategy: _____

Action Plan:

¹ Denotes who is **accountable** for the step being completed. It may turn out that it is the same person who is responsible.

² Denotes when the step should be **completed**.

Steps	Responsibility¹	Timing²
1. _____ _____ _____	_____ 	_____
2. _____ _____ _____	_____ 	_____
3. _____ _____	_____ 	_____



A P P E N D I X H

San Diego County Task Force on Domestic Violence

Major Accomplishments

1. Created and implemented a complete domestic violence protocol for all law enforcement agencies in San Diego County.
2. Planned and facilitated multiple trainings for Family Court judges and staff on domestic violence.
3. Instituted a monthly victim orientation session cosponsored by the District Attorney and City Attorney.
4. Prepared curriculum for training therapists on treatment and intervention issues related to domestic violence.
5. Presented testimony at the California Judicial Council Gender Bias Hearings.
6. Conducted a 90-day pilot project within the San Diego Police Department which utilized specialized reporting forms for all felony and misdemeanor domestic violence cases.
7. Drafted and circulated a county-wide protocol for hospitals and physicians who treat domestic violence victims.
8. Advocated successfully for creation of a specialized Domestic Violence Unit (six prosecutors) in the District Attorney's Office.
9. Prepared and implemented Standards for Treatment Providers for all programs providing services to court-ordered batterers.
10. Published an initial directory of all domestic violence related services in San Diego County.
11. Produced 30-second public service announcements on audio and video cassette for use on area TV and radio stations.
12. Advocated successfully for funding for the City Attorney's Domestic Violence Unit (seven prosecutors).
13. Produced an Interim Report in August 1990.
14. Advocated successfully for the creation of a Domestic Violence Unit within the San Diego County Probation Department.
15. Conducted domestic violence trainings for Kaiser, Grossmont, and Sharp Hospital emergency room personnel.
16. Successfully lobbied the California Medical Association to adopt its reporting form as a model form for the California Physicians Manual.
17. Advocated successfully for creation of a Domestic Violence Coordinating Sergeant position with the San Diego Police Department.
18. Instituted a Police Conduct Reporting Form for use in the restraining order clinics to monitor potential misconduct by law enforcement officers regarding state mandates in domestic violence cases.
19. Assisted in creation of the Family Violence Project at Children's Hospital to create a national model for intervention in cases involving both child abuse and domestic violence.
20. Reduced the 1990 domestic violence homicide rate by 61 percent for the city of San Diego.
21. Utilized a Spousal Rape Working Group to address the handling of spousal rape cases within the criminal justice system.

22. Utilized an Abuse in the Church Working Group to begin a dialogue with local churches on effective intervention strategies for batterers within the religious community.
23. Surveyed 125 domestic violence cases in Family Court to evaluate the overlap among Family Court, Criminal Court, and Juvenile Court.
24. Conducted trainings for over 200 San Diego County probation officers.
25. Produced a professional domestic violence training video for all San Diego County law enforcement agencies.

A P P E N D I X I

Sample Public Service Announcements and Posters

sexual assault affects us all

Sexual assault is a crime.

It is a crime of violence, power, and control. It occurs when a person is forced, threatened, or coerced into sexual contact against her or his will. Sexual assault can happen to anyone regardless of gender, age, race, religion, economic status, or social status. Individuals who are sexually assaulted are victims of the crime. However, through the process of recovery, many victims become survivors.

Survivors of sexual assault can include...

- **Children:** A child may be sexually assaulted by a stranger, family member or other caretaker. This may be a single incidence or a pattern of abusive behavior over a period of time. Teenagers may be especially vulnerable to date/acquaintance rape or sexual harassment in the schools.
- **Adults:** Adults can be sexually assaulted. The vast majority of victims are women, however, men can also be sexually assaulted. Women may be sexually assaulted by strangers, friends, even by husbands. Marital sexual assault is often part of a greater cycle of domestic violence. Another kind of sexual assault survivor is the adult who was sexually assaulted as a child. It is not uncommon for a child to repress memories of sexual abuse and later recover these memories as an adult.

What to do if you have been sexually assaulted...

- Get to a safe place.
- Call your local sexual assault crisis center.
- Call a friend or someone you trust for support.
- Do not bathe, douche, clean up or change. You may destroy important legal evidence that will be needed if your case is prosecuted.
- Get medical attention. You may have injuries of which you are unaware. An examination is also necessary to check for sexually transmitted diseases and possible pregnancy.
- Call the police if you wish to make a report and/or explore legal options.

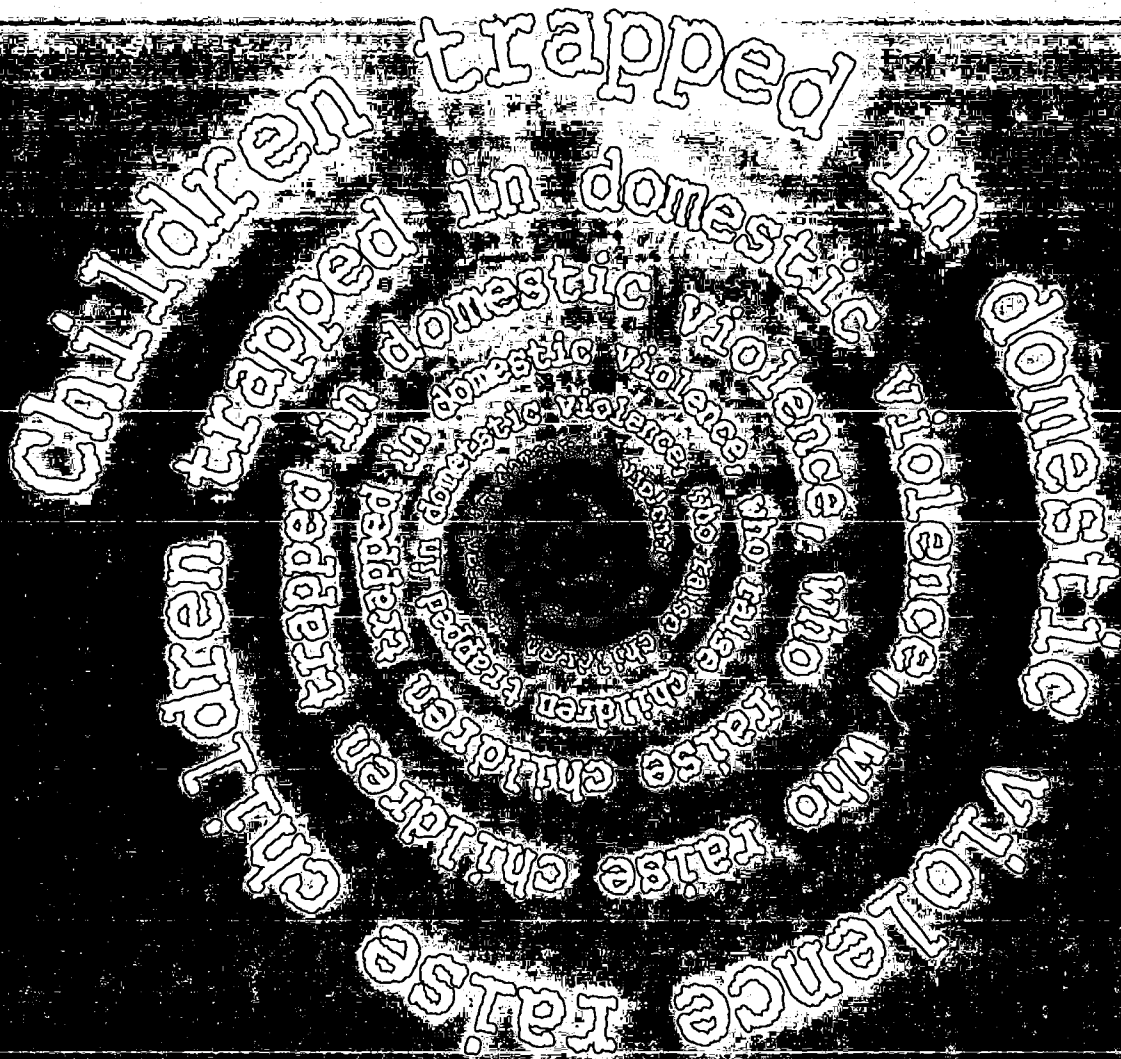
If someone you care about has been sexually assaulted...

Survivors of sexual assault can experience a myriad of feelings. Typically, though, there are common reactions to being sexually assaulted. Fear, shame, guilt, anger, and loss of control are common feelings. If someone you care about has been sexually assaulted, you can help that survivor recover. First of all, believe her or him. Remind them that they are not responsible for the assault, regardless of their actions. Listen. Sometimes, simply listening and believing can be the best ways to help.

Additionally, some adults may recover repressed memories of childhood sexual assault. These people are sometimes called adult survivors of childhood sexual assault or adults molested as children. You can help these loved ones in the same way. Believe them and listen to them. Refer them to any available community services.

What you can do to help...

- Educate yourself about sexual assault issues.
- Challenge yourself to talk about sexual violence to friends, co-workers, relatives and anyone who will listen.
- Stop laughing at jokes about sexual violence.
- Volunteer your time to help.
- Make a financial contribution to your local sexual assault crisis center.
- Let public officials know of your support of public action against sexual assault.
- Support survivors in their healing from sexual assault.
- Invite your local sexual assault crisis center to speak to your club, civic organization or other group.
- Support sexual assault risk reduction programs in schools, colleges & universities.
- If you live in an area where there are no services available for survivors of sexual assault, begin organizing community members and investigate starting a sexual assault crisis center.
- Contact Virginians Aligned Against Sexual Assault, (VAASA), 804-979-9002 or your local sexual assault crisis center to learn more.



Break the cycle.

Domestic Violence InfoLine:

(619) 683-2500

Call for you. Call for him. Call for the children.

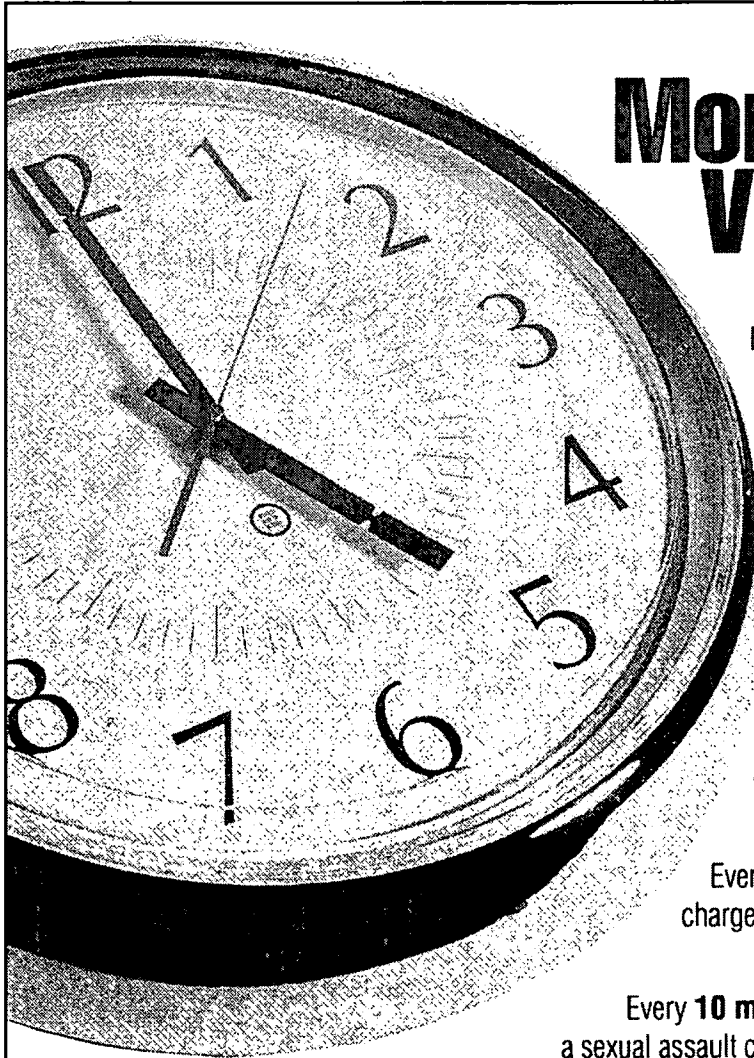


San Diego
Domestic Violence Council



JUNIOR LEAGUE
OF SAN DIEGO

Art Design: a student of The Advertising Arts College



Moments in Virginia...

Every **51 minutes** a child is abused or neglected.

Every **89 minutes** an older or disabled adult is abused, neglected or exploited financially.

Every **18 minutes** a victim seeks help from a domestic violence program.

Every **2 hours** a victim of domestic violence is denied shelter.

Every **5 hours** a juvenile is arrested, charged with a violent crime.

Every **10 minutes** a victim seeks help from a sexual assault crisis center.

Every **14 days** a child dies from abuse and neglect.

STATEWIDE PUBLIC AWARENESS CAMPAIGN AGAINST VIOLENCE

Commission on Family Violence Prevention
Family and Children's Trust Fund
Prevent Child Abuse, Virginia
Virginia Coalition for the Prevention of Elder Abuse
Virginia Court Appointed Special Advocate Association
Virginia Department of Social Services
Virginians Against Domestic Violence
Virginians Aligned Against Sexual Assault



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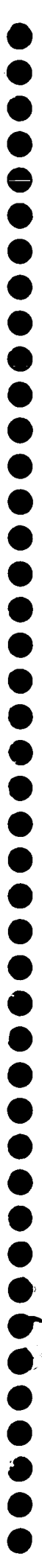
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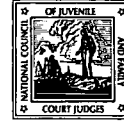
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