

**The author(s) shown below used Federal funds provided by the U.S. Department of Justice and prepared the following final report:**

**Document Title: National Evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program: Volume II**

**Author(s): Mary Ann Dutton ; Aileen Worrell ; Darci Terrell ; Sharon Denaro ; Robin Thompson**

**Document No.: 198128**

**Date Received: December 2002**

**Award Number: 98-WR-VX-K002**

**This report has not been published by the U.S. Department of Justice. To provide better customer service, NCJRS has made this Federally-funded grant final report available electronically in addition to traditional paper copies.**

**Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.**

198128

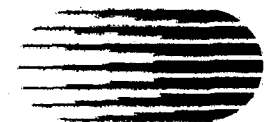
# National Evaluation of The Rural Domestic Violence and Child Victimization Enforcement Grant Program

## FINAL REPORT VOLUME II Site-Specific Reports

Prepared for the

National Institute of Justice  
Office of Research and Evaluation  
810 Seventh Street, NW  
Washington, DC 20531

July 2002



**COSMOS  
CORPORATION**

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

## FINAL REPORT VOLUME II Site-Specific Reports

Mary Ann Dutton  
Aileen Worrell  
Darci Terrell  
Sharon Denaro  
Robin Thompson

Prepared for the

National Institute of Justice  
Office of Research and Evaluation  
810 Seventh Street, NW  
Washington, DC 20531

**July 2002**

**FINAL REPORT**

Approved By: M Battle

Date: 11/14/02

## CONTENTS

	Page
<b>VOLUME II</b>	
<b>CHAPTER 1: INTRODUCTION TO VOLUME II</b> .....	1-1
<b>CHAPTER 2: FLORIDA DEPARTMENT OF CHILDREN AND FAMILIES</b> .....	2-1
Program Description .....	2-1
Description of Site Visit Activity .....	2-2
Community Context .....	2-3
Logic Model .....	2-5
Conclusions .....	2-17
<b>CHAPTER 3: INTER-TRIBAL COUNCIL OF CALIFORNIA, INC.</b> .....	3-1
Program Description .....	3-1
Description of Site Visit Activity .....	3-1
Community Context .....	3-2
Logic Model .....	3-4
Conclusions .....	3-17
<b>CHAPTER 4: IOWA OFFICE OF DRUG CONTROL POLICY</b> .....	4-1
Program Description .....	4-1
Description of Site Visit Activity .....	4-1
Community Context .....	4-2
Logic Model .....	4-6
Conclusions .....	4-17
<b>CHAPTER 5: LOWER UMPQUA VICTIMS' SERVICES</b> .....	5-1
Program Description .....	5-1
Description of Site Visit Activity .....	5-1
Community Context .....	5-2
Logic Model .....	5-5
Conclusions .....	5-25

<b>CHAPTER 6:</b>	<b>MISSOULA COUNTY OFFICE OF PLANNING AND GRANTS</b> .....	6-1
	Program Description .....	6-1
	Description of Site Visit Activity .....	6-1
	Community Context .....	6-3
	Logic Model .....	6-6
	Conclusions .....	6-16
<b>CHAPTER 7:</b>	<b>NORTH DAKOTA COUNCIL ON ABUSED WOMEN'S SERVICES</b> .....	7-1
	Program Description .....	7-1
	Description of Site Visit Activity .....	7-2
	Community Context .....	7-2
	Logic Model .....	7-7
	Conclusions .....	7-16
<b>CHAPTER 8:</b>	<b>OREGON STATE OFFICE FOR SERVICES TO CHILDREN AND FAMILIES</b> .....	8-1
	Program Description .....	8-1
	Description of Site Visit Activity .....	8-3
	Community Context .....	8-4
	Logic Model .....	8-7
	Conclusions .....	8-20
<b>CHAPTER 9:</b>	<b>SOUTH DAKOTA COALITION AGAINST DOMESTIC VIOLENCE AND SEXUAL ASSAULT</b> .....	9-1
	Program Description .....	9-1
	Description of Site Visit Activity .....	9-2
	Community Context .....	9-2
	Logic Model .....	9-6
	Conclusions .....	9-15
<b>CHAPTER 10:</b>	<b>VERMONT CENTER FOR CRIME VICTIM SERVICES</b> ...	10-1
	Program Description .....	10-1
	Description of Site Visit Activity .....	10-2
	Community Context .....	10-2
	Logic Model .....	10-6
	Conclusions .....	10-14

## **CHAPTER 1**

### **Introduction to Volume II**

---

# 1 Introduction

---

Chapters 2 through 10 contain site-specific outcome evaluation reports for the nine grantees that participated in the outcome evaluation phase of the national evaluation. Each of these chapters is organized into five sections: program description, a description of site visit activity, a description of the community context in which the grantee operated, presentation of the logic model, and conclusions. The grantees were:

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

Two visits were conducted with each grantee. The visits were spaced at least one full year apart from each other and were two to three days in length. The visits usually included interviews with grantee staff, community stakeholders, local evaluators, and service recipients. The first visit occurred during the process evaluation phase and identified the domestic violence- and child victimization-related problems and needs being addressed by the grantees with the Rural grant, relevant community context, and the expected results of grant funding.

The second visit, which occurred during the outcome evaluation phase, was preceded by several conference calls with each grantee to orient program staff at the sites to outcome evaluation and the purpose of the upcoming visit. During the second site visit, interviews were conducted to collect qualitative data regarding changes in services, policies and practices, interagency collaborations, and the lives of victims. Where possible, quantitative data from criminal justice, health, and social services agencies was collected to examine changes and trends relevant to grant activities. Site visits were followed up with conference calls to monitor data collection activities being conducted by the grantees. In addition, phone interviews were conducted regarding the outcome of grant activity with program staff, community stakeholders, and service recipients who were unavailable during the site visit.

All of the sites participating in the outcome evaluation had received continuation funding in FY2000. Four of the sites had hired an independent evaluator to assess the impact of their project. Five of the sites had conducted some type of internal evaluation activity, such as effectiveness of program activities, and seven of the sites had conducted some type of external evaluation activity, such as client or community surveys. Four of the sites had conducted a needs assessment prior to initiating grant activity. All of the sites selected for the outcome evaluation consistently tracked program activities, and had identified preliminary outcomes for grant activity. Eight of the sites had collected some type of baseline data, and all of the sites had data sources available to measure outcomes. Lastly, program activities were sufficiently mature at all of the nine sites to warrant an outcome evaluation. A summary of the criteria met by the nine sites selected for the outcome evaluation is found in Exhibit 1-1.



Exhibit 1-1

CRITERIA MET BY GRANTEES SELECTED FOR THE IMPACT EVALUATION

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

<sup>a</sup> Assessed during site visit and review of progress reports.

<sup>b</sup> Effectiveness or impact of activities.

<sup>c</sup> Client or community surveys.

## **CHAPTER 2**

### **Florida Department of Children and Families**

# **2 Florida Department of Children and Family**

## **PROGRAM DESCRIPTION**

The State of Florida's Department of Children and Families, located in Tallahassee, used Rural funding in fiscal years 1997 and 1998 to address three priority areas: 1) decreasing the impact of geographic isolation; 2) developing a coordinated community response to domestic violence; and 3) serving diverse and traditionally underserved populations in rural communities. To address these priority areas, the grantee funded four projects that took innovative approaches to addressing domestic violence. The projects were:

- Workshops and audits, conducted by the grantee, to identify barriers to serving women and children in rural areas and to forge partnerships between existing entities in the community;
- The Women of Color (WOC) project, funded through the Florida Coalition Against Domestic Violence, hired local women of color to partner with organizers in rural counties to provide services to women of color and to expand task forces to include people of color within the community;
- The Farmworker Outreach project, funded through Mujeres Unidas En Justicia, Educación y Reforma, Inc. (MUJER), conducted outreach into six migrant farmworker camps in Dade County, established a referral network among local agencies, and provided education on how to work within the criminal justice system in domestic violence cases; and
- The Women, Infants, and Children (WIC) and Meals on Wheels (MOW) training project, funded through the Institute for Family Violence Studies at Florida State University, developed and provided training on the identification of domestic violence to WIC caseworkers and MOW volunteers

to involve community members not commonly associated with domestic violence efforts.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on January 23-24, 2001 and included visits to the Department of Children and Families (DCF) and the Florida Coalition Against Domestic Violence (FCADV). Interviews were conducted with the following individuals:

- Trula Motta, director, Domestic Violence Unit, DCF;
- Debbie Kleinman Robinson, deputy director of Rural Initiatives, DCF;
- Kelly O'Rourke, project director, Institute for Family Violence Studies, School of Social Work, Florida State University;
- Sharon Maxwell, director and associate professor, Institute for Family Violence Studies, School of Social Work, Florida State University;
- Debra Mosely, rural program manager, FCADV;
- Eugenia Thomas, diversity outreach worker, FCADV;
- Sherry Tolbert, diversity outreach worker, FCADV; and
- Debbie Gray, diversity outreach worker, FCADV.

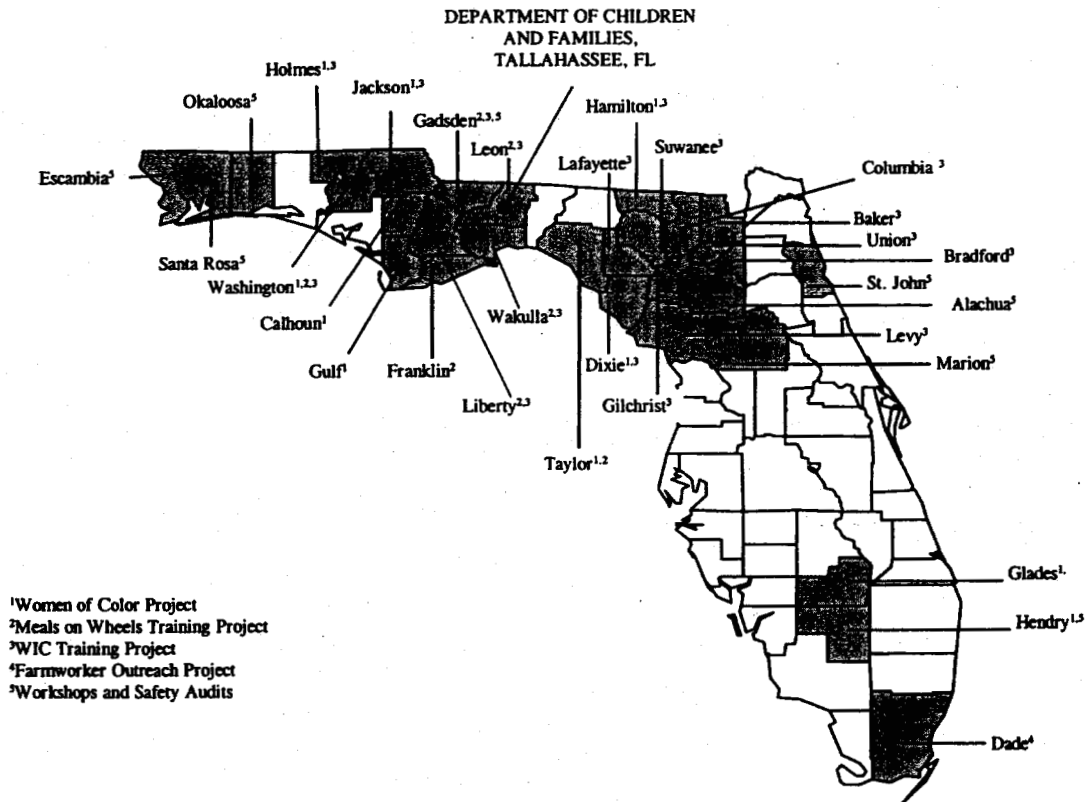
In addition, interviews were conducted after the site visit with victims served by the diversity outreach workers in the Women of Color project, and supervisors at WIC offices and MOW agencies. The evaluation team also reviewed data from pre- and post-tests completed by WIC caseworkers and MOW volunteers who received training through the WIC and MOW training project.

## COMMUNITY CONTEXT

**Geographic Area Served by the Grant.** A total of 30 counties were served by the Rural grant through the four projects undertaken by the grantee. With the exception of Dade, Glades, and Hendry counties, which are in the southeastern part of the state, the counties targeted by the grantee were located primarily in the north and northwestern part of the state known as the Florida Panhandle. A map showing the counties served by each of the projects is presented in Exhibit 2-1.

### Exhibit 2-1

#### COUNTIES TARGETED BY THE STATE OF FLORIDA, DEPARTMENT OF CHILDREN AND FAMILIES



**Populations in Geographic Areas Served by the Grant.** The population in the communities served by the grant is predominately Caucasian. The largest minority population is African Americans. In Dade County, the migrant farmworker communities are comprised of immigrants from many countries including Mexico, Guatemala,

Honduras, Cuba, and Haiti. Florida also has the largest elderly population in the United States.

Most rural workers in the target communities are employed in manufacturing, retail, and the health services with per capita incomes below the state level (\$32,877) and poverty rates above it (14.4%).<sup>1</sup>

***Basic Services Available.*** Basic services, such as telephones and electricity, are available throughout the geographic areas served by the grant. County-funded medical and mental health facilities are available (usually in the county seat), with supplemental services provided by a handful of community-based nonprofits and other social service agencies. There is no public transportation in the majority of the areas served by the grant, and those needing to access services often incur difficulties with transportation.

***Domestic Violence Laws, Policies, and Practices.***<sup>2</sup> The state of Florida defines domestic violence as “any assault, aggravated assault, battery, aggravated battery, sexual assault, sexual battery, stalking, aggravated stalking, kidnapping, false imprisonment, or any criminal offense resulting in physical injury or death of one family or household member by another who is or was residing in the same single dwelling unit.” An officer called to the scene of a domestic dispute has discretion in deciding whether to make an arrest. If there is “probable cause” that a misdemeanor or a felony has been committed, the officer may make an arrest even without “the consent of the victim or consideration of the relationship of the parties.” Whether or not there is an arrest, the officer must file a report of the incident (which includes a written statement from the victim and any witnesses). This report is used in the compilation of county- and statewide data on domestic abuse. The officer also must give the victim a standard form entitled “Legal Rights and Remedies Notice to Victims.”

The state “strongly discourag[e]” arrest of both parties; instead, the officer is to arrest the person determined to be the “primary aggressor.” The relevant statute (901.15) recommends that law enforcement officers and prosecutors receive training on the issue of dual arrests. A person arrested for abuse will be jailed (usually overnight) until a bond hearing is held. The arresting officer is to confiscate all the abuser’s weapons.

Victims of abuse may file a petition for an order of protection with the clerk of the court at the county or circuit court. The court may issue a temporary injunction if there is immediate danger and will schedule a hearing within 15 days to rule on the petition. A circuit court judge is to be available to conduct hearings in chambers at all times, including weekends, holidays, and after business hours.

If the court issues an injunction, it remains in force for one year and may be renewed for a second year. An injunction does not technically have a termination date unless otherwise ordered by the judge. While the injunction is in effect, the abuser may not own or possess firearms. The judge's order also may mandate substance abuse treatment or domestic violence counseling. Violation of a protection order is a first-degree misdemeanor that can result in up to one year in prison, a fine of up to \$1,000, or both.

According to Florida statutes, the legislature intended that domestic violence cases be handled as criminal rather than civil matters. Each circuit court is to develop a domestic violence unit or identify state attorneys who will specialize in prosecuting such cases. Those who are convicted of or who plead guilty to domestic violence will receive a minimum sentence of one year's probation. The court also is required to order the abuser to attend a batterer's intervention program. Uniform statewide standards are to be established for the handling of domestic violence cases, and all law enforcement officers and county and circuit judges are to be educated and trained in the application of these standards.<sup>3</sup>

***Domestic Violence Programs.*** Florida has 38 certified domestic violence centers across the state, most of them serving multi-county areas. Each center has a crisis hotline and offers assistance with court filings, emergency shelter, counseling, and other services.<sup>4</sup>

***Current and Previous Funding for Domestic Violence and Child Abuse Activities.*** The grantee receives funding from several sources to address domestic violence and child abuse-related activities. Funding sources and amounts, if known, are: Rural Domestic Violence and Child Victimization Grant (FY1997 - \$285,805; FY1998 - \$220,000); STOP Violence Against Women (FY1995 - \$659,096, FY1996 - \$3,356,956, FY1997 - \$2,169,177; FY1998 amount unknown); STOP Violence Against Indian Women (FY1998 - \$68,237); Grants to Encourage Arrests (FY1998 - \$1,110,654); Civil Legal Assistance (FY1998 - \$235,005); and Victims of Crime Act.

## **LOGIC MODEL**

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for

outcomes obtained by the grantee. The logic model for the Florida Department of Children and Families is presented in Exhibit 2-2.

### **Contextual Variables**

***Ideal Model.*** In total, 30 counties were served by the Rural grant: workshops or safety audits were conducted in eight counties; outreach activities were conducted in African American communities in eight counties and in migrant farmworker communities in one county; training with Meals on Wheels volunteers was conducted in seven counties; and training with Women, Infants, and Children program staff was conducted in seventeen counties. The contextual variables describing the communities served by the grant include:

- Overt racism exists in rural areas of the state;
- A distrust of law enforcement makes many women of color reluctant to report domestic violence;
- The majority of migrant farmworkers speak little or no English;
- Battered migrant women may not report abuse due to fears of deportation; and
- Domestic violence can affect the health and nutritional status of the elderly and pregnant women.

***Rival Model.*** Simultaneous to the Rural grant are variables that may impact the grant's outcomes. Three such contextual variables that serve as possible rival explanations for proposed outcomes include other sources of funding, inconsistent implementation, and entrenched attitudes. The possible effect these variables have on each of the projects follows:

- ***Workshops and Audits.*** Implementation is a rival for the rural conferences, which were one-time events, each with different speakers and agendas.
- ***Women of Color Project.*** Implementation also is a rival for this project. The grantee faced some difficulty identifying and retaining suitable candidates, and those hired may or may not

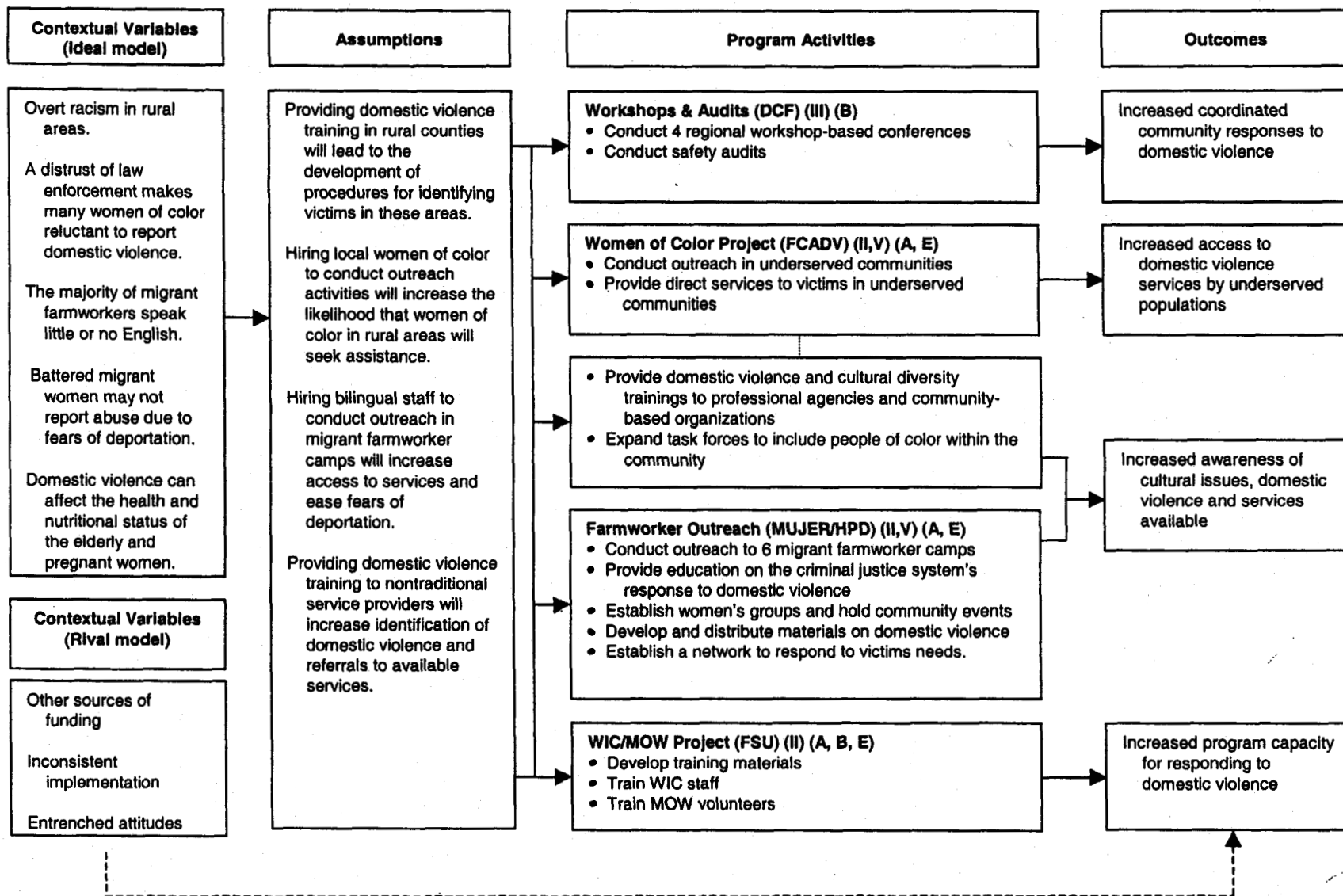


Exhibit 2-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL**  
**Florida Department of Children and Families (FY1997 and FY1998)**

COSMOS, July 2002

2-7



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

have the right skills or the right mix of skills—for example, the ability to work at the grassroots level as well as the ability to conduct training sessions with police officers. Entrenched racism and sexism make outreach efforts difficult and any changes in existing services slow. Commingling of funds also may explain program impacts, since the WOC project also is funded with STOP funds and is part of a statewide Rural Diversity Initiative.

- ***Farmworker Outreach Project.*** Commingled interventions offer many alternative explanations for the Farmworker Outreach project. MUJER and the Homestead Police Department had been working together on sexual assault issues before the start of the grant, and it is the sum of their work, rather than any single component, which may account for program success. Commingled funding also serves as an alternative explanation for this project, since MUJER received funding from other sources.
- ***WIC/MOW Training Project.*** There are several possible implementation rivals for this project. First, there may be variation in the conduct of the training, as when the trainer shortens or changes the presentation based on time constraints or the composition of the audience. Second, use of the curriculum may require a level of education and skill beyond the ken of some front-line workers or volunteers.

### **Assumptions**

Four assumptions underlie Rural grant activity. Each of the assumptions affects the program activities selected to address existing conditions within the communities targeted by the grantee. These assumptions are:

- Providing domestic violence training in rural counties will lead to the development of procedures for identifying domestic violence victims in these areas;
- Hiring local women of color to conduct outreach activities will increase the likelihood that women of color in rural areas will seek assistance;

- Hiring bilingual staff to conduct outreach activities in migrant farmworker camps will increase access to services and ease fears of deportation; and
- Providing domestic violence training to nontraditional service providers will increase identification of domestic violence and referrals to available services.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the grant and to generate specific outcomes. Following is a discussion of program activities undertaken by the grantee and their related outcomes. The discussion is organized by the four projects undertaken by the grantee with Rural funding: Workshops and Audits, Women of Color, Farmworker Outreach, and WIC/MOW Training.

**Workshops and Audits.** Four regional, workshop-based conferences were held between July 1998 and September 1999 in Ocala, LaBelle, Ft. Walton, and St. Augustine. The goal of these conferences was to **increase the coordinated community response to domestic violence** in rural areas of the state. The conferences were organized and conducted by the grantee with assistance from local domestic violence centers. Assistance from local programs included determining the focus of the conferences and promoting the conferences within the community. Information available about the conferences include the following:<sup>5</sup>

- **Ocala.** The focus was child victimization and how different agencies address the issue of children living in homes with domestic violence. Attendance (approximately 160 people) was comprised of domestic violence center workers, child advocates, child protective service workers, welfare caseworkers, law enforcement officers, prosecutors, and the general public.
- **LaBelle.** The focus was diversity and how to develop outreach programs for Spanish-speaking and Native American populations. The conference was held in two parts: 1) a general conference attended primarily by English-speaking individuals who heard a presentation on cultural diversity; and 2) a Spanish-only conference attended primarily by farmworkers (approximately 45 people), who heard a

presentation on safety planning, nonviolent alternatives in family life, responsibility to children, and legal issues.

- *Ft. Walton.* The focus was sustaining community commitment and how to develop community collaboration in rural areas. Approximate attendance was 160 people.
- *St. Augustine.* The focus was the development of appropriate domestic violence responses for the elderly, the faith community, and the needs of diverse populations.

The conferences led to the formation of teams to conduct safety audits in surrounding counties, and a total of 17 safety audits were conducted. As of the writing of this report, no information was available on the outcome of the safety audits.

*Women of Color Project.* The Women of Color (WOC) project is an outreach and education project targeting African American victims of domestic abuse in rural counties. Counties currently served by three organizers are: Gulf, Taylor, and the tri-county area of Holmes, Jackson, and Washington. Previously, two other organizers were providing services in Franklin, Glades, and Hendry Counties. When the two organizers left their positions to take other jobs, the grantee was unable to fill the positions. As a result, the organizer position in Franklin County was reassigned to Taylor County, and the position for Glades and Hendry Counties was abolished.

The WOC project was launched after a community needs assessment conducted by the Florida Coalition Against Domestic Violence found "blatant racis[t] beliefs and stereotypes regarding rural battered women of color."<sup>6</sup> The assessment also found that when African American women in rural areas sought assistance, the likelihood of being served by a person of color was remote. These results combined with prior racial incidents that led to distrust within the African American community toward law enforcement made many women of color reluctant to report domestic violence or seek available services. The grantee addressed these issues by hiring local women of color to work with white rural organizers already working in these counties to **increase access to domestic violence services by underserved populations.** The WOC organizers were responsible for:

- Conducting outreach and hosting domestic violence training and education sessions with ministers, church members, local businesses, social service agencies, community groups, and others;

- Offering direct assistance, support, and referrals to abuse victims;
- Promoting awareness of domestic violence by attending and distributing informational materials at fairs, community meetings, and other public events; and
- Informal meetings with county judges and law enforcement officials to share information on domestic violence services and resources.

The WOC organizers reported making significant inroads in increasing awareness of domestic violence in the African American community. When faced with suspicion or resistance, they have adjusted their outreach approach. For example, one organizer had scheduled a series of presentations at local churches, only to have them canceled at the last minute or attended by very few people. She decided that door-to-door outreach was necessary so that she could introduce herself to residents and become a more visible community presence. The organizer now has donated office space in a local church.

To win the trust of church members, organizers met first with ministers to explain their work and educate them about the need to acknowledge domestic violence in the African American community. Organizers have visited and distributed materials to beauty salons, schools, civic organizations, and other key institutions and individuals. One organizer has established a support group for female prisoners, and another was successful in having an article on domestic violence published in the local newspaper.

Services provided by the organizers include: victim services (i.e., counseling, referrals), injunction assistance, trainings, and task force recruitment. From April 1999 to December 2000, the organizer in Gulf County provided services to 291 victims, injunction assistance to 122 women, trainings to 34 agencies and 46 churches, and recruited four members to a local task force.<sup>7</sup> From August 1999 to December 2000, the WOC organizer for Holmes, Jackson, and Washington Counties provided services to 159 victims; injunction assistance to 99 women; trainings to 26 agencies and 15 churches; and recruited three members for a local task force.<sup>8</sup>

In interviews with the evaluators, the organizers reported receiving referrals from friends and family members of victims, previous victims, courts, law enforcement, human service agencies, presentations, and posters. All three organizers reported that they do not think they see most of the women that need help in their areas.

Four women who had received assistance from the organizers were interviewed by the evaluators. All of the women spoke very highly of the organizers in terms of their empathy and knowledge of services in the area and how to access services. Three of the women had tried to access the system on their own to get a protection order prior to their involvement with an organizer and were unsuccessful. All three reported encountering problems (two were denied orders, and another reported that the police kept losing the order). All three had applied for protection orders with the assistance of an organizer and reported that there was "no comparison" between the two experiences. In one case, after a batterer violated an order, the woman reported that with the help of the organizer she followed up with law enforcement, and her abuser was arrested and received a one-year prison sentence.

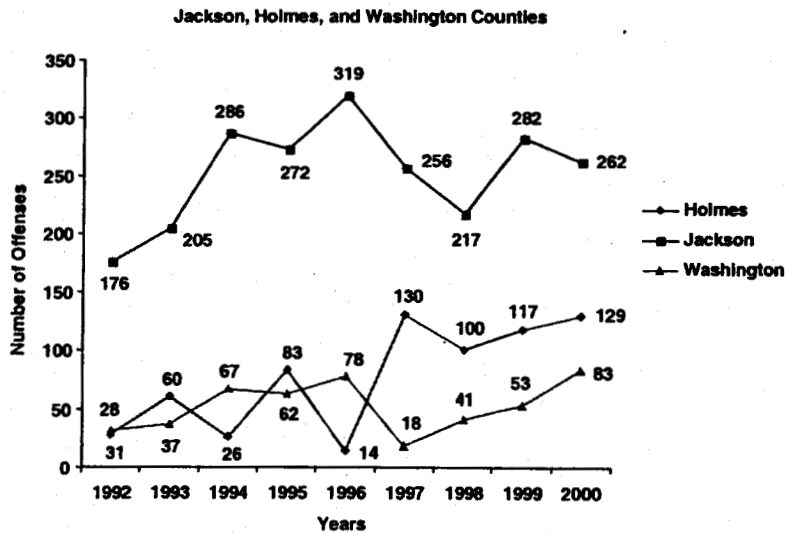
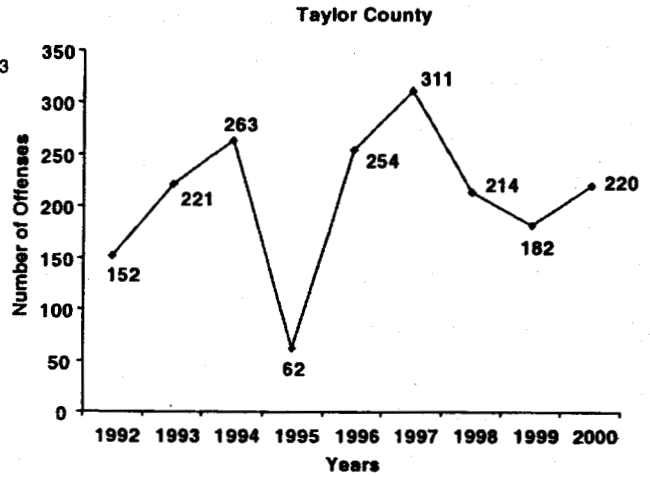
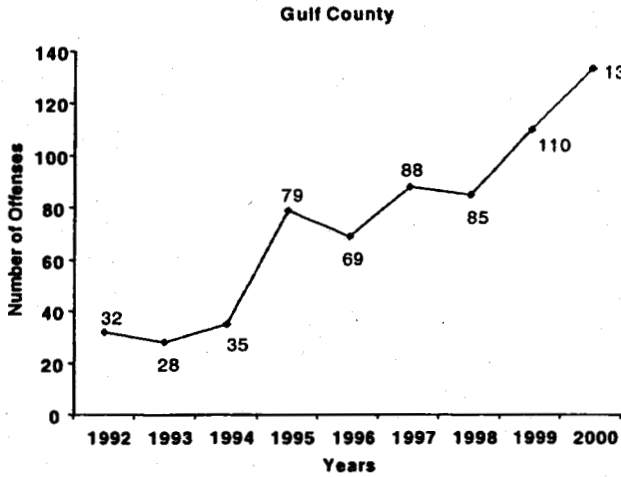
To assess trends in the criminal justice system response to domestic violence, the evaluators reviewed data from the Florida Department of Law Enforcement for the number of domestic violence offenses and the number of domestic violence arrests reported by law enforcement agencies in the counties served by the WOC project. The review of the data was intended to be descriptive in nature. Increasing the number of domestic violence offenses and arrests reported by law enforcement agencies in the areas targeted by the grant was not among the goals of the WOC project.

Analysis of the number of domestic violence offenses reported by law enforcement agencies from 1992 through 2000 by counties served by the WOC project indicated the following (the data is shown graphically in Exhibit 2-3):<sup>9</sup>

- In Gulf County (2000 population of 13,332), the number of domestic violence offenses reported by law enforcement agencies has risen with slight fluctuations from 32 in 1992 to 133 in 2000;
- In Taylor County (2000 population of 19,256) the number of domestic violence offenses reported has fluctuated considerably over the 9-year period from 152 in 1992 to 220 in 2000, with a low of 62 in 1995 and a high of 311 in 1997; and
- In the tri-county area, the number of offenses reported in Holmes County (2000 population of 18,564) increased from 28 in 1992 to 129 in 2000. In Jackson County (2000 population of 46,755), the number of offenses reported ranged from 176 in 1992 to 262 in 2000, with a peak of 319 in 1996.

Exhibit 2-3

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



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

In Washington County (2000 population of 20,973), the number of offenses reported ranged from 31 in 1992 to 83 in 2000, with a low of 18 in 1997.

Analysis of the number of domestic violence arrests reported by law enforcement agencies for 1998 through 2000 by counties served by the WOC project indicated the following (the data is shown graphically in Exhibit 2-4):<sup>10</sup>

- In Gulf County, the number of domestic violence arrests reported has steadily increased from 73 in 1998 to 86 in 2000;
- In Taylor County, the number of domestic violence arrests reported has steadily decreased from 91 in 1998 to 70 in 2000; and
- In the tri-county area, the number of arrests increased in Holmes County from 79 in 1998 to 100 in 2000. In Jackson County, the number has fluctuated slightly from 71 in 1998, 106 in 1999, and 99 in 2000. In Washington County, the number has steadily increased from 38 in 1998 to 58 in 2000.

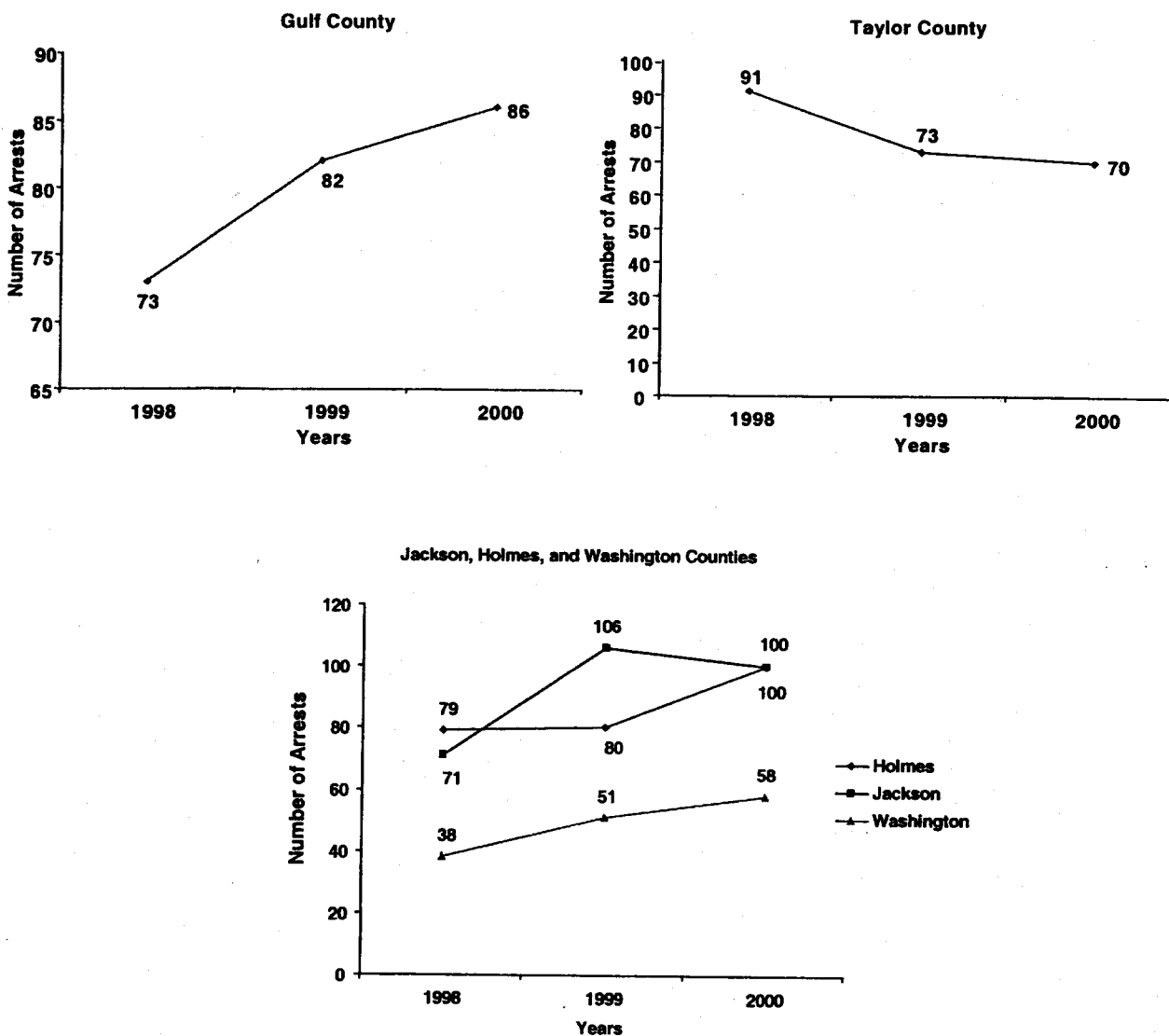
***Farmworker Outreach Project.*** Mujeres Unidas En Justicia, Educación y Reforma, Inc. (MUJER), which translates to Women United in Justice, Education and Reform, Inc.; is a nonprofit group in the city of Homestead that partnered with the Homestead Police Department to **increase awareness of domestic violence and services available in six migrant farmworker camps.** The project funded a bilingual detective to work with domestic violence victims, investigate cases, and help victims negotiate the criminal justice system. From September 1998 to June 1999, the detective assisted 148 domestic violence victims.<sup>11</sup> Assistance included referrals for domestic violence intervention services through MUJER, courtroom orientation, obtaining a restraining order, transportation to and from court, supportive services, and follow-up services. During the same period, MUJER provided assistance to 210 victims of domestic violence. Assistance included support services and case management.

A major outcome for this project was the partnerships formed with a broad range of agencies that offer critical services, such as legal assistance, counseling, medical care, housing, and government entitlements. Progress reports indicated significant progress in developing a comprehensive network that can respond to victims' needs.<sup>12</sup> Referrals were routinely received from and made to the following agencies: law enforcement,



### Exhibit 2-4

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



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

legal services, Department of Children and Families, SafeSpace (shelter services), health clinics, and others.

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

***WIC/MOW Training. Domestic Violence: A Competency-Based Training Manual for Florida's Meals on Wheels (MOW) Volunteers***<sup>13</sup> and a corollary manual for Women, Infants, and Children (WIC) program staff<sup>14</sup> were developed by the Institute for Family Violence Studies at Florida State University's School of Social Work. Their research on the correlation between domestic abuse and nutritional status led them to conclude that MOW and WIC personnel were ideal links to at-risk groups (young mothers, children, and the elderly) because of their regular contact with these groups. The researchers believed that, if trained, MOW and WIC personnel could identify domestic violence victims who might go unnoticed and make referrals to available services, thus **increasing the program capacity of both programs for responding to domestic violence.**

The training was "designed to allow for self-instruction or group in-service training"<sup>15</sup> and included a manual participants could keep. The training included topics such as understanding the dynamics of domestic violence and how domestic violence can affect pregnancy outcomes or nutrition. The training also included instruction on how to assess domestic violence in clients and how to make referrals to available resources. The number and location of trainings conducted under the Rural grant during 1999 included:

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

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

volunteers receiving training. Responses indicated an **increased knowledge of domestic violence as a result of the training**. On an aggregate level, the number of correct responses increased on the post-tests for all questions.

In interviews with the evaluators, three program supervisors (two MOW, one WIC) reported that the trainings were well received and answered questions many people had about domestic violence. The supervisors were unaware of any referrals to domestic violence programs or clients disclosing that they needed such a referral. Two supervisors reported that after the training several people confided to them that they had gone through similar situations themselves. At one of the locations, several participants were dealing with abusive situations at the time of the training, and the training had the *unintended* impact of helping these participants realize that they had options.

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

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

## CONCLUSIONS

The grantee targeted three priority areas with Rural funding: 1) decreasing the impact of geographic isolation; 2) developing coordinated community responses; and 3) serving diverse and traditionally underserved populations. To decrease the impact of geographic isolation and increase access to services by traditionally underserved populations, the grantee funded two projects to conduct outreach activities and provide

direct services. The first project (Women of Color) hired local women of color to conduct outreach and provide direct services to African American women in rural counties. Collectively, the WOC organizers have provided services to more than 500 women and have conducted outreach with law enforcement, local judges, and the clergy in their areas.

The second project (Farmworker Outreach) conducted outreach and provided services in six migrant farmworker communities in Dade County. Grant activities included the development and distribution of materials about domestic violence, establishing support groups and events to increase awareness about domestic violence, and educational presentations on how to work within the criminal justice system in domestic violence cases. Although the project was only one year in duration, grant staff reported that the project created public awareness in a community that had no awareness of domestic violence previously. The most significant outcome for this project was the extensive network of victim services they were able to create as a result of outreach efforts to local agencies.

The grantee funded two projects that provided training to increase program capacity for responding to domestic violence and increase the coordinated community response to domestic violence. Training to recognize the signs of domestic violence and make referrals to appropriate services were given to Women, Infants, and Children (WIC) program staff and Meals on Wheels (MOW) volunteers. These trainings involved two service providers not commonly associated with domestic violence efforts. In the case of MOW volunteers, the trainings increased outreach to the homebound and elderly. The trainings were met with enthusiasm from both organizations, and plans were underway to implement the WIC training project on a statewide basis at the time of the site visit. The national Meals on Wheels of America program expressed interest in implementing the training program on a nationwide basis and provided financial support for the development of a training video.

In its efforts to develop coordinated community responses to domestic violence, the grantee hosted four regional, workshop-based conferences. The conferences were designed to serve as a catalyst for improved coordination and the development of partnerships among individuals and agencies serving victims of domestic violence. The conferences resulted in increased communication between the state agency and local service providers and the formation of teams to conduct safety audits in surrounding counties. Safety audits were subsequently conducted in 17 counties.

## ENDNOTES

1. U.S. Census Bureau, State and County *QuickFacts*, 2000.
2. *1999 Florida Statutes*, Chapters 25, 26, 39, 90, 741, 784, 790, 901, 921, and 943.
3. *1999 Florida Statutes*, Sections 25.385 and 943.1701.
4. Florida's Certified Domestic Violence Centers, Annual Service Report, Fiscal Year 1999-2000, Florida Department of Children and Families.
5. Categorical Assistance Progress Report; Reporting Periods July 1, 1998 to December 31, 1998; January 1, 1999 to June 30, 1999; State of Florida.
6. Report prepared for December 1999 site visit team, Rural Diversity Initiative, Florida Coalition Against Domestic Violence, undated, p. 4.
7. Rural Diversity Reporting Forms, April 1999 through December 2000, Gulf County, Florida Coalition Against Domestic Violence.
8. Rural Diversity Reporting Forms; August 1999 through December 2000; Holmes, Jackson, and Washington Counties; Florida Coalition Against Domestic Violence.
9. Total Domestic Violence Offenses for Florida by County, 1992-2000, Florida Department of Law Enforcement.
10. County and Municipal Domestic Violence Arrest Data, 1998-2000, Florida Department of Law Enforcement.
11. Progress report, South Dade Farmworker Project, April 1 1999 through June 30, 1999, Homestead Police Department, August 1999.
12. Summary Quarterly Reports for the periods of September 1, 1998 to November 30, 1998; December 1, 1998 to February 28, 1999; and March 1, 1999 to May 30, 1999; MUJER.
13. Maxwell, M.S., and K. O'Rourke, *Domestic Violence: A Competency-Based Training Manual for Florida's Meals on Wheels Volunteers*, Institute for Family Violence Studies, Florida State University, September 1999.

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

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

## **CHAPTER 3**

### **Inter-Tribal Council of California, Inc.**

---

# 3 Inter-Tribal Council of California, Inc.

---

## PROGRAM DESCRIPTION

The Inter-Tribal Council of California, Inc. (ITCC) is a statewide nonprofit corporation designed to advance the economic, educational, cultural, and social status of Indian tribal groups in California. ITCC provides a wide array of services to California Indians. ITCC's FY1997 and FY1998 Rural grants funded a new initiative called the Taking Responsibility Program (Program). The Program is one component of ITCC's larger domestic violence project, the Family and Domestic Violence Project, which seeks to eliminate family and intimate violence in tribal communities. The Program seeks to increase the level of services available to Indian victims in targeted communities, while mobilizing tribal commitment to the prevention and intervention of domestic violence in those communities. The Program funds four family liaison specialists (advocates) who are located in rural Indian communities. The advocates are the primary providers of grant services and are direct providers of domestic violence and child victimization services to Indian victims of domestic violence and their children.

## DESCRIPTION OF SITE VISIT ACTIVITY

The site visit team visited ITCC's headquarters in Sacramento on May 10-11, 2001. The team reviewed updated grant products, including current versions of the resource manual and the *Model Code on Domestic Violence and Child Abuse for California Indians*, and made copies of raw program service data. Interviews were conducted with the following ITCC and Taking Responsibility Program staff:

- Connie Reitman, the new executive director of ITCC;
- Alicia Velazquez-McKean, the new administrative assistant for the Rural Domestic Violence and Child Victimization Enforcement Grant and STOP Violence Against Indian Women Grant Programs;



- Manuel Frausto, Jr., the new administrative assistant for the Family Violence Prevention and Services Program;
- Teri Davis, family liaison specialist for the Elk Valley field office;
- Lisa Bermudez, family liaison specialist for the Nice field office; and
- Lorena Killian, family liaison specialist for the Auberry field office.

## COMMUNITY CONTEXT

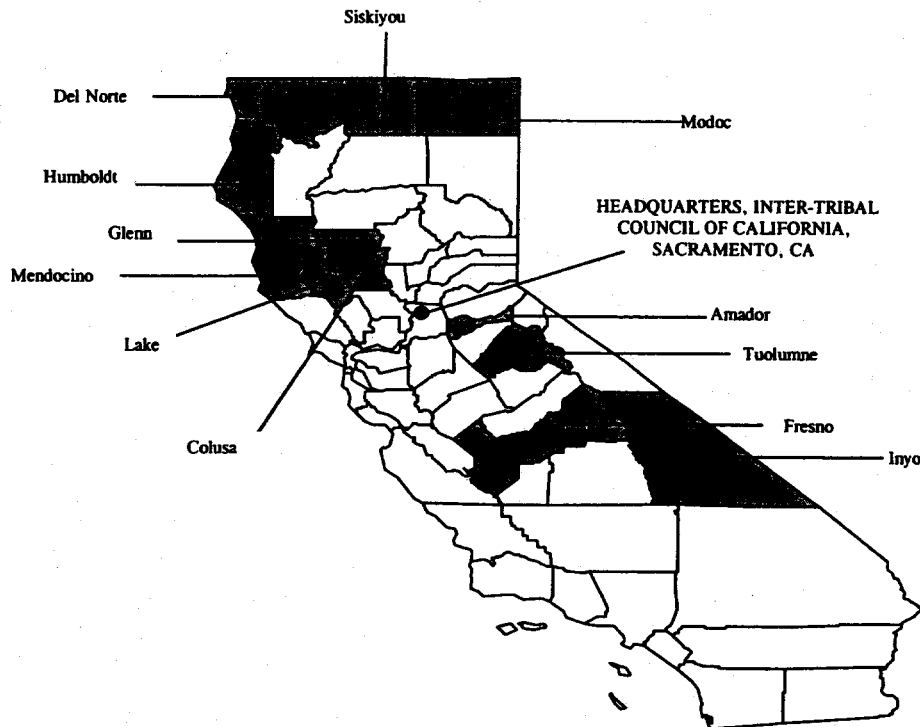
***Geographic Isolation and Transportation Barriers.*** ITCC's Rural grants targeted reservations and rancherias in northern and central California. The targeted tribal groups are located in 12 different counties, which are clustered into six geographic service areas. (See Exhibit 3-1 for the location of the 12 counties.) The six areas differ dramatically in their geography and climate and include coastal, mountain, desert, and forest regions. The differing geography means that each group has unique geographical barriers; for some areas, the barrier is proximity to resources; for others, it is the actual terrain. Most reservations and rancherias are extremely isolated. Most have poor road conditions or no roads at all. Public and private transportation is nonexistent or inaccessible.

***Underserved Target Population.*** The total population residing in the targeted reservations and rancherias is approximately 3,600 persons. There are no domestic violence shelters or programs located on the rancherias. Programs and shelters exist in some neighboring communities but, in most cases, neighboring communities are distantly located. Compounding the geographic barrier to accessing domestic violence services is the fact that even when nontribal domestic violence services are available, Indian women often will not access those services for fear of prejudice and lack of cultural competency. Many other basic services, like grocery stores, post offices, utility offices, social services, etc. are located outside the rancheria and are sometimes very distantly located.

***Poor Economic Conditions.*** A 1997 report by the Advisory Council on California Indian Policy revealed the general standard of living for California Indians. This report indicated that while American Indians are among the poorest groups in the U.S., California Indians are generally worse off than other Indians and, therefore, are poor within one of the poorest groups in the nation. California Indians have higher rates of

### Exhibit 3-1

## COUNTIES TARGETED BY THE INTER-TRIBAL COUNCIL OF CALIFORNIA'S TAKING RESPONSIBILITY PROGRAM



poverty, lower household income, less education, and higher rates of unemployment than reservation Indians nationally.

***Prevalence of Domestic Violence.*** ITCC conducted a needs assessment of California Indian groups (funded by a community challenge grant) that provided insight into some of the tribal groups in their geographic areas. This study found that the majority of rancheria residents were under the age of 18; most households were multi-family; and many respondents indicated that their families were “in crisis.” In a 1998 ITCC-sponsored needs assessment, 50 percent of respondents indicated that they were involved in a domestic violence situation; and 70 percent indicated that they knew of someone in the community who was involved in a domestic violence situation.

***Lack of Law Enforcement and Courts.*** Each reservation and rancheria is self-governed, independent, and, consequently, unique. There is no tribal police force or tribal court on any of the targeted reservations and rancherias. California is a Public

Law 280 (P.L. 280) state; however, police officers are still not knowledgeable about their responsibilities under P.L. 280—many assume that they have no jurisdiction on tribal lands. Police response on the targeted reservations and rancherias is very slow, and interviewees noted that police typically will not enforce tribal codes or ordinances. Some interviewees felt that law enforcement officers were fearful of entering reservations and rancherias, and mistrust of law enforcement is deeply ingrained in the community. A 1998 needs assessment conducted by ITCC's Family and Domestic Violence Project indicated 44 percent of residents viewed relations with law enforcement as "poor." In regards to judicial concerns, California is not a mandatory arrest state. In 1995, the state Penal Code was amended to mandate that law enforcement agencies develop and implement written policies that *encourage* the arrest of domestic violence offenders in cases of probable cause. The code discourages, but does not prohibit, dual arrests.<sup>1</sup>

## LOGIC MODEL

A logic model was developed to show the link between the grantee's activities and desired outcomes. The logic model for ITCC's Taking Responsibility Program is presented in Exhibit 3-2. Each component of the model is described below.

### Contextual Variables

***Ideal Model.*** Indians mistrust service providers in the outside community and cite multiple examples from recent history to justify their mistrust including poor law enforcement response on the rancherias, the failure of CPS to place Indian children with Indian families, and the failure of the court system to hold perpetrators accountable for their crimes. In addition, interviewees note that racism and prejudice are a palpable presence in neighboring communities.

Historically, the targeted tribal groups were peaceful people, whose social structure placed strong sanctions against perpetrators of violence. Interviewees believe that violence is now a part of their culture, because much of their pre-reservation history was lost (an estimated two-thirds of California Indians died after the establishment of the missions).

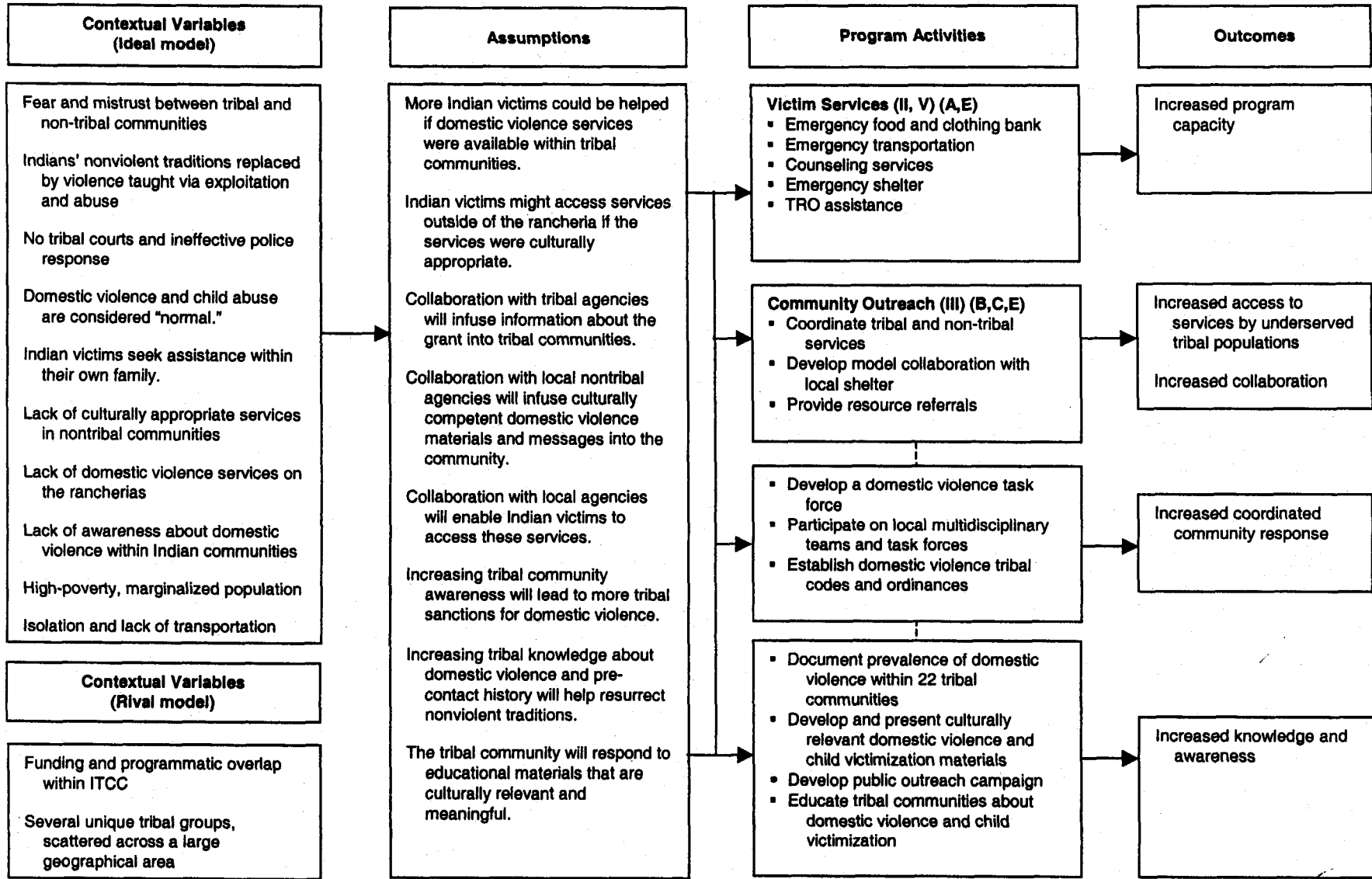
The Indian community often views family violence as a normal part of life. Family members and other members of the tribal community are unlikely to interfere. Compounding this problem, Indians traditionally look to each other for assistance; and centuries of tradition and custom support the tendency to seek protection within the tribe.

Exhibit 3-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL  
ITCC'S Taking Responsibility Program (FY1997 and FY1998)**

COSMOS, July 2002

3-5



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

There are very few services of any kind provided on the rancherias. The targeted rancherias have no domestic violence shelters or programs, and lack of knowledge about domestic violence is pervasive in the Indian community. There is little understanding about victim rights and the availability of domestic violence services in the outside community. There are few culturally competent domestic violence service providers in the non-Indian community. Non-Indian service providers lack knowledge that is crucial for effectively serving Indian victims of domestic violence.

Finally, the target rancherias are located in isolated areas with poor road conditions, no public transportation, and relatively few residents have cars.

**Rival Model.** ITCC has a very ambitious task in combating domestic violence in tribal communities. In order to meet this task, ITCC has approached the issue from many fronts and, as a result, there is **funding and programmatic overlap** among the grants that fund ITCC's overall domestic violence efforts. While this approach is more comprehensive, assigning specific activities and outcomes to specific programs is more complicated. In total, there are three grant programs that fund ITCC's domestic violence work, collectively entitled the Family and Domestic Violence Project. The three grant programs are:

- 1) The Rural Domestic Violence and Child Victimization Enforcement Grant Program (VAWO) primarily funds victim services;
- 2) The STOP Violence Against Indian Women Grant (VAWO) primarily provides domestic violence training to tribal and nontribal entities, including law enforcement; and
- 3) The Family Violence Prevention and Services Program, ITCC's largest grant, is DHHS-funded at approximately \$280,000 (FY1998) and provides comprehensive training to the family liaison specialists and funds direct victim services.

Together, these grant programs affect 22 different tribal communities in Northern and Central California. The Rural grant operates in 18 of the 22 tribal communities, and the other programs impact some of the Rural-targeted counties and others.

The three grant programs share many of the same objectives and have similar long-term goals. All three, in one way or another, strive to increase knowledge about domestic violence in the tribal communities, increase the safety and well-being of tribal

community members, and promote collaboration between tribal and nontribal social service and criminal justice agencies.

Advocates face several challenges in providing services to **targeted tribal groups, which are culturally unique and scattered across a large geographic area.** Advocates must traverse large, isolated geographic areas to provide Rural grant services. The terrain and roads can be difficult and sometimes treacherous to travel, which affects the frequency and length of time the advocates have to spend in any one area.

Once the advocates arrive on a targeted rancheria, they must deal with tribal groups that are each a sovereign nation facing unique needs, geography, customs, and traditions. What works with one group might not work with another group; what makes sense to one group might not make sense to another group. Further complicating the advocates' mission is that each tribal group is in varying stages of readiness to accept the advocates' assistance and intervention. The difference in readiness or receptibility can be affected in several ways. For instance, some groups may have already had exposure to community outreach about domestic violence and, therefore, have an advantage over groups that have not had the benefit of this outreach. Also, some groups have a more ingrained resistance to domestic violence programming (due to a total lack of awareness and knowledge, tribal traditions, or political reasons), making the implementation of Rural grant activities more challenging in those areas. Although the target groups are all California Indians, they are different in many ways, and implementation of Rural grant activities in each area and with each group varies widely.

### **Assumptions**

In proposing project activities, ITCC assumed that collaboration with nontribal organizations and agencies would increase knowledge about domestic violence on the rancherias and the activities of the grant. One barrier has always been the isolation of the Indian community and the ignorance of their problems and culture in the nontribal community. Collaboration with nontribal agencies, especially domestic violence service agencies, would provide those organizations with information about dealing with Indian victims and act as a bridge between tribal and nontribal communities. As these outside agencies' knowledge and competency in dealing with Indian victims increase, the likelihood of Indians accessing those services increases. Also, collaboration between tribal and nontribal communities establishes a foundation for future projects.

In the tribal community, it is assumed that more tribal victims would be assisted if local and culturally appropriate domestic violence services were available on the rancherias. In addition to providing local intervention, stopping the cycle of violence will require prevention in the form of education and community outreach. It was felt that

Indian victims would respond to materials that are sensitive to their culture and traditions, and are meaningful to what is happening to them, not what is happening to someone in an urban community. Many of those interviewed felt that Indians need to be reminded of their pre-reservation history in regards to family violence, which would serve as a model for future behavior. The outreach materials also would serve to advertise the availability of the advocates and their services (as well as other services available from ITCC). The local provision of services and community outreach will serve to increase overall awareness that domestic violence is a problem, that it is not acceptable, and that victims have rights. The more that victims, batterers, and the government structure realize and internalize these facts, the safer victims will be and more accountability will be expected and provided.

### **Program Activities and Outcomes**

The FY1997 grant targeted 14 tribal communities in 11 rural counties. The FY1998 grant continued the funding for the family liaison specialists (advocates) and added more services for domestic violence victims. In addition, the Program was expanded to cover a total of 18 tribal communities in 12 rural counties. A description of the grantee's activities and related outcomes follows.

**Victim Services.** The Rural grant increased ITCC's capacity to assist domestic violence victims. Prior to the Rural grant, ITCC was providing services to victims via its Family Violence Prevention Program (funded by the U.S. Department of Health and Human Services) and through the STOP Violence Against Indian Women grant. These programs provided limited direct services to victims. The Rural grant greatly expanded ITCC's ability to provide direct services to victims of domestic violence.

Program data (available for three of the five geographic areas: Area 1, Elk Valley office; Area 3, Nice office; and Area 5, Auberry office) revealed that a variety of services was provided in these areas including assistance with food, clothing, and transportation; referrals to domestic violence and other services; domestic violence advocacy; and assistance with temporary restraining orders. These are the first culturally customized domestic violence services available to these communities, and according to the advocates, they were desperately needed. The final program summary for the Program's second grant year indicated that from September 1998 to September 1999, 404 persons received direct services. Of these 404 persons, 276 were female adults and children, and 128 were males adults and children.

Each advocate manages food, clothing, and toiletry distribution centers in each of the four geographic areas. In addition, the grant developed safety plans, which the advocates distribute throughout the target areas. The advocates also developed

relationships with local businesses, including grocery and convenience stores, department stores, and motels, which assist in providing emergency services to victims. Victims are offered these goods during the intake process but may access the bank at any time by contacting the advocate. In some instances, the advocates will use vouchers to assist a victim in acquiring supplies unavailable in food and clothing banks. The evaluation team observed the food and clothing bank for Area 4, which appeared to be well-stocked with a variety of nonperishable food items, donated clothing, toiletries, household items, and baby care items.

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

The advocates play a major role in providing emergency transportation, often providing transportation themselves using their own vehicles or working with other members of the community to provide transportation. Victims usually need transportation to emergency shelter, court, social services, or the home of a relative. ITCC originally proposed to develop a formal system that would involve several entities (law enforcement, taxi companies, etc.) providing coordinated transportation services to victims, but a formalized system of this type has not been developed and is not planned. The advocates report that the current method of providing transportation is suited to the needs of the tribal community and has provided adequate transportation services to victims. In outlying areas, where transportation to the advocate's office may not be available, the advocate travels to the victim to provide services, which may include delivering items from the food and clothing bank, conducting victim advocacy, or providing the victim with transportation to off-rancheria services.

The advocates are the cornerstone of service delivery for the Program. The advocates provide victim advocacy and informal counseling to victims, but refer victims to formal counseling when the need arises. The resource manual provides contact information for counseling services in each geographic area. The grant proposed conducting follow-up with clients to document whether counseling had an impact. However, advocates found that collecting follow-up information was practically impossible due to the difficulty in locating victims. The advocates report that often



victims just need someone to talk to, and the advocate fulfills that role. In one case, a victim visited the advocate's office "just to talk" during the course of one year. The advocate supported the victim during that time, until she chose to leave her abuser. In addition, the advocates provide information about the issue of domestic violence, laws regarding domestic violence, and victim resources. The advocates report that victim advocacy is the primary service they provide to victims.

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

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

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

- The advocates have established good relationships with law enforcement and victim witness advocates outside the rancherias.

ITCC is pleased with the work of the advocates and the functioning of the grant in the target areas. It was noted that the advocates work together and are knowledgeable about community context and grant activities in other areas. Despite the distance between the geographic areas, there is sufficient communication to effect the feel of a network of service providers, as opposed to distantly located project components of the grant.

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

To increase access to off-rancheria shelters by Indian women, the Rural grant proposed a model collaboration between the Area 1 advocate and a local shelter, Harrington House. The Area 1 advocate has been volunteering at Harrington House since 1998 in an effort to build cultural competency at the shelter so that more Indian victims will feel comfortable accessing services. A memorandum of understanding was developed to formalize the relationship between ITCC and Harrington House. The advocate reports that her presence at the shelter has become institutionalized.

For the period July 1998 to November 1999, the Area 1 advocate spent an average of one day per week at the shelter. Her activities at the shelter during that time included participating in and conducting group therapy sessions, conducting cultural training to shelter staff, conducting intakes for shelter clients, and conducting victim advocacy for shelter clients. The advocate reported that her referrals to Harrington House have increased since her volunteer work began, and she also reported that Harrington House is referring Indian victims to the advocate for domestic violence assistance. The advocate reported that Indian victims in her area were initially reluctant to access services at Harrington House, but the advocate's presence has increased the confidence of Indian victims in accessing shelter services and that access has increased since her volunteering began. The advocate has reported other positive outcomes of collaborating with the local shelter, including an increase in the shelter staff's knowledge and awareness about domestic violence on rancherias and improved understanding of cultural nuances of the Indian community. The Area 1 advocate continues to work at the shelter today. The successful activities of this model collaboration have spurred collaboration between the advocates and local shelters in the other geographic areas.

The advocates report that their collaboration with local shelters has increased the cultural capacity of the shelters and therefore have made them a more viable option for some victims. The advocate in Area 3 has volunteered sporadically at Sutter-Freedom House in Nice and plans to begin investing two hours per week at the shelter in the future. The advocate in Area 5 volunteers twice per month at a local shelter but feels she is spread very thin and does not have enough time to serve the victims in her area and volunteer more time at the shelter.

All three advocates interviewed by the evaluation team report that the number of referrals provided to victims are increasing because of **increased collaboration between the tribal and nontribal communities**. The consensus among advocates is that before the Rural grant, many victims were unaware of services available to them outside the rancheria, or if they were aware, they did not access them. Service referrals typically include referrals to emergency shelter, the victim witness advocate at the district attorney's office, and social services. Referral levels differ dramatically for the two areas for which data were available: Area 5 noted 488 referrals for the period August 1998 through November 1999; Area 1 noted 23 for the same period. No reason for the different referral levels was apparent; however, Area 1 service figures are higher than all other areas.

A resource manual was developed under the Rural grant to enhance services to victims. The resource manual contains contact information for a variety of public and private services in each geographic area, including local social service offices, domestic violence shelters, and counseling services. The manual also includes national resources like domestic violence hotlines and national domestic violence programs. All advocates report that they use the manual, and in one case, the advocate enhanced the manual with additional services located in her geographic area. One advocate reported that it was critical to have access to referral information for other geographic regions, which assists the advocate in helping victims when they move from one geographic area to another. Initially, volunteers were to assume much of the work of providing referrals to victims; however, the program has struggled with volunteer recruitment, so the service has been provided by the advocates.

Activities to **increase a coordinated community response** to domestic violence included the development of a domestic violence task force, participation by grantee staff on local multi-disciplinary teams and task forces, and establishing domestic violence tribal codes and ordinances.

The original grant coordinator chaired a central task force that was comprised of representatives from targeted tribes and included the advocates. The advocates believe the task force was an effective means of providing information about the Program and

domestic violence to the tribal community, and receiving input from the tribal community on how best to implement the Program. The Program's final summary for the second grant year indicates that 18 out of 24 tribes participated on the task force on a regular basis. However, a central task force ceased to operate when the original grant coordinator left her position, and the task force was not in operation during the time of the evaluation team's visit. ITCC is now encouraging regional task forces led by the advocates; however, this structure has been less successful. Currently, only one advocate holds sporadic task force meetings.

All three advocates are involved in a wide range of tribal and nontribal local multi-disciplinary teams (MDTs) and task forces. One advocate heads local task force meetings that include one representative from each tribe in her geographic area. She works with the sheriff's department in all the neighboring communities and is a member of the Sierra Tribal Consortium and a member of the victim services committee in Madera County, which is a nontribal MDT. Another advocate is a member of the Lake County Social Tribal Round Table; and attends monthly meetings at the California Indian Legal Services, CAL Works, and Welfare to Work. She also attends local tribal health and business meetings. The third advocate attends tribal council meetings in her geographic area every other month and is a member of the Family Assistance Network, which is comprised of county social service agencies.

Data for the period July 1998 through November 1999 indicate that the advocates in Areas 1 and 5 attended one task force, advisory, or multi-disciplinary meeting per month. One advocate reported that involvement of this type has had an impact in her area. Collaboration on local task forces has created links to nontribal agencies, such as the sheriff's department and district attorney's office, that did not exist before. This has not only added to the cultural competency of these agencies but has given victims an avenue of support that was not previously available. For example, one advocate described a recent incident in which a victim needed funding to relocate, but there were no resources available within the tribal community to help the victim. Due to the advocate's membership on a local victim service committee, the sheriff's office was able to identify county funds, which were made available to the victim for relocation.

In another example, the advocate developed a relationship with the victim witness counselor through their work on a local task force. The victim witness counselor previously would subpoena domestic violence victims without telling the advocate. The victim witness counselor now shares this information with the advocate. The advocate believes that perceptions about Indian victims have improved in the District Attorney's Office as a result of their improved relationship with the advocate. In another area, the advocate's collaboration with the victim witness advocate at the District Attorney's Office has led to a new practice change: the victim witness advocate had stopped doing

petitions for protective orders; however, she now refers Indian petitioners to the advocate, so these victims are not dropped.

A draft of the domestic violence tribal codes and ordinances was completed in 2000, *For California Indians: A Model Code on Domestic Violence and Child Abuse* (model code) covers definitions related to domestic violence, codifies criminal penalties and procedures in domestic violence cases, discusses all aspects of civil protection orders from eligibility to enforcement, covers custody and visitation, and provides information about prevention and treatment. It is envisioned that the model code will be provided electronically to each tribe, and the tribes will insert tribal-specific information in designated areas throughout the document to customize the document. The model code is accompanied by an implementation manual that was designed to assist the tribes in understanding what the model code is and instructions for implementing each part of the model code.

ITCC indicated that development of the model code was an arduous task, but they are very proud of the accomplishment. ITCC foresees varying degrees of difficulty in implementation by the tribes, because the tribes are in varying stages of readiness to adopt the code depending on their previous exposure to domestic violence information, willingness to accept the edicts of the model code, and the progressiveness of the tribal leadership.

At the time of the site visit, the model code was still in draft form, and plans had not been established for dissemination. The code was developed by the National Indian Justice Center under subcontract to ITCC. Development of the code was supported in part by the Rural grant; however, ITCC's STOP Violence Against Indian Women grant was the major funding source.

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

- A trifold brochure that discusses the Program and how the program can assist victims;
- A bookmark labeled, "Is your current relationship safe?" that outlines domestic violence warning signs;

- A small bifold safety card that provides victims with instructions for what to do if they are in a domestic violence situation;
- Numerous one-page handouts on brightly colored paper, which include resource phone numbers, domestic violence information, and information about the Program;
- ITCC Family and Domestic Violence Project booklet. This professionally developed, 17-page booklet is targeted to domestic violence victims and covers a range of topics including domestic violence definitions; myths, facts, and statistics about domestic violence; domestic violence warning signs; a discussion of the cycle of violence; instructions for helping someone who is experiencing domestic violence; instructions for keeping the victim safe during a domestic violence episode; domestic violence hotlines; and a list of reading resources; and
- A newsletter, *ITCC Tribal Spokesman*, which is disseminated to targeted tribes. The newsletter covers a wide range of issues important to California Indians but also focuses on the programs provided by ITCC. The newsletter includes updates from the advocates, information about domestic violence, and contact information for the advocate in each geographic area.

All of the materials listed above were developed by ITCC and are customized to Indian victims of domestic violence. The advocates disseminate these materials directly to victims at tribal and nontribal community presentations and directly to various agencies that deal with domestic violence victims, including shelters, the district attorneys' offices, Head Start offices, county social service offices, rape crisis centers, and numerous other local sites. The advocates also share these materials with tribal organizations and agencies. The advocates copy material from other domestic violence sources for distribution to victims and the community. The advocates believe that these materials raise awareness within the tribal and nontribal community about the Program and the availability of the advocate on the rancherias. ITCC has not tracked the level of dissemination of these materials.

As part of its public outreach campaign, "Ending Domestic Violence is a Tribal Responsibility," ITCC developed a number of different materials including resource cards, posters, bookmarks, bumper stickers, stress balls, pens, letter openers, and mugs.

These materials were printed with contact information for the Program and were widely distributed by the advocates and ITCC to both the tribal community and to nontribal service providers. The campaign theme is meant to encourage community ownership of the problem of domestic violence on the rancherias. The advocates feel that the campaign has been well received and noted that they see the campaign materials in various places throughout the community.

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

The advocates report that they conduct many informal presentations which are not captured in these data, including presentations at Tribal Council meetings, in meetings with tribal and nontribal service providers, and at local task force or MDT meetings. In addition, the advocates attend community events and festivals at which they set up information tables or booths to share information about domestic violence and the Program. One advocate reports meeting one-on-one with tribal leaders in her area, Indian agency representatives, child protective services staff, law enforcement officers, detectives, the assistant district attorney, and victim witness advocates. Another advocate attends weekly tribal talking circles and makes presentations on a wide variety of topics. Another has made video presentations in connection with a shelter program, while the third participates with a tribal youth consortium, as time permits.

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

## **CONCLUSIONS**

ITCC has been successful in implementing many of its program activities and has realized several important outcomes. The evaluation team's findings include:

- The Program has filled a void in the targeted communities;
- The Program has increased ITCC's ability to provide services to underserved Indian victims;
- From September 1998 to September 1999, the Program provided direct services to 404 persons;
- Victim advocacy is the service most provided by advocates on the rancherias;
- Although the program sought a number of different ways to provide emergency shelter to its domestic violence victims, Indian victims seldom used these services, preferring instead to seek shelter with family or friends;
- The number of referrals provided to victims increased because of increased collaboration and outreach in the tribal and nontribal communities (i.e., new contacts to provide to victims);
- The advocates' presence on the rancherias has resulted in increased community awareness about the availability of services;
- The model shelter collaboration has been successful and has resulted in an increase in the shelter staff's knowledge and awareness about domestic violence on rancherias and improved understanding of cultural nuances of the Indian community;
- On average, advocates attended one local task force, advisory, or multi-disciplinary meeting per month, resulting in new links to nontribal agencies that did not previously exist; and



- On average, advocates conducted one formal community presentation per month to tribal and nontribal agencies and organizations resulting in increased knowledge and awareness within these entities.

In implementing program activities, ITCC has faced many challenges. For example, the departure of the original grant coordinator resulted in a lack of advocate coverage in two geographic regions. At the time of the evaluation team's visit, a new grant coordinator had not been hired. The executive director had taken on some of the coordinator's duties and had delegated some to her staff, while some duties remained neglected. The original grant coordinator also chaired a quarterly two-day *central* task force that brought together stakeholders and the advocates from each targeted area and included training, problem-solving, and planning for the Program. The successor coordinator changed this format to quarterly *area* task force meetings chaired by each advocate, attended by local stakeholders only, and focusing on local issues. Currently, only one advocate holds these quarterly regional meetings, and no central task force meetings are taking place. The advocates feel that this is a loss in terms of the amount of training received, collaboration potential between areas, and ownership potential of tribal stakeholders for the Program.

Several proposed activities have not yet been realized. For instance, ITCC proposed coordinating tribal and nontribal services and developing a coordinated community response. ITCC has made considerable progress in reaching out to the nontribal communities surrounding the targeted rancherias and developing new relationships. The evaluation team did not see evidence of coordinated services; however, the Program seems to be moving in that direction. At the time of the evaluation team's visit, ITCC had just finalized its draft of model codes for use by targeted rancherias. Implementation of these codes will move the targeted rancherias towards a coordinated community response to domestic violence. In the interim, the advocates have made progress in reaching out to the tribal community by their increasing involvement in community task forces and MDTs. This work has hopefully laid a foundation to encourage tribal communities to adopt the model codes.

A comprehensive study was planned to document domestic violence in 22 central and northern California Indian communities. ITCC proposed to contract with the Institute for Social Research (ISR), an interdisciplinary research center at California State University in Sacramento, to conduct this study. ITCC planned to assist ISR by providing field staff to assist in data collection, providing data already gathered about the target communities, and advertising the study to the target communities. The study had not been completed as of the writing of this report. When completed, the proposed study

will provide ITCC with data to help focus on the type of services needed by victims and the areas where services are most needed.

Data were generally not available to document many of the outcomes associated with the Program, and the evaluation team had to depend on interviewees' accounts of the program's impact on the target communities. Hard copy forms exist that collect program data, but the forms were used differently by the advocates, leading the data to be generally unreliable. For example, some forms were not used at all by some of the advocates; forms were filled out differently; and instructions on completing the forms seemed to be absent.

With their new leadership, ITCC and the Program are looking forward to continued progress. The new executive director brings a strong background in management to the program. Her goals are to focus on: enhanced data collection to better inform ITCC of its progress, strengthening organizational structure to ensure that ITCC is positioned to handle current and future projects, develop guidelines and instructions for program operations, and increase ownership of the domestic violence problem within tribal communities. A new data system was on-line at the time of the evaluation team's visit. The data system is tied to new forms developed for each of ITCC grant programs and will allow surveillance within each grant program and across grant programs. The system will automate quarterly and annual summaries that outline program data and provide a window on program capacity and progress indicators.

The executive director stated that establishing a domestic violence shelter on tribal lands remains a long-term goal for ITCC and its programs. She believes that the Program (and ITCC's other grant programs) has created new structures within tribal communities for dealing with domestic violence. She believes that the presence of an advocate on the rancheria creates opportunities and that they need to build on those opportunities to expand community capacity to deal effectively with domestic violence and Indian victims.

## ENDNOTE

1. California Criminal Justice Statistics Center, *Report on Arrests for Domestic Violence in California, 1998*.

## **CHAPTER 4**

### **Iowa Office of Drug Control Policy**

---

# 4

---

## Iowa Office of Drug Control Policy

### PROGRAM DESCRIPTION

The Iowa Office of Drug Control Policy (ODCP) used Rural funding to decrease the impact of geographic isolation and develop a coordinated community response to domestic violence by establishing domestic violence services in southwestern Iowa. The resulting program, Domestic Violence Education & Shelter (DoVES), is located in Shenandoah and serves women in a three-county area: Mills, Montgomery, and Page Counties. The DoVES program consists of four components: victim services, a special prosecutor, coalition building, and training and community presentations.

The Family Crisis Center in Atlantic, Iowa served as a mentoring agency during the initial stage of this project. The Family Crisis Center assisted the grantee in hiring staff, implementing policies and procedures, and serving as the payee initially. Other agencies currently involved in grant activity include: the boards of supervisors in Mills, Montgomery, and Page Counties; the Iowa Coalition Against Domestic Violence; the Iowa Law Enforcement Academy; and area service providers.

### DESCRIPTION OF SITE VISIT ACTIVITY

A site visit was conducted on January 25-26, 2001 and included visits to DoVES's office in Shenandoah, Iowa; the Shenandoah Hospital; and the Montgomery County Courthouse. Interviews were conducted with the following individuals:

- Kathy Swanson, executive director, DoVES;
- Becky Kinnamon, program director, VAWA, ODCP;
- Donna Phillips, program director, STOP, ODCP;
- Janet Huddle, shelter supervisor, DoVES;

- Jana Myers, advocate, Page County, DoVES;
- Elease Fox, advocate, Mills County, DoVES;
- Melodee Picray, nurse, Shenandoah Hospital; and
- Marcia Schober, special prosecutor.

In addition, phone interviews were conducted after the site visit with the coordinator of the batterer's education program at Equilibrium Counseling; and staff from two agencies in neighboring counties—the Family Crisis Support Network in Cass County and Catholic Charities in Pottawattamie County. The two agencies were the closest programs available to victims prior to the opening of DoVES.

## COMMUNITY CONTEXT

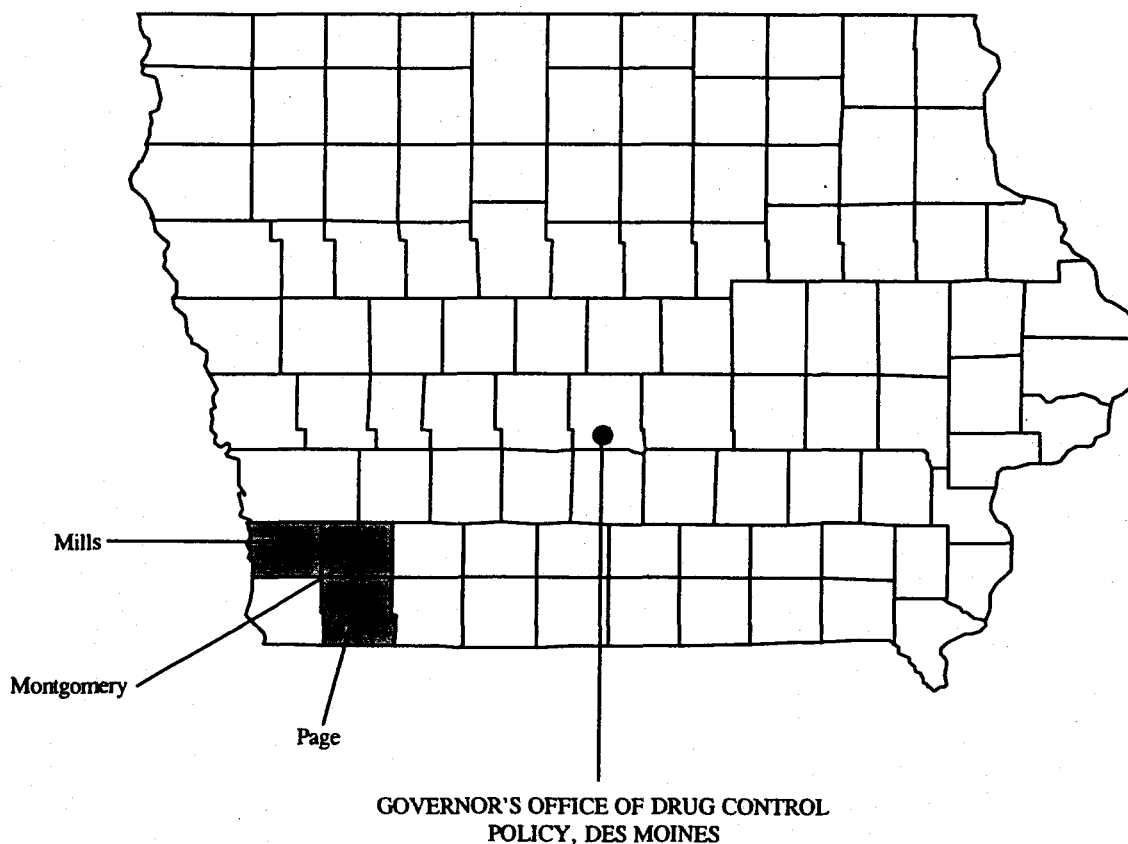
***Geographic Area Served by the Grant.*** DoVES targets women in three of the state's 99 counties: Mills, Montgomery, and Page; all are located in the southwest corner of the state. The area had a 2000 estimated population base of 43,294 with an average population density of 31 people per square mile.<sup>1</sup> The area experiences significant poverty and is comprised largely of rural farm counties that, along with other counties across the Midwest, suffered from two major farm crises from 1988 to 1997.<sup>2</sup> The results for these Midwestern counties, according to a report by the Center for Rural Affairs, has been a 60 percent increase in poverty rates, a 17 percent decrease in per capita incomes, and a 75 percent lower job growth rate than in metropolitan areas.<sup>3</sup> (A map showing the location of the three counties targeted by the grantee is presented in Exhibit 4-1.)

***Populations Served by the Grant.*** The population served is predominantly white (97%) with a Protestant background. There is a growing Hispanic migrant population, estimated at 1,000. Most workers in the area are employed in manufacturing, retail, and the health services. Mills County has a per capita income (\$37,113) slightly higher than the state average (\$35,427), although per capita incomes in Montgomery (\$32,264) and Page (\$33,729) Counties are slightly below the state average.<sup>4</sup>

***Community Structure.*** Each county has a three-person elected board of supervisors, while towns and unincorporated villages have elected mayors. Each county has a sheriff's department, and each town also may have its own police department. There are six police departments in the area targeted by the grant (Glenwood in Mills

Exhibit 4-1

**COUNTIES TARGETED BY THE DOVES PROGRAM OF THE IOWA GOVERNOR'S OFFICE OF DRUG CONTROL POLICY**



County; Red Oak and Villisca in Montgomery County; and Clarinda, Essex, and Shenandoah in Page County).

***Basic Services Available.*** There is no public transportation in the three counties served by the grant. Many low-income residents do not have telephone service in their homes. The Department of Human Services had offices in all three counties until recently; the office in Shenandoah will close June 30. The counties also are served by Women, Infants, and Children programs; the Department of Public Health; the Iowa Workforce Development Center; West Central Development Corporation; and food

pantries operated by local churches. The town of Red Oak, in Montgomery County, has a Planned Parenthood clinic.

***Domestic Violence Laws, Policies, and Practices.*** The Domestic Abuse Act, Chapter 236 of the Code of Iowa, defines domestic abuse as any type of assault (including threats or fear of being harmed) involving: spouses or divorced spouses (whether or not they are living together); people living together at the time of the assault; any child's parents, whether or not they have been married or have lived together; or people living together in the last year but not when the assault occurs.

Depending on the type of assault, penalties for domestic abuse range from fines (beginning at \$50) to imprisonment for up to five years. Under Iowa law, a person convicted of domestic abuse is mandated to attend a batterers' education program. If an assault results in death, the abuser could be charged with first or second degree murder, depending on the findings of the case.

An officer called to the scene of a domestic dispute must make an arrest of the primary physical aggressor if there is evidence of bodily harm; serious injury was intended; a dangerous weapon was used or displayed; or the abuser is violating an existing protective order in a domestic abuse, divorce, or other criminal case. The officer also may make an arrest if he or she believes there is probable cause that an assault occurred, even if there is no evidence of physical injury. The officer must "use all reasonable means to prevent further abuse" by: 1) remaining on the scene until it is safe or helping the victim to leave; 2) helping the victim get medical attention; 3) distributing a card listing victim rights and information on shelters and other victim resources; 4) ensuring that the victim fully understands these rights; and 5) removing all weapons from the home. A person arrested for abuse may be jailed (usually overnight) until a bond hearing is held.

To file a civil "Pro Se" protective order under §236 of the Iowa Code, the victim must be at least 18 years of age (with some exceptions), and either the victim or abuser must be an Iowa resident. Mutual protective orders are prohibited unless "both parties filed petitions that were judged separately."<sup>5</sup> Officers and courts can enforce protection orders from other jurisdictions. The Iowa Court Information System (ICIS) tracks all protective orders on file (in state and out of state) and also catalogs statistics on civil and criminal domestic abuse.

Violation of a protective order often is considered a simple misdemeanor punishable by imprisonment for up to 30 days or a fine of up to \$500. It was reported that it is difficult to establish contempt of protection orders, especially if the victim establishes



contact with the batterer or allows him into the house. In some cases, the victim could be charged herself with aiding and abetting. The court also may be reluctant to proceed with a violation of protective order action, if the couple has a history with the court.

The Iowa Supreme Court recommended that each county develop standard protocols for handling domestic abuse cases, that county attorneys attend relevant training every two years, and that experienced attorneys be assigned to these cases or, ideally, that a specialized unit be established. Although there is prosecutorial discretion in most misdemeanors, county attorneys are required to prosecute domestic abuse misdemeanors.<sup>6</sup>

***Domestic Violence Programs in the Community.*** Domestic Violence Education & Shelter (DoVES) is the sole provider of domestic violence services in the area served by the grant. DoVES has administrative offices in Shenandoah (the executive director also has a client caseload) and satellite offices in the three counties, each staffed by an advocate. Designated motels were used as emergency shelters in each of the counties served while DoVES completed plans to establish a permanent shelter, which opened in April 2002. The nearest operating shelters are north of the target area: one in Council Bluffs (60 miles away in Pottawattamie County) and one in Atlantic (60 miles away in Cass County).

A batterers' education program, based on the Duluth model, is conducted by an agency in Clarinda known as Equilibrium Counseling. The program usually has six ongoing groups covering a nine-county area including the three counties targeted by the grant. All those convicted of domestic abuse must complete the 24-week class with four absences allowed. On the fifth absence, the program will notify the court, and the batterer may serve jail time and be mandated to attend the batterers' education program again.

***Funding.*** While DoVES receives no significant outside funding besides the Rural grant, the legal grantee, the Governor's Office of Drug Control Policy, receives additional funding from the following sources: Byrne Memorial Formula Grant Program (FY1998 - \$5.865 million); STOP Violence Against Women Grant Program (FY1998 - \$1.616 million); Local Law Enforcement Block Grant Program (FY1997 - \$370,643); Grants to Encourage Arrest Policies (FY1997 - \$162,000); and Residential Substance Abuse Treatment Block Grant (FY1997 - \$236,738).

## LOGIC MODEL

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for outcomes obtained by the grantee. The logic model for the Office of Drug Control Policy is presented in Exhibit 4-2.

### Contextual Variables

*Ideal Model.* The contextual variables for the three counties (Mills, Montgomery, and Page) targeted by the grant include:

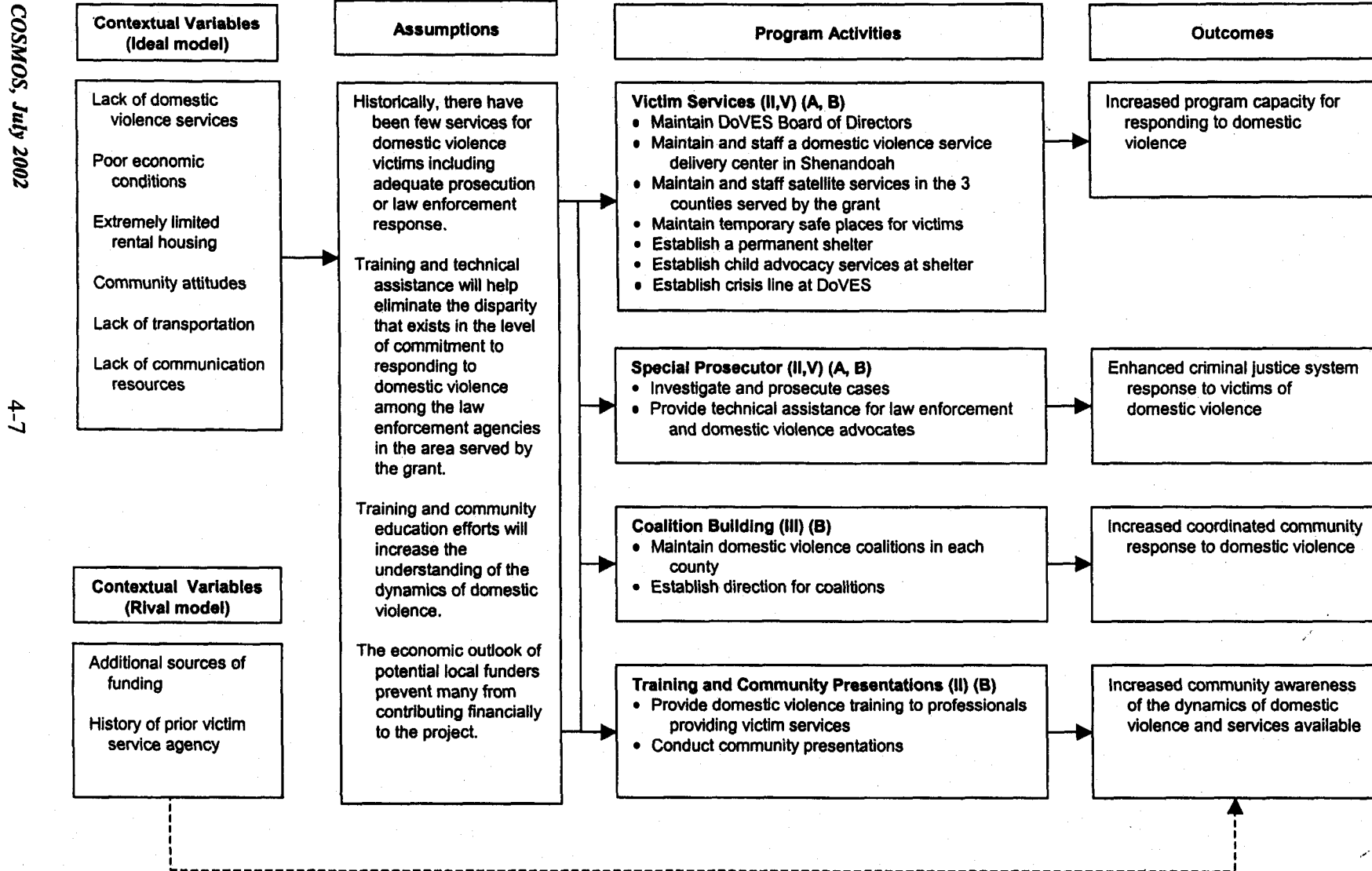
- Lack of domestic violence services;
- Poor economic conditions;
- Extremely limited rental housing;
- Community attitudes;
- Lack of transportation; and
- Lack of communication resources.

*Rival Model.* Simultaneous to the Rural grant are variables that may impact the grant's outcomes. Two such variables are additional sources of funding and the history of a prior victim service agency. While DoVES does not receive any significant funding for grant activities other than the Rural grant, the grantee—Governor's Office of Drug Control Policy, as the state agency responsible for administering federal grants, receives additional funding to address domestic violence-related activities. Therefore, it may be hypothesized that outcomes experienced by the grantee with DoVES are a result of the combination of funding received by the state rather than the Rural grant alone.

The target area served by the grant was previously served by a domestic violence agency that closed under allegations of gross fiscal misappropriations and criminal charges being filed against at least one staff member. The actions surrounding the closing of the agency were publicized widely throughout the target area and made a long-lasting impact on the community. Community members and potential local funders were

Exhibit 4-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL**  
**Iowa Office of Drug Control Policy (FY1998)**



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

wary of the DoVES program initially, fearing it may be like its predecessor. As a result, DoVES has spent a lot of time establishing credibility in the community. This history, however, may prevent the grantee from attaining outcomes to the degree that another agency not having this history to contend with, might attain.

### **Assumptions**

Four assumptions underlie Rural grant activity. Each of these assumptions collectively affects program activities and takes into consideration the poor economic conditions and the lack of a coordinated community response to domestic violence in the areas targeted by the grant. The assumptions are:

- Historically, there have been few services for domestic violence victims including adequate prosecution or law enforcement response;
- Training and technical assistance will help eliminate the disparity that exists in the level of commitment to responding to domestic violence among the law enforcement agencies in the area served the grant;
- Training and community education efforts will increase the understanding of the dynamics of domestic violence; and
- The economic outlook of potential local funders prevent many from contributing financially to the project.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the grant and to generate specific outcomes. Following is a discussion of program activities undertaken by the grantee and their related outcomes. The discussion is organized by the four components of the DoVES program: victim services, special prosecutor, coalition building, and training and community presentations.

**Victim Services.** The opening of DoVES in November 1998 reestablished services in Mills, Montgomery, and Page counties. The area had been without services since the closure of a prior program in Glenwood in 1997, and the opening of DoVES immediately increased the grantee's capacity for responding to domestic violence. By January 1999, the project had hired three advocates and established a satellite office in each

county. Offices were established in Clarinda (Page County), Glenwood (Mills County), and Red Oak (Montgomery County). Office space was acquired by DoVES through in-kind support or at a reduced rate.

Services provided by DoVES include 24-hour crisis lines; shelter assistance; support services; and medical, court, and personal advocacy. From January 1999 to June 2001, a total of 489 victims were served by DoVES.<sup>7</sup> From January 1999 to December 2000, DoVES advocates assisted women with 101 protection order filings (35 women in Mills County, 44 in Montgomery County, and 22 in Page County).<sup>8</sup>

Prior to the opening of DoVES, victims needing assistance had to contact agencies outside of the area to receive services. The Family Crisis Support Network in Cass County and Catholic Charities in Pottawattamie County are the closest programs and were the agencies that received most of the calls from victims during the period the area was without services. The evaluation team conducted phone interviews with staff from both agencies to assess the impact of DoVES. Staff from both agencies reported an increase in the number of calls from the area after the program in Glenwood closed in 1997. Staff also reported that the number of calls from the three-county area has decreased almost 50 percent since DoVES opened.

Referrals to DoVES have been received from the Shenandoah Hospital, doctor's offices, schools, the special prosecutor, and clerks of the court. Staff report that law enforcement officers routinely give victims information about DoVES, although the officers do not always contact the advocates to inform them about recent domestic violence incidents. At the time of the site visit, the DoVES executive director was planning to attend a "train-the-trainers" training with a law enforcement officer from each county and hoped the situation would improve as a result.

In 2000, DoVES located and began remodeling a home to be used as a permanent shelter for the program. DoVES initially had difficulty locating a site for the shelter partly due to finding a community that was willing to allow a shelter to be established in its neighborhood and partly due to finding sufficient funding in the post-grant period to support a permanent shelter. In early 2000, the executive director of DoVES approached the pastor of a church in Shenandoah to be on the DoVES Board of Directors. The pastor agreed to serve on the shelter committee that was still looking for a home to use as a shelter. The pastor located the current site and developed a plan to have the church purchase the home for rental to DoVES. The pastor presented the idea to the church body for vote, and the plan was approved by a 98 percent majority.

DoVES began rental of the home in June of 2000. The executive director of DoVES developed an idea to solicit funds from the community to help the program remodel the house and purchase the house from the church. The idea has been marketed by word of mouth, community presentations, and a brochure titled *Help Us Buy the Dove House*. At the time of the site visit, local civic groups had adopted rooms in the house to remodel, \$5,315 had been received specifically for shelter purchase, and the local hospital donated \$6,500 for a new kitchen.

**Special Prosecutor.** A special prosecutor was hired in January 1999 to enhance the criminal justice system response to victims of domestic violence. The prosecutor investigates and prosecutes domestic abuse cases in the three counties served by the grant and provides technical assistance for law enforcement officers and domestic violence advocates. During 1999, the special prosecutor increased the conviction rate of domestic violence cases in the three-county area to above the state average conviction rate of 59 percent. Statistics gathered by the special prosecutor for the number of charges filed and the outcome of domestic violence cases in each of the three counties from January 1999 to December 1999 are presented in Exhibit 4-3.<sup>9</sup>

To enhance the coordination between law enforcement officers and the special prosecutor, DoVES prepares and distributes information packets to the law enforcement agencies in the area. The packet contains a two-page form that is completed by officers responding to domestic abuse incidents and submitted to the special prosecutor. DoVES provides about three dozen packets per year to each of the agencies. Staff report that all agencies are good about completing the form, and most officers will go out of their way to ensure the special prosecutor has the information needed to prosecute a case.

To assess trends in the criminal justice system response to victims of domestic violence, the evaluators reviewed statistics from the Iowa Court Information System for convictions and disposed charges for domestic abuse charges during 1998 and 1999 in the three targeted counties and four neighboring counties (Adams, Fremont, Taylor, and Union) that do not have a special prosecutor.<sup>10</sup> (See Exhibit 4-4.) With one exception (Mills and Union Counties in 1999), convictions in all of the targeted counties with a special prosecutor were higher in 1998 and 1999 than any of the neighboring counties without a special prosecutor.

In terms of comparison, three of the counties (Adams, Fremont, and Taylor) are adjacent to one or more of the targeted counties. With the exception of Union County (2000 population of 12,309), the remaining three counties had a 2000 population of 8,010 (Fremont) or less.<sup>11</sup> All four of the neighboring counties have median incomes below the

**Exhibit 4-3**

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

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

Source: Iowa Governor's Office of Drug Control Policy.

**Exhibit 4-4**

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

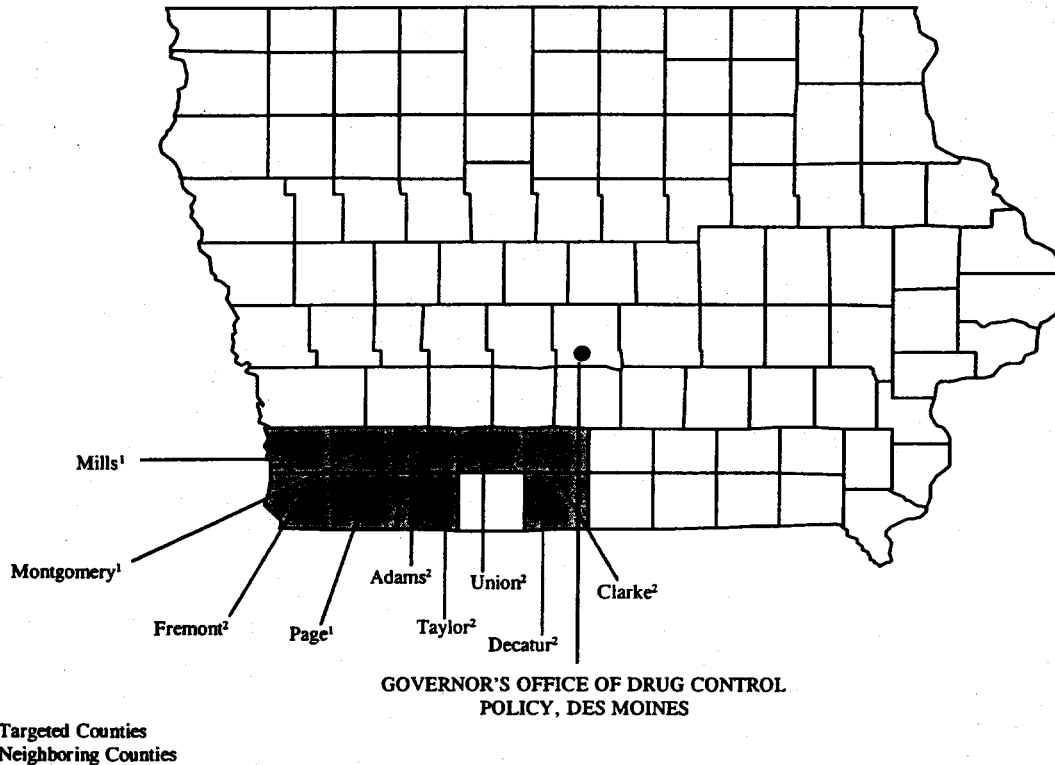
	Convictions 1998	Disposed Charges 1998	Convictions 1999	Disposed Charges 1999
<b>Targeted counties</b>				
<b>Mills</b>	11	36	7	37
<b>Montgomery</b>	9	37	29	80
<b>Page</b>	28	36	27	37
<b>Neighboring counties</b>				
<b>Adams</b>	3	4	4	4
<b>Fremont</b>	5	28	4	22
<b>Taylor</b>	4	10	5	10
<b>Union</b>	3	15	7	21

Source: Justice Data Warehouse, Iowa Court Information System.

state average (\$35,427) and poverty rates above the state average (9.9%).<sup>12</sup> A map showing the location of the counties is presented in Exhibit 4-5.

### Exhibit 4-5

## TARGETED AND NEIGHBORING COUNTIES OF THE DoVES PROGRAM



In terms of domestic violence services, Adams, Taylor, and Union Counties are served by a single agency with a staff of three that is based in Union County. The agency also serves Clarke and Decatur counties. There is no shelter in the five-county area. The number of domestic abuse incidents reported by law enforcement agencies in the targeted and neighboring counties is significantly higher in both Montgomery and Page Counties than in the neighboring counties combined. (With one exception in 1996, Mills County has not submitted data for inclusion in Iowa's Incident-Based Crime Reporting System.) The rate and number of domestic abuse incidents per 100,000 people by state and county for the targeted and neighboring counties from 1996 to 2000 are presented in Exhibit 4-6.<sup>13</sup>



Exhibit 4-6

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

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

<sup>a</sup>Mills County not included due to insufficient data.

<sup>b</sup>Fremont County not included due to insufficient data.

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

In comparison with the state rate of reported domestic abuse incidents per a population of 100,000, the rate of reported incidents is close to the state rate for Page County in all years except 2000, when the rate drops from 213.7 in 1999 to 114.4 in 2000 compared with a state rate of 294.5 for 2000. In Montgomery County, the rate of reported incidents significantly exceeds the state rate for all years except 2000, when it drops significantly from 400.5 in 1999 to 223.0 in 2000. In the neighboring counties, the rates of reported incidents are significantly below the state rate for the entire five-year period. The data are shown graphically in Exhibits 4-7a and 4-7b.

**Coalition Building.** Coalitions were established in each of the counties targeted by the grant to increase the coordinated community response to domestic violence. Each of the coalitions includes representation from law enforcement, clerks of the court, human services, and public health. Page County includes representation from child welfare and a batterers' education program and both Mills and Page Counties include representation from the clergy. The work of the coalitions has resulted in the development of a domestic violence screening tool for the local hospital in Shenandoah and increased coordination of efforts to hold offenders accountable.

Exhibit 4-7a

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

**By State and Targeted Counties for 1996-2000**

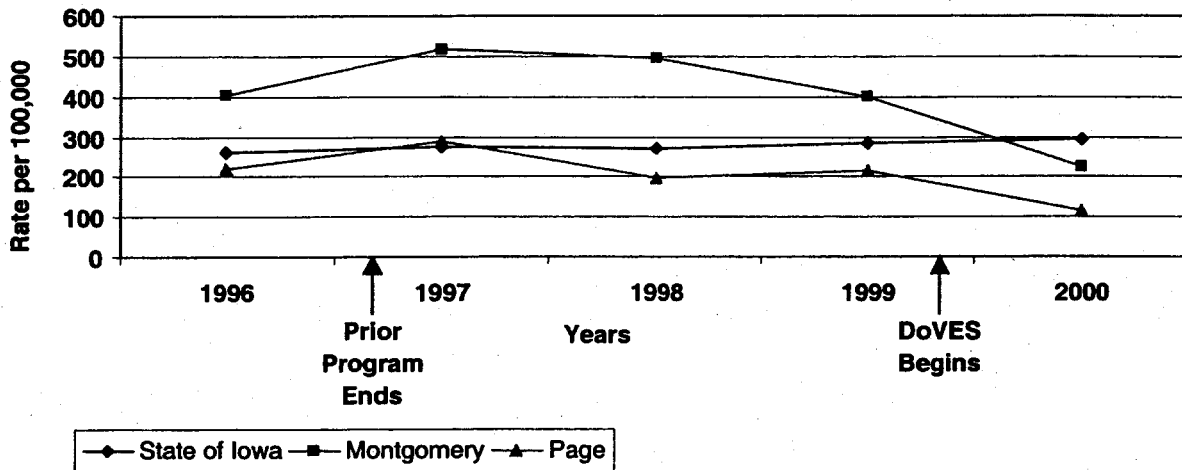
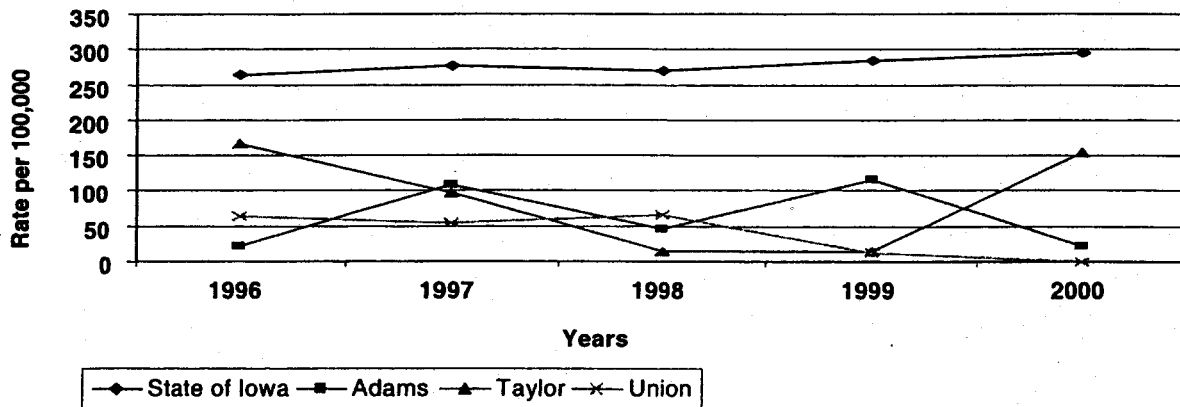


Exhibit 4-7b

**By State and Neighboring Counties for 1996-2000**



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

DoVES helped Shenandoah Hospital develop an assessment tool for domestic violence. Prior to the assessment instrument, there was no domestic violence screening conducted at the hospital with the exception of one question (Are you afraid to go home?) that often elicited a response from a victim that she was being abused. The hospital now has more questions that screen for any type of abuse and has a domestic violence policy that states it will screen anyone over age 14 when abuse of any type is suspected. (Iowa is one of 10 states participating in a Family Violence Prevention Fund project to increase domestic violence screening in health care settings.)

Increased coordination between the local batterers' education program and the special prosecutor, local magistrates, and law enforcement has **enhanced the coordinated community response and the criminal justice system response to victims of domestic violence**. As a result of coalition building, a tracking system has been established to monitor compliance with mandated referrals to the batterer education program and to enhance the safety of victims. Specifically:

- The coordinator from Equilibrium Counseling, the area's batterers' education program (BEP), meets with DoVES staff every other month to facilitate coordination of efforts. The coordinator routinely tells victims about DoVES, if they are not already aware of the program;
- Beginning in April 2000, the BEP coordinator began contacting victims by letter advising them that their partners are in the program and that counselors are available if the victims want to share any information regarding their partners or the relationship. (Approximately 25% of the women contacted respond.) Of note is that the BEP coordinator often gets an address for the victim from the police report, which was not routinely sent to the program prior to the work of the coalition. The BEP coordinator has established contacts with law enforcement in each county to get copies of the reports;
- Magistrates routinely call the BEP coordinator directly to advise her of referrals and ask that she call them if the abusers do not show up; and
- In addition to contacting the magistrates, the BEP coordinator sends notices to the special prosecutor if abusers do not

contact the program within the three weeks mandated by the courts or if they miss more than the four allowed classes.

From July 1999 (when Equilibrium Counseling began conducting the batterers' education program) to December 2000, 9 abusers in Mills County and 25 abusers each in Montgomery and Page Counties have been referred to the program and completed intakes.<sup>14</sup> Staff report that about 70 percent of the abusers who have completed intakes actually complete the program. The remaining 30 percent drop out or attend a meeting intoxicated and are reported to the court. It was reported that the batterers' perception is that they will go to jail if they do not attend the program.

***Training and Community Presentations.*** Numerous training sessions have been held for advocates, program staff, board members, law enforcement, and criminal justice personnel to **increase awareness of the dynamics of domestic violence and services available.** Trainings have included information on such topics as the dynamics of domestic abuse and domestic violence laws and their application.

Anecdotal evidence suggests that the trainings have had a noticeable impact on attitudes toward and awareness of domestic violence among staff in agencies serving victims, particularly law enforcement personnel. Examples include the willingness of law enforcement officers to provide copies of police reports to the BEP coordinator so that she can contact victims, the participation of law enforcement personnel on the coalitions in each county, and the willingness of officers to ensure that the special prosecutor has the information needed to prosecute a case.

From February 1999 to June 2001, the DoVES executive director conducted approximately 44 community presentations to more than 24 different organizations with a total attendance of over 1,500 individuals.<sup>15</sup> Presentations were conducted with professional agencies, schools, hospitals, and civic and church groups to **increase community awareness of the dynamics of domestic violence and services available.** Perhaps the strongest indicator that the presentations have had an impact is the level and type of community support that has been received for DoVES from community members. From July 2000 to June 2001, cash, in-kind donations, and volunteer labor totaling more than \$33,000 has been received for DoVES (see Exhibit 4-8).<sup>16</sup> This support is the direct result of community presentations, word-of-mouth communication, and a single brochure (*Help Us Buy the Dove House*) developed by the program to promote support for the establishment of a shelter.

### Exhibit 4-8

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

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

\*Represents 418.75 hours.

Source: DoVES

### CONCLUSIONS

The grantee used FY1998 Rural funding to address two priority areas: 1) decreasing the impact of geographic isolation; and 2) developing a coordinated community response to domestic violence. To decrease the impact of geographic isolation, the grantee established domestic violence services in a three-county area in southwestern Iowa. The resulting program, Domestic Violence Education & Shelter (DoVES), has a main office in Shenandoah with satellite offices in each of the three targeted counties. The program has been able to provide services to almost 500 women that would have had to seek services outside their counties of residence prior to the Rural grant. In 2000, DoVES located a site for a shelter and remodeled the home with a good deal of community support in the form of cash, in-kind donations, and volunteer labor.

To develop a coordinated community response to domestic violence, the grantee hired a special prosecutor to investigate and prosecute cases in the three-county area, established coalitions in each county, and conducted trainings and community presentations. During 1999, the special prosecutor increased the conviction rate for domestic abuse cases in the three-county area above the average county conviction rate for the state of Iowa. These efforts, along with the work of the coalitions in each county, were visible indicators to the community that domestic violence was being taken more seriously now. The work of the coalitions led to the development of a tracking system for abusers court-ordered to batterer treatment programs and increased communication

between the local batterer education program and the special prosecutor, magistrates, and law enforcement.

Training and community presentations increased collaboration among agencies serving victims and increased awareness of domestic violence and services available. Indicators of the increased collaboration can be seen in the participation of law enforcement agencies on the coalitions in each county and the willingness of officers to work with the coordinator of the batterer education program and the special prosecutor in holding batterers accountable. The level and type of support (cash, in-kind donations, and volunteer labor) received for the program by community members are indicative of the increased awareness of domestic violence among the communities served by the program.

## ENDNOTES

1. U.S. Census Bureau; State and County *QuickFacts*; Mills, Montgomery, and Page Counties, 2000.
2. McCormick, J., "Poverty nags 9 counties in south Iowa," *The Des Moines Register*, November 22, 2000.
3. Klein, M., "Southern Iowans down, nearly out as slide worsens," Silent Underclass, Poverty in the Heartland Series, *The Des Moines Sunday Register*, December 24, 2000.
4. U.S. Census Bureau; State and County *QuickFacts*; Mills, Montgomery, and Page Counties, 2000.
5. *Courts' and Communities' Response to Domestic Abuse: A Report on the Implementation of the Iowa Supreme Court Task Force on Courts' and Communities' Response to Domestic Abuse*, State Justice Institute, December 1996.
6. *Courts' and Communities' Response to Domestic Abuse: A Report on the Implementation of the Iowa Supreme Court Task Force on Courts' and Communities' Response to Domestic Abuse*, State Justice Institute, December 1996.
7. Statistics were compiled from three reports: 1) Domestic Violence Education & Shelter, Victims Served 1999 & 1st Half 2000; Domestic Violence Education & Shelter, Victims Served 07/01/00-12/31/00; packet prepared for site visit team, January 2001; 2) Iowa Crime Victim Assistance, Quarterly Performance Report, Reporting Period January 1, 2001-March 31, 2001; April 30, 2001; and 3) Quarterly Progress Report, Iowa's STOP Violence Against Women Grant Program, FY1998 Rural Domestic Violence & Child Victimization Enforcement Grant, Victim Service Report; Reporting Period April 1-June 30, 2001; July 31, 2001.
8. Domestic Violence Education & Shelter, Victims Served 1999 & 1st Half 2000; Domestic Violence Education & Shelter, Victims Served 07/01/00-12/31/00; packet prepared for site visit team, January 2001.
9. STOP Violence Against Women Discretionary Grant Program, Performance Report, Rural Southwestern Iowa Project, Governor's Alliance on Substance Abuse (now Office of Drug Control Policy), April 2000.

10. Iowa Court Information System; Calendar 1998 Convictions-Preliminary; Calendar 1999 Convictions-Preliminary; Calendar 1998 Disposed Charges-Preliminary; Calendar 1999 Disposed Charges-Preliminary; Run Date: December 15, 2000; Source: Justice Data Warehouse.

11. U.S. Census Bureau; State and County *QuickFacts*; Adams, Fremont, Taylor, and Union Counties, 2000.

12. U.S. Census Bureau, State and County *QuickFacts*; Adams, Fremont, Taylor, and Union Counties, 2000.

13. Iowa Reported Crime Statistics, Iowa Uniform Crime Reports for 2000, 1999, 1998, 1997, and 1996, Iowa Department of Public Safety.

14. Phone interview with Pat Dunbar, Equilibrium Counseling, February 1, 2001.

15. Statistics were compiled from two reports: 1) presentations statistics from February 1999 to June 2000, correspondence from K. Swanson, Executive Director, DoVES, dated July 17, 2001; and 2) Iowa Crime Victim Assistance, FY2001 Year-End Performance Report, July 31, 2001.

16. Domestic Violence Education & Shelter, Donations by County - July 2000-June 30, 2001, July 2001.



## **CHAPTER 5**

### **Lower Umpqua Victims' Services**

---

# 5 Lower Umpqua Victims' Services

---

## **PROGRAM DESCRIPTION**

Lower Umpqua Victims' Services (LUVS), in Reedsport, Oregon, is a direct service organization formed in 1995 in response to a service gap discovered by the Reedsport Task Force on Alcohol, Other Drugs, and Youth. The task force, which focuses on youth alcohol issues, recognized the connection between alcohol and family violence, and the impact of violence on women and children. Based on that recognition, the current executive director of LUVS began writing grants to address domestic violence needs in western Douglas County. LUVS received its first Rural grant in 1997, but the grant was preceded by a small Victims of Crime Act (VOCA) grant and in-kind assistance from local community organizations, which supported LUVS's start-up in 1995. The goals of LUVS are to enhance the safety or well-being of victims and to foster community ownership of its domestic violence problem. LUVS program activities fall into several categories: victim services, training and technical assistance, community outreach, a domestic violence council, and protocol development.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

The evaluation team met with LUVS staff and other stakeholders on February 15-16, 2001. In advance, LUVS' staff had prepared a notebook containing the documents that the evaluation team had indicated during the pre-visit conference calls that they would like to review. The notebook was full of information including: a list of staff members; memos to demonstrate collaboration with the police department; copies of all the materials distributed by LUVS; data from the police, sheriff, and prosecutor's office; materials from trainings provided by LUVS and training received by LUVS staff; copies of newspaper articles covering LUVS' activities and involvement in the community; LUVS program data; letters of support and memoranda of understanding; and materials demonstrating LUVS' sponsorship of community events. The team carefully reviewed the notebook's contents with LUVS staff while on site.

The evaluation team conducted both one-on-one and group interviews during the site visit. One-on-one interviews with LUVS staff and other community service providers. A group interview was conducted with Domestic Violence Council members, who are also community service providers. Interviews were conducted with the following individuals:

- Sequoia Star, executive director, LUVS;
- Elba England, personnel director and bookkeeper;
- Tina Dean, personal violence specialist and hotline coordinator;
- John Smart, chief of police, Reedsport Police Department;
- Stephanie Harper-Potts, a former public health nurse for Reedsport;
- Jay Cable, Reedsport Municipal Judge; and
- Members of the Domestic Violence Council who represented the Reedsport Police Department, Douglas County Sheriff's Department, Douglas County Senior and Disabled Services, and Dunes Family Health Care.

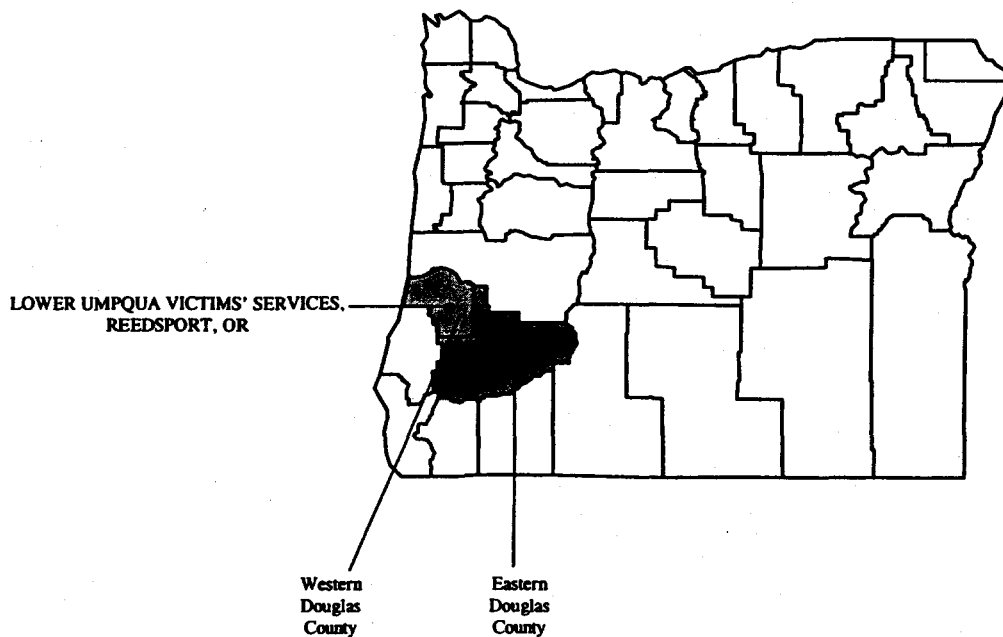
## **COMMUNITY CONTEXT**

***Geographic Isolation.*** Reedsport and surrounding communities are located in western Douglas County, 75 miles from the services of the county seat (Roseburg) and 25 miles from the nearest city with services (North Bend). Reedsport is located between a range of mountains and the Pacific coast. The number and quality of roads that cross the mountainous regions of the area are limited. (See Exhibit 5-1 for the area targeted by LUVS.)

***Limited Transportation.*** Local transportation for those without personal vehicles is limited. A local taxi service provides very limited services. Transportation out of the area is available by Greyhound bus. A small airport located 25 miles from Reedsport services Portland.

Exhibit 5-1

AREA TARGETED BY LOWER UMPQUA  
VICTIMS' SERVICES, OR



**Housing.** According to the Douglas County Housing Authority, Reedsport has a higher level of public housing per capita compared to Roseburg, the Douglas County seat. Many families seeking public housing in Roseburg are sent to Reedsport because of a shorter waiting list (2 or more years in Roseburg; 3-4 months in Reedsport). Those interviewed report that the public housing occupancy rate has recently increased from 60 to 100 percent. Interviewees related that there are a lot of problems in the community including poverty, unemployment, alcohol and drug abuse, and domestic violence.

**Declining Economy.** Reedsport, population 4,850, and the surrounding area have experienced a continuing economic downturn due to the decline of the local fishing and lumber industries. The unemployment rate for Douglas County is 11.3 percent. The area lacks the space and infrastructure for economic development or expansion and the lack of natural gas pipelines further constrains the attractiveness of this area to business developers.

**High Rate of Alcoholism and Drug Abuse in the Community.** Interviewees report that there have always been many bars and taverns in the Reedsport area. LUVS staff

and police report that drug trafficking has increased in Reedsport, as have the quantities of drugs that are confiscated. Methamphetamine is increasingly becoming a problem. Law enforcement officers recently reported to the Oregon State Legislature that Oregon is now the third largest producer of methamphetamine in the United States. The National Institute of Drug Abuse reports an increase of production, availability, and use of methamphetamine in rural communities, partly because it is easily and inexpensively manufactured with common household items and relatively inexpensive to purchase.

***Long History and Acceptance of Domestic Violence in the Area.*** LUVS staff report that in Reedsport, there is a general acceptance for verbal, physical, and sexual spousal abuse. Interviewees indicated that even back in the 1950s, when the Reedsport's economy was very good, the community still dealt with a lot of domestic violence.

***Lack of Local Domestic Violence Expertise and Services.*** Prior to the Rural grant, there were no domestic violence services in the Reedsport area. The closest shelter was 25 miles away in Coos County, and the nearest services were located in Roseburg, 75 miles away.

***Politically Conservative, Male-Dominated Culture.*** The community is politically conservative and socially traditional. The community is described as not culturally or racially diverse. Interviewees perceive Reedsport residents as holding conservative views on many controversial issues, such as gun control, abortion, and gay rights.

***Lack of Victim Confidentiality.*** Victim confidentiality is difficult to achieve because of the small size of the community. Reedsport, the largest municipality in the area, has a population of approximately 4,900. Many families in the area are related by blood or marriage, which also makes confidentiality difficult.

***Disjointed Criminal Justice System.*** Arrest and trial occur either in Reedsport or Roseburg depending upon the severity of the crime and where the crime took place. Some municipalities have municipal courts, which hear misdemeanor cases when the crime occurs within the city limits. In addition, some cities have justice courts, which hear misdemeanor cases when the crime occurs in the county but outside city limits. Reedsport has both a municipal court and a justice court. Felonies are tried in Roseburg, 75 miles away.

The Reedsport Police Department is responsible for arrests for all crimes committed within the city limits. Misdemeanors are prosecuted by a part-time city prosecutor and adjudicated in the Reedsport Municipal Court. Felonies are prosecuted in Roseburg by the District Attorney's Office. The Douglas County Sheriff's Department is responsible

for arrests for both felony and misdemeanor crimes committed outside the Reedsport city limits. The District Attorney's Office also prosecutes these cases.

Problem-solving is conducted by the Domestic Violence Council, which is chaired and operated by LUVS. All key local agencies, except the prosecutor, are participating members. Although the prosecutor is not a member, he has agreed to advise LUVS and other council members on any issue, where his input would be helpful.

Domestic violence felonies are adjudicated in a specialized domestic violence court in Roseburg. This court uses specialized case processing that coordinates the criminal justice partners with treatment and victim advocacy. A domestic violence judge presides over the court, and a special prosecutor tries all domestic violence cases. A victim witness counselor assists victims and supports the prosecutor. Defendants are sent to approved batterer's treatment programs and are monitored by the probation department and the judge who sees probationers on a judicial review calendar during the entire period of probation. Problem-solving on this level is achieved through a multi-disciplinary Domestic Violence Steering Committee, of which LUVS is a member. The case processing structure and local budget limitations compromise batterer accountability in misdemeanor cases. These issues and the problems they present are more fully explored in the logic model section below.

## **LOGIC MODEL**

A logic model was developed to show the link between the grantee's activities and desired outcomes. The logic model for Lower Umpqua Victims' Service is presented in Exhibit 5-2. Each component of the model is described below.

### **Contextual Variables**

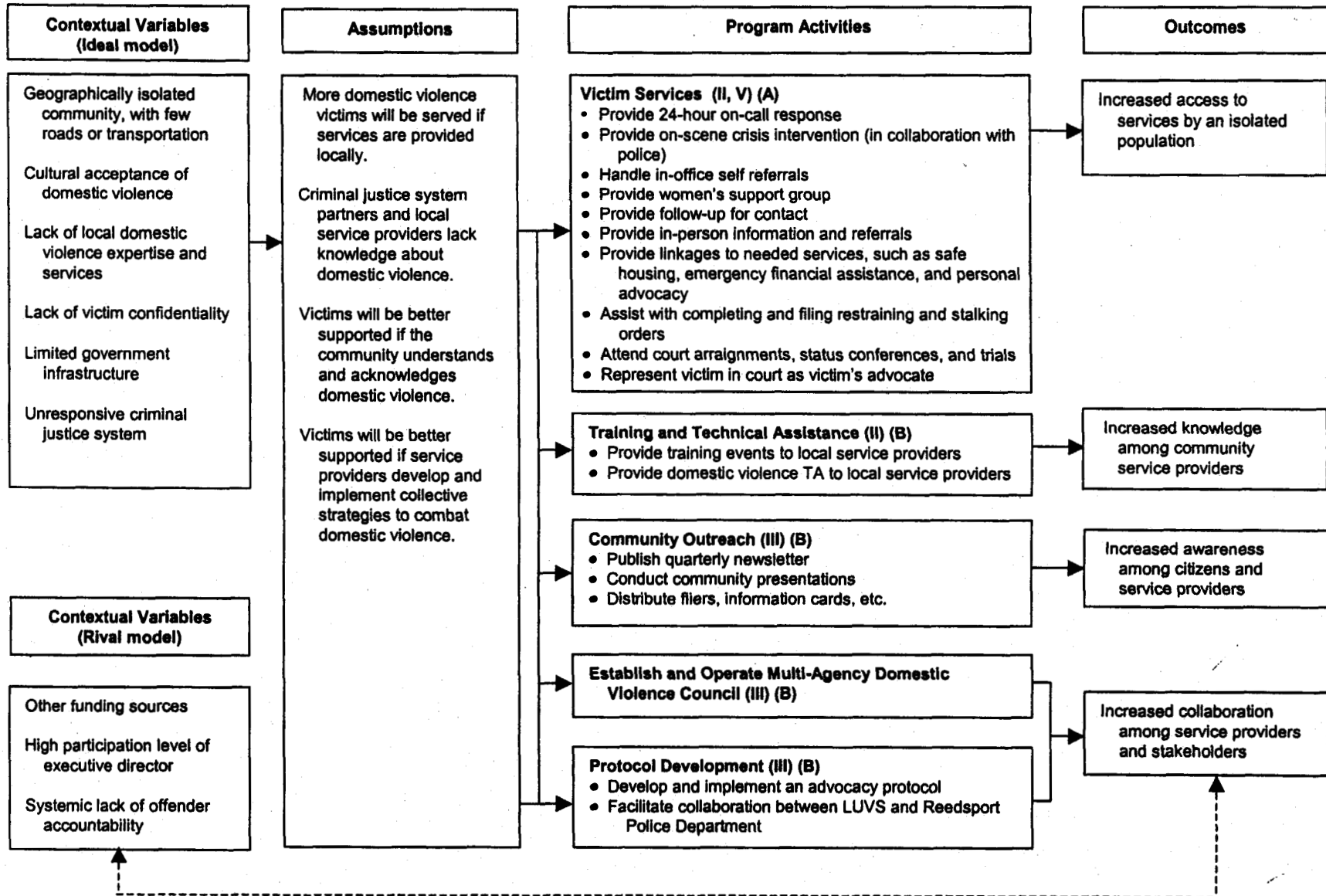
***Ideal Model.*** The town of Reedsport faced many obstacles when LUVS applied for its first Rural grant. The first and foremost obstacle was a total lack of domestic violence services anywhere within 25 miles of Reedsport. The town of Reedsport is geographically isolated with no transportation options, leaving victims few options for accessing services and fewer for making an escape. Compounding this logistical problem, victims received little sympathy for their plight in this town, where domestic violence was generally an accepted part of life. Due to the town's small size, victims

Exhibit 5-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL  
Lower Umpqua Victims' Services (LUVS) (FY1997 and FY1998)**

COSMOS, July 2002

5-6



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

faced the problem of not being able to talk about their abuse to friends, family, or service providers for fear of reprisal or denial. The town's small size also presented problems in terms of protecting victims. The town did not have the resources to support the kind of infrastructure that protects victims and holds batterers accountable. Further, Reedsport faced a serious problem with an unresponsive criminal justice system. Due to a lack of knowledge and awareness, the people charged with protecting victims were unaware of the dangers facing victims.

***Rival Model.*** Initially, LUVS was supported by the pro bono labor of its executive director and small VOCA grants. In 1997, LUVS received its first Rural grant, which funded the services previously supplied pro bono by the executive director. Since 1997, LUVS has continued to receive continuation grants under the Rural program.

Currently, the Rural grant is the primary funding source for LUVS. The Rural grant funds salaries for administration, management, and training as well as direct services. Although the Rural grant is the chief source of funding for LUVS, **other funding sources** (VOCA and Edward Byrne Memorial grants) also have supported LUVS' activities.

LUVS staff and council members report that in the program's infancy, LUVS was a one-person program; the executive director did everything including bookkeeping and all victim service delivery. Much of the foundational work in developing the program was performed solely by the executive director pro bono. The executive director's communication skills are credited with successfully engaging community leaders, such as the municipal court judge, to become involved with the council. The executive director's style is described as nonconfrontational, collaborative, and sincere. In 1998, the executive director was awarded the Community Service Crime Victims Services Award from Oregon Governor John Kitzhaber for her work in developing and expanding LUVS. She is the acknowledged leader of domestic violence efforts in Reedsport and without her the program would lose its core asset. It is difficult to determine whether this program would have the same success without the **high level of participation of the executive director** and under the direction of a less dynamic and talented leader.

In most communities, providing social services to victims and imposing batterer accountability require teamwork. In Reedsport, as elsewhere, the team consists of the police, the court, the prosecutor, and LUVS. Although everyone in Reedsport works hard, there are gaps in the process, which could impact progress toward LUVS's goals. The following outlines the case processing system and gives comment on breaks in the process, which contribute to a **systemic lack of batterer accountability**.



Reedsport is a small community with extreme budget limitations. Its tax base has eroded, because industries that used to support the community have shut down and left the area. Local resources cannot support specialized case processing for misdemeanor domestic violence cases in either the municipal court or the justice court. In addition, there are numerous gaps in case processing that put severe limits on offender accountability.<sup>1</sup> For example, local law enforcement does not appear to gather sufficient evidence to ensure victimless prosecution.

Oregon is a mandatory arrest state. However, to prove Assault IV, or felony enhancement, the state must show that the victim suffered physical injury at the hands of the assailant. Gathering the all-important evidence that proves injury falls squarely upon the police. Without good police investigation, these cases are hard to prove. The Reedsport Police Department has 11 sworn officers. Approximately eight officers are available for patrol. Typically, they must return to the street as soon as possible after a domestic violence call. Therefore, once the police write the initial report and leave the scene, there is little time for follow-up. There is no domestic violence investigator or special domestic violence police team to support the officer on patrol.

Since victim testimony is often lacking, physical evidence, such as photos of the victim's injuries and the scene, hospital or doctor's reports, 911 tapes, the weapon, or videotaped or audiotaped statements from the victim and witnesses, are critical to conviction. Notwithstanding the fact that the police have participated in Rural-sponsored training, appear committed, and have had, until his recent retirement, a supportive and knowledgeable chief who was a member of the council, the police do not gather sufficient evidence to prove cases without the victim. Therefore, if the victim recants, the case can easily fall apart. Of equal concern, if the victim agrees to cooperate and does testify, the case may still be lost without supporting evidence.<sup>2</sup>

The city does not fund a victim witness counselor for the prosecutor's office. It is not unusual for the victim to refuse to cooperate with the prosecutor. Often the only person the victim will talk to is the LUVS advocate, who cannot talk to the prosecutor unless the victim gives her consent. Recently, the prosecutor and LUVS have entered into a cooperative agreement, which should alter this situation. Under the terms of this agreement, at first contact with a victim, LUVS will offer the victim the option of signing a release of information that includes the prosecutor's office. With the victim's consent, LUVS will work collaboratively with the prosecutor's office on behalf of the victim. If the victim declines to sign the release, the LUVS advocate will ask the victim if LUVS may inform the prosecutor's office that the victim is a LUVS client. If, however, the victim refuses this consent, LUVS cannot work collaboratively with the prosecutor's office. In these cases, without good evidence, the prosecutor has a slim chance of winning the case.

Both the municipal court judge and the justice court judge sentence defendants at arraignment on the basis of the arrest report and criminal record search but with little other background information and without the benefit of the prosecutor. Procedures in the justice court and municipal court are similar, except that if a defendant pleads not guilty in the justice court, the defendant is set for trial, not status. Neither the local prosecutor nor the assistant district attorney attends arraignments. In both courts, judges sentence the defendant at arraignment if the defendant pleads guilty or no contest.

In some cases, the judge has the support of the LUVS advocate who attends the arraignment.<sup>3</sup> The municipal court permits the LUVS advocate to address the court on behalf of the victim if the victim gives her consent.<sup>4</sup> In this situation, the advocate tells the court the victim's concerns and wishes. This is considered safer for the victim, because often the defendant will direct his anger at the LUVS advocate not the victim. If the prosecutor is present, consent of the victim is not necessary. The prosecutor requests a hold, if appropriate, on behalf of the state. Without a prosecutor, it is the victim who makes the decision of whether to speak to the court, to let the advocate speak, or to stay silent. This practice is another step away from victimless prosecution where the state, not the victim, assumes this role, and the defendant understands that it is the state and not the victim who is pressing charges.

The court enters a restraining order at arraignment. If the court sentences the defendant, and the defendant has an alcohol or drug problem, the court orders the defendant into a substance abuse treatment program. Until recently, defendants were ordered to avail themselves of "anger management," with Douglas County Mental Health Services in Reedsport. This consisted of seeing a county mental health provider for one-on-one sessions for several sessions. The defendant is on court probation for one year.

Cases in which defendants plead not guilty are set for status in 45 days. In these cases, the prosecutor tries to settle the case. Court records indicate that approximately 50 percent plead to the court. The prosecutor may offer the defendant diversion, in which the defendant pleads guilty but is not sentenced. Upon successful completion, the case is dismissed. Defendants who do not complete the program are sentenced. A defendant may be offered diversion if he is a first-time offender or if the case is weak. Weak cases could consist of a case with a willing or unwilling victim and no supporting evidence. Again, the prosecutor has the same treatment options as the court, and it is not clear how compliance is monitored.

During the grant period, there was no specialized batterer's treatment program in Reedsport. The nearest batterer's treatment program was miles away in Roseburg. There are apparently anger management programs available in neighboring communities, however, these programs have little to do with the traditional power and control model

programs nor give any indication that they impact batterer behavior.<sup>5</sup> In both courts, defendants have 30 days to find and enroll in a treatment program.

Monitoring protocols, which ensure compliance with the terms of court probation, such as attendance at a treatment program, are not automated in municipal court, and defendant compliance is hard to monitor. The treatment programs are supposed to report noncompliance. It is unclear whether this occurs in every case. The defendant is placed on court probation for one year. If noncompliance has not been reported, the clerk checks with the treatment program prior to year-end to check compliance. Non-compliant defendants must go back to court, where the court could give them a second chance or sentence the defendant.

There do not appear to be strict monitoring procedures in place; therefore, it is possible for defendants to be in noncompliance without the court's knowledge. The municipal court clerk must check compliance by hand and it is easy for noncompliant defendants to elude detection within the year of probation. The justice court is automated; domestic violence cases are flagged, and printouts occur monthly. Therefore, it is easier for the clerk to check compliance. However, in both cases, it is unclear whether the treatment programs immediately report noncompliance to the clerk.

Despite repeated attempts by LUVS and the Domestic Violence Council, during the grant period, there was little collaboration with the local prosecutor. Interviewees reported that the local prosecutor has not been involved in any of LUVS's activities including, and most importantly, the Domestic Violence Council. It was felt that many of the issues surrounding lack of batterer accountability might be addressed if the local prosecutor could be persuaded to participate on the council. Since the site visit, LUVS and the local prosecutor have developed draft protocols that should lead to positive collaboration.

### **Assumptions**

To overcome the obstacles faced by victims in Reedsport, it was assumed that providing services locally in Reedsport would counter the logistical problem faced by victims. Some victims probably did access services in Coos Bay (25 miles away) or in Roseburg (75 miles away), but due to transportation barriers, many victims were suffering alone and without support. Providing services in Reedsport would result in serving many more victims and maybe protecting and saving many lives.

It also was assumed that the lack of support for domestic violence victims in the criminal justice system was due to lack of domestic violence-specific training. It was hoped that training and outreach would have a positive effect on police, prosecutors, and

the courts, increasing their sensitivity to victims and emboldening their stance against batterers.

Victims would be better supported in many other areas of the community if the community, as a whole, was better educated about and aware of domestic violence. Many facets of the community (i.e., health care, clergy, town leaders) could be in a position to provide much needed support to victims. Additionally, it was hoped that if their community was aware of domestic violence, it would not tolerate domestic violence as a normal part of domestic life.

Finally, it was assumed that victims would be better supported if service providers worked together to break down barriers and implement strategies that drew on their respective strengths.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the grant and to generate specific outcomes. Following is a discussion of program activities undertaken by LUVS and their related outcomes. The discussion is organized by the program areas addressed by the grantee with Rural funding: victim services, training and technical assistance, community outreach, domestic violence council, and protocol development.

**Victims Services.** LUVS has implemented a number of activities to increase access to services by an isolated population, including crisis intervention services, court advocacy, and support services. Prior to the creation of LUVS, there were no domestic violence services available in Reedsport. Victims seeking services had to travel a minimum of 50 miles roundtrip to the nearest services and 150 miles roundtrip to Roseburg, the county seat and location of the most complete services available in the county. LUVS's provision of services resulted in the immediate outcome of expanded services available to victims. Exhibit 5-3 shows that in 1996, LUVS first year (non-Rural grant funded), 118 domestic violence victims were served. In 2000, LUVS served 902 domestic violence victims. Exhibit 5-3 also demonstrates that the services provided by LUVS have increased (and sometimes doubled) each year from 1996 (174 total services) to 2000 (1,211 total services). Providing information and referrals has been the service provided most to victims. LUVS continues to expand their ability to provide services to the local community. LUVS staff report that the services they provide are crucial in this community and that they make a difference in the lives of victims.

**Exhibit 5-3**

**LUVS PROGRAM SERVICES DATA, 1996-2000**

	1996	1997	1998	1999	2000
<b>Type of Victimization</b>					
Secondary child victim	0	0	0	227	339
Victims of domestic violence	86	119	194	367	477
Child victim of domestic physical abuse	8	6	2	13	3
Child victim of domestic sexual abuse	2	2	4	6	14
Adult victim of domestic sexual assault	0	0	0	0	18
Adult survivor of domestic incest	12	4	0	0	10
Other victim of DV crime	10	37	35	15	41
<b>Total DV Client Contacts</b>	<b>118</b>	<b>168</b>	<b>235</b>	<b>628</b>	<b>902</b>
<b>Type of Services Provided</b>					
Crisis Intervention	64	69	104	158	240
Police Call-Out	0	0	0	0	32
Hospital Call-Out	0	0	0	0	2
Support Group	14	9	2	32	96
Info & Referral	58	118	148	237	343
Criminal Justice Support	6	23	67	110	122
Safe Housing	4	3	2	13	12
Emergency Financial Assistance	3	3	6	4	15
Personal Advocacy	17	42	80	181	177
Assistance with Compensation Forms	0	3	2	0	9
Restraining Orders	8	0	40	34	41
Transportation	0	0	0	5	28
Other	0	30	0	0	94
<b>Total Services Provided</b>	<b>174</b>	<b>300</b>	<b>451</b>	<b>774</b>	<b>1,211</b>

Source: Lower Umpqua Victims' Services.

Crisis intervention services include 24-hour on-call response and on-scene crisis intervention. The on-call response component includes providing crisis intervention services to clients who self-refer through the hotline or walk in off the street. The on-scene crisis intervention component involves a partnership between LUVS, the

Reedsport Police Department, and the Douglas County Sheriff's Office, in which an advocate assists law enforcement in dealing with victims on the scene of a domestic violence incident (also referred to as a "call-out"). The advocate is always involved in call-outs for incidents of felony or misdemeanor assaults. The advocate also may assist in a harassment incident or for violation of restraining order, depending upon the circumstances. The advocate is rarely called for verbal disputes or civil standbys (e.g., police presence to ensure order when a perpetrator is moving out of the house).

Whether the situation is an on-call or on-scene intervention, the advocate provides a variety of services for the victim. These may include safety planning, assistance in acquiring a restraining order, one-on-one crisis support, informal counseling, referrals to other community resources, and vouchers for food, clothing, or transportation. The advocate also advises the victim of her rights and the additional services that can be provided by LUVS.

A LUVS personal violence specialist (advocate) related an incident that outlined how having a trained advocate made a difference in one victim's life. In this case, the batterer broke the victim's ribs, but the victim refused medical treatment. Therefore, there was no medical report that evidenced broken ribs. In addition, the victim refused to talk to the prosecutor, because the batterer said he would kill her and the victim's mother if she talked to anyone. The charge was reduced to harassment. With the help of the advocate, the victim obtained a restraining order. However, the batterer threatened to kill the victim if she did not drop the restraining order. Eventually, the victim dropped the restraining order. The victim was again assaulted and was terrified that the batterer would kill her. The LUVS advocate, a former California probation officer, did some research and discovered that the batterer was on probation in California. However, the batterer's probation officer in Coos Bay, Oregon (who was handling the perpetrator's probation locally) would not return the advocate's phone calls and was not reporting the domestic violence to the California probation officer. With the client's consent, the advocate called the California probation officer herself to report the batterer's domestic violence abuse. The batterer was extradited to California, where he was adjudicated and sentenced.

Court advocacy plays an important role in ensuring that victims have access to necessary services. In misdemeanor cases, the advocate will accompany the victim to the arraignment, the status conference, and the trial. If the victim chooses, the advocate will attend the arraignment and speak to the judge on her behalf. If the victim does not want to attend the arraignment and does not want the advocate to speak for her, the advocate may attend the arraignment to gather information for possible later involvement.

In felony cases, the advocate will accompany the victim to court only by victim request due to the prohibitive distance of the felony court (approximately 75 miles away in Roseburg). Regardless of whether the advocate accompanies the victim, the advocate will contact the district attorney's victim witness counselor in Roseburg, and she will monitor the disposition of the case with the clerk's office. In civil cases, the advocate assists victims with completing and filing petitions for restraining and stalking orders.

Support services include provision of a variety of services aimed at supporting and advocating for the client. These include the women's support group, client follow-up, making referrals to other community organizations and agencies, emergency financial assistance, and provision of safe housing.

***Training and Technical Assistance.*** LUVS provides domestic violence training and technical assistance to local service providers to **increase their knowledge** and better prepare them to serve victims of domestic violence. LUVS has provided a great deal of training to service providers in Reedsport. The Rural grant has funded nearly 50 training opportunities for LUVS staff and other service providers from 1997 to 2000.

National trainings (conducted by Praxis International) have included:

- Three trainings for the municipal court judge (enhancing judicial skills in domestic violence, the interface between child abuse and domestic violence, and judicial prosecution and law enforcement responses to domestic violence in criminal and civil cases);
- Two trainings for the officers of the Reedsport Police Department (police interventions in domestic violence and rural law enforcement response to domestic violence);
- One training for the local child welfare worker (interface between child abuse and domestic violence); and
- Numerous trainings for LUVS staff.

Trainings conducted by LUVS for community service providers have included:

- Coordinated community response training was offered to local providers who serve domestic violence victims including domestic violence advocates; members of the criminal justice system; educators; and medical, mental health, and social

service professionals. The two-day conference covered domestic intervention at every level of the community and was presented by experts from Oregon and nationwide. Of the 60 registered participants for this training, 23 participants were local providers from Reedsport or from Douglas County agencies that serve the Reedsport area;

- Training for Reedsport clergy on religious recourses and roadblocks to assisting domestic violence victims; and
- Eighteen-hour training for the Reedsport Police Department on the law enforcement response to domestic violence.

These Rural-funded trainings have had a major impact on service providers in Reedsport. For example, during LUVS's early days, it had virtually no contact with the municipal court in Reedsport. As LUVS got started and more victims needed court advocacy, LUVS became more involved with the court and noted a need to provide training to the municipal judge. LUVS staff report a marked change in the judge's grasp of domestic violence issues following his first Rural-sponsored training. LUVS staff also reported that soon after the training, domestic violence cases in which the court typically ruled *against* the victim, were often ruled *for* the victim. The communication between LUVS and the court began to increase soon after the judge's first training and has increased continually since that time.

Representatives of the Reedsport Police Department report that the training they have received with the support of LUVS has been invaluable, and much of what they have learned would not have been available to them otherwise. The Oregon Department of Public Safety Standards and Training provides 12 hours of domestic violence training, eight hours of sexual assault training, and eight hours of child abuse investigative training to law enforcement officers.<sup>6</sup> Although in-service training is available locally, it is infrequent and does not necessarily emphasize domestic violence. A notable impact, according to police department representatives, is that one officer received intensive domestic violence training by Praxis International, and since then has served as the in-house trainer on domestic violence for incoming officers.

The domestic violence training received by line officers has heightened their awareness of the options available to them in dealing with domestic violence incidents. Representatives report that rather than reacting to domestic violence incidents, officers are more proactive in their approach and make a concerted effort to attend to the needs of the victim. One officer indicated that in one incident, he gave a domestic violence victim that he had assisted his home phone number, his pager number, and his wife's cell phone



number. The officer indicated that he would have never considered such action prior to the training provided by LUVS.

Respondents from the police department report that external offers for training and collaboration have a positive effect on officers; they feel supported by the community, and in turn, they will often be more responsive to the community. The respondents interviewed indicated that law enforcement officers have a difficult job and often work very hard to build mental walls between them and the public. The community's outreach to officers has the effect of overcoming these mental defense mechanisms and decreasing the officer's perception of an "us versus them" mentality.

Although it cannot be demonstrated quantitatively, interviewees noted that dual arrests seem to be reduced, and they attribute this to the LUVS training received by law enforcement. It also was noted that law enforcement officers now investigate alleged domestic violence incidents, whereas in the past, the police might not have spent much time trying to determine the facts in these cases.

LUVS staff noted that an *unintended outcome* of providing training to community service providers is increased collaboration between LUVS and the party receiving LUVS-sponsored training. LUVS staff assume that the act of offering training recognizes the role of these community members and indicates LUVS's support of that role. Sponsoring training acts as an ice breaker, especially when the targeted agency gets to spend time with the LUVS staff at the training. In the case of the municipal judge, he attended training with LUVS personnel, which facilitated the beginning of a relationship between the judge and LUVS. This relationship is now solid and LUVS staff report that, while remaining objective, the judge is a strong supporter of LUVS programs. Soon after the second training received by the judge, he joined the LUVS Domestic Violence Council.

LUVS also provides technical assistance to the community on matters of domestic violence. Local service providers and other organizations regularly call LUVS to get domestic violence-related materials and to collaborate on the provision of services to victims of domestic violence.

**Community Outreach.** LUVS has implemented multiple community outreach activities to increase awareness among citizens and service providers, including the dissemination of informational materials (i.e., fliers, brochures, stickers, tear-off sheets), speaking at community events and civic clubs, publishing a quarterly newsletter, and sponsoring community events. LUVS's fundraising jars are located throughout the community. These activities all function to inform the community about the prevalence of domestic violence and the presence of LUVS.

LUVS has sponsored numerous events and campaigns to raise awareness about domestic violence in Reedsport. LUVS also has conducted extensive outreach to the community using a variety of different methods, including distributing materials and conducting community presentations. From 1997 to 2000, LUVS sponsored 23 community outreach events, including:

- Information booth or table at fairs and festivals;
- Local sporting or civic events;
- Annual victims' commemoration events; and
- Focused domestic violence awareness events.

Representatives of the Reedsport Police Department reported that their participation in domestic violence-related events has increased since LUVS has been operating in Reedsport. They have been involved in LUVS's candlelight vigils, assisted in training for other local service providers, and have been heavily involved in LUVS's activities during National Domestic Violence Awareness Month.

LUVS staff were unable to quantify the volume of materials distributed but indicate that it is a large amount. The large number of distributed materials speaks to LUVS's effort to blanket the community with information about domestic violence, and LUVS activities and events. The different types of materials are listed below. Within each type of material are multiple versions that were produced at different times.

Materials distributed to the community include:

- Fact sheets (e.g., domestic violence intervention, listening skills, domestic violence myths, the cycle of violence, warning signs of domestic violence, how to talk to children about domestic violence, effects of domestic violence on children, the cycle of battering, the continuum of abuse, how to help victims of domestic violence, etc.);
- One-page handouts containing a brief description of LUVS's services and providing contact information;
- One-page handouts announcing LUVS-sponsored events and activities (e.g., women's support group, parenting classes,

crisis hotline availability, National Domestic Violence Awareness Month, candlelight vigils, etc.);

- Tear-off sheets (e.g., volunteer recruitment, LUVS phone number, women's support group information);
- Stickers with LUVS contact information;
- Bookmarks with LUVS contact information;
- LUVS trifold brochures;
- Eight hundred purple ribbons per year on information cards distributed throughout the community to commemorate National Domestic Violence Awareness Month; and
- A quarterly newsletter, *LUVS Community Connection*, is distributed to citizens and local service providers. The newsletter serves to provide domestic violence education, a venue for LUVS announcements, service and contact information about LUVS, and to solicit community donations.

Several different materials are available to clients in the LUVS office including information about crime victims compensation, local service providers, crime prevention, domestic violence information, therapy services, and many other topics. Materials made available to service providers in the community include "Working With Battered Women and Their Children: Guidelines for Service Providers in Rural and Remote Communities" developed by the Tri-State Rural Collaboration Project, and *LUVS Community Connection* (described above).

LUVS has conducted a number of community presentations on the issue of domestic violence. From 1998-2000, LUVS conducted 32 presentations to organizations, such as local civic organizations (e.g., Rotary and Lions Clubs), schools, churches, local service providers (e.g., Reedsport Police Department), and local interest groups (e.g., Coastal Quilters, Lakeside Women's Club). LUVS has made several presentations to the community as a guest on the local radio program, *Public Market*, and LUVS has sponsored two candlelight vigils in which LUVS staff made presentations.

LUVS has made a concerted effort to work with local media outlets to encourage coverage of domestic violence issues and to provide free advertising for LUVS services. LUVS has tracked the mention of the agency and other domestic violence-related issues

in local newspapers and Ad Shoppers, by keeping copies of the articles and announcements. The local newspapers include *Douglas County News-Review* (Roseburg), *The World* (Coos Bay), *The Umpqua Post* (Reedsport), and *The Courier* (Reedsport). The Ad Shoppers include *Coffee Break Daily News*, *Koos News*, *Coastal Crier*, and *Dunes*.

A total of 70 clippings, covering the period 1998 to 2000, were reviewed by the evaluation team. The majority of the clippings were announcements (n=28), and coverage (n=10) of LUVS-sponsored activities and events. Other categories of newspaper mentions include: coverage of domestic violence incidents in the Reedsport community (n=10); educational articles covering domestic violence and providing service and contact information for LUVS (n=8); announcements of LUVS grants and awards (n=6); paid or donated advertisements for LUVS (n=2); editorials about domestic violence (n=6); and LUVS's letters to the editor (n=3). LUVS staff report that the primary local newspaper, *The Umpqua Post*, has always been responsive and willing to cover LUVS activities or provide space for LUVS announcements.

The LUVS personnel director has appeared several times on a local radio show, *Public Market*, which plays on station KMJX-FM, 99.5. This one-hour show airs from 9-10 a.m., Monday through Friday, and provides a forum for the community to buy, sell, and trade goods and services. The overall station format is rock music, and the station is fairly well-known in the community. LUVS initially approached the show about airing public service announcements. The show asked if LUVS would like to appear on *Public Market*. LUVS first appeared on the show in January 2001 and has appeared three times since then. The program has asked LUVS if it would like to make regular appearances on the show, which is being negotiated. LUVS's appearance on the program has included discussion about the many facets of domestic violence, the services provided by LUVS, volunteer recruiting, announcing LUVS-sponsored events, and answering audience questions.

Staff report that at least one public service announcement (PSA) is broadcast each day by a media source, whether radio, newspaper, or on the public service television channel. LUVS indicates that it is a rare week when the local newspaper, *The Umpqua Post*, does not run a PSA for LUVS. As noted above, *The Umpqua Post* has been very responsive and willing to run announcements for LUVS-sponsored events and activities, a description of services provided by LUVS, contact information for LUVS, volunteer recruitment, fundraising, and community education about domestic violence.

LUVS has conducted fundraising, which has the added effect of advertising LUVS and its services. One particular fundraising campaign was the dissemination of 23 donation jars throughout the community (the evaluation team witnessed these

conspicuously colorful jars in several businesses in Reedsport). LUVS's other avenues of fundraising include requests in its quarterly newsletter, a bottle and can collection project, and inclusion on a list at the courthouse of agencies that receive donations. LUVS fundraising efforts have been successful. In 1997, its first year of fundraising, LUVS raised \$50; in 2000, it raised \$4,779. All fundraising efforts are paid for from sources other than Rural grant funds.

LUVS has recruited community volunteers to assist with a number of LUVS tasks. The number of volunteer hours has increased substantially each year from 1997 (n=10) to 2000 (n=668).

LUVS staff report that referrals from local service providers have significantly increased over the life of the program. Two demonstrated referral sources, whose request for participation and roles have been negotiated by LUVS, are the Reedsport Police Department and the Douglas County Sheriff's Office, both of which now seek the assistance of LUVS during call-outs involving felony or misdemeanor domestic violence assaults. These agencies also provide referrals to LUVS in instances where the call-out does not involve the advocate (e.g., verbal disputes, reports of harassment). Protocols have been established between LUVS and these law enforcement agencies to codify the procedures for LUVS-law enforcement call-outs and law enforcement referrals to LUVS. Law enforcement officers indicated that prior to this program, their referrals to victims for domestic violence services were sporadic. Now, they will provide referrals at the scene even if there is not an arrest. Officers interviewed indicated that awareness within the law enforcement community has been raised about what may be happening in nonarrest situations. Although the majority of LUVS's referrals come from law enforcement agencies; the majority of the increase in referrals comes from community agencies and organizations.

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

The number of domestic violence-related arrests remained fairly steady from 1997 to 2000. However, the number of police reports of domestic violence-related disturbances decreased slightly each year from 1997 to 2000 for these categories: menacing, harassment, disorderly conduct, and Assault IV (for the categories restraining order violation, verbal disturbance, and civil standby, the number of police reports remained more or less the same).<sup>7</sup> Assault IV-felony enhancement was passed by the

Oregon legislature in 1997, which resulted in a substantial increase in Assault IV-felonies.<sup>8</sup> The decrease in the number of domestic violence police reports could not be attributed to any specific activity or reason; however, LUVS staff are hopeful that the heightened community awareness about domestic violence and a reduced tolerance in the community are having a positive affect. During LUVS's tenure, there were one highly publicized domestic violence fatality and one highly publicized near-fatality in Reedsport, which have mobilized community commitment to fight domestic violence.

***Establish and Operate Multi-Agency Domestic Violence Council.*** In July 1999, LUVS formed the Domestic Violence Council, which includes representation from many community agencies and organizations. The council's mission is "to develop an environment of domestic safety for local residents through advocacy, education, and a community-based integrated response." The council meets monthly and has handled a range of issues including expediting restraining orders, transportation barriers for victims, and effective procedures for working with the state child welfare agency. The formation of the council has increased collaboration among service providers and stakeholders.

The Domestic Violence Council in Reedsport identified community partners, increased collaboration on domestic violence issues, and educated council members. The first meeting of the Lower Umpqua Domestic Violence Council was convened on June 7, 1999. Six community agencies were represented at that first meeting, including LUVS. The Lower Umpqua Domestic Violence Council Member List dated December 15, 2000, included representatives from 19 different community agencies, with some agencies having multiple representatives. For the council meeting conducted on March 1, 2001, four new agencies began participation in the council. The Domestic Violence Council's membership includes many different public, private, and nonprofit agencies. The newest agencies involved include Douglas County Mental Health, Douglas County Senior and Disabled Services, and the attorney and justice of the peace at the circuit court. It is reported that the relationship between LUVS and the council member agencies is very cordial and collaborative. It also was noted that the medical community is more involved in domestic violence identification and reporting than ever before because of the council. The most recent council member list (as of December 2000) is presented in Exhibit 5-4.

Based on a review of a summary of council minutes provided by LUVS staff, council meetings have been held monthly since its inception, with only a few minor exceptions. The council meetings generally consist of an update of LUVS activities, an overview of any other domestic violence issues occurring in the community and, most notably, an educational presentation to the council by one of the council member agencies. These educational presentations served to inform council members of how each of their partner agencies operates when working with domestic violence victims.

**Exhibit 5-4**

**LOWER UMPQUA DOMESTIC VIOLENCE COUNCIL  
MEMBER LIST, 12/15/00**

<b>Member Name</b>	<b>Organization</b>
<b>Dave Anderson</b>	Reedsport Prosecuting Attorney
<b>Carlyne Ritter</b>	Family Resource Center
<b>Carol Embry</b>	Douglas County Mental Health
<b>Steve LaRouche</b>	Douglas County Senior and Disabled Services
<b>Ike Launstein</b>	Reedsport School District
<b>Karen Tibbles</b>	Reedsport High School
<b>Janet Patin, MD</b>	Dunes Family Health Care
<b>Jay Cable</b>	Reedsport Municipal Court
<b>John Smart</b>	Reedsport Chief of Police
<b>Terry Green</b>	Reedsport Police Department
<b>Nadonna Stanley</b>	Reedsport Police Department
<b>Karyn Evans</b>	Services to Children and Families
<b>Kathryn Buckwald</b>	ADAPT (Drug and Alcohol agency)
<b>Dave Schneider</b>	LUMA (ministerial agency)
<b>Ron Mason</b>	Douglas County Sheriff's Department
<b>John Stall</b>	Douglas County Sheriff's Department
<b>Sequoia Star</b>	LUVS Executive Director
<b>Elba England</b>	LUVS
<b>Tina Dean</b>	LUVS
<b>Steve Miller</b>	Justice Court
<b>Pat Fellows</b>	Douglas County Probation

Source: Lower Umpqua Victims' Services.

LUVS staff report that beyond the mission of the council, the council also has served as a mechanism to educate its own members and that the knowledge about domestic violence among members has increased substantially. LUVS staff report that one council member moved away from Reedsport but continues to call members of the council seeking technical assistance on how to handle domestic violence-related issues in his new location.

Representatives of the Reedsport Police Department report that their involvement on the council has resulted in a "tighter" relationship with the Douglas County Sheriff's Department. It was reported that these two agencies previously worked separately (and against each other) on domestic violence cases. Today, the Sheriff's Department is involved in the LUVS call-out program with the help of the Reedsport Police Department.

Law enforcement representatives indicated that the council affords a broader view of the issue of domestic violence. They indicate that it is easy to get "tunnel vision," in which an officer arrests the perpetrator, gives the victim a business card, and takes the perpetrator to jail. They indicated that law enforcement officers often have a hard time understanding why the victim simply does not leave. Their involvement in the council allows them to see the issue from the victim's point of view and, therefore, encourages a more sensitive response and reduces their cynicism. They also indicated that their work with and exposure to other council members has taught them how to improve their investigation in domestic violence incidents; they now know the appropriate questions to ask and what evidence to gather that increase the likelihood of the abuser's prosecution.

The council offers a venue for asking questions about the procedures of various agencies in a nonthreatening manner. These questions enabled agencies to look objectively at their own response to victims and to see how they could improve their response. Council members who were interviewed indicated that the council provides ongoing education (provided during the meetings), increases members' awareness of the problem of domestic violence in the community, and increases members' awareness of each others' role in dealing with perpetrators and victims. One practice change that resulted from the discussion of agency procedures at council meetings was a reduction in the amount of time it took for restraining orders to be served in Reedsport. The issue was brought up in a council meeting and it was discovered that the sheriff's department and the court believed that orders were being served within 24 hours. In reality, the process took five days. The sharing of this information in a council meeting resulted in the immediate reduction in the lag time to 24 hours.

Many council members seemed to grapple with many of the same issues, such as confidentiality and mandatory reporting. Council meetings provided an opportunity for



the agencies to work together to sort out appropriate and inappropriate information sharing and requirements for mandatory reporting. Council members also share tactics for working with victims. One tactic that was shared among members for identifying domestic violence victims was mentioning the name of a LUVS advocate to a suspected domestic violence victim. If the suspected victim recognizes the name, it might indicate that they have sought out LUVS services and are indeed a victim.

Many memoranda of understanding (MOUs) have been developed between LUVS and local service providers, demonstrating these agencies' commitment to work with LUVS and the ongoing commitment to work against domestic violence in Reedsport. MOUs were developed with the Douglas County Health and Social Services, the Reedsport Police Department, ADAPT (the local substance abuse treatment agency), the State Office for Services to Children and Families (child welfare agency), Dunes Family Health Care, and the Reedsport Municipal Court. Interviewees noted that the MOUs were important when first developing relationships with service providers; however, almost all became members of the Domestic Violence Council, which solidified the relationship between the agencies and LUVS.

**Protocol Development.** Several protocols have been developed to assist LUVS and other service providers in providing appropriate and consistent services to victims and to increase collaboration among service providers and stakeholders. These protocols include a protocol developed to codify LUVS procedures for responding appropriately to victim requests for assistance, one developed with local law enforcement to outline the law enforcement-advocate call-out program, and a protocol to facilitate LUVS's relationship with the Oregon State Office for Services to Children and Families (child welfare agency).

Written protocols were developed by the Reedsport Police Department and the Douglas County Sheriff's Office that outline the procedures to be followed for officers and deputies who respond to domestic violence incidents. These protocols outline when and how to call the LUVS advocate, the information to share with the advocate, and ways the advocate can assist the officer or deputy in handling the victim. The protocols also outline how the advocate will help the victim.

Law enforcement-advocate call-out programs are rare in Oregon. Law enforcement representatives indicated that the presence of the advocate is very helpful. On the scene, officers are often overwhelmed dealing with the perpetrator and the required procedures for gathering evidence, and paying attention to the victim often gets lost in the process. Officers reported that it takes less time for the advocate to get information from the victim; they surmise that it is because the victim probably feels more comfortable with

the advocate and, therefore, is more willing to talk. The advocate's presence is viewed by law enforcement officers as a "time-saver."

A written protocol was developed that outlines the responsibilities of the Reedsport branch of the State Office for Services to Children and Families (SCF) and the LUVS advocate with regards to SCF cases. The major points of the protocol include referral of all new SCF clients to LUVS for domestic violence assessment and screening; the inclusion of LUVS on the SCF client service agreement; and LUVS's involvement in Family Decision Meetings. LUVS and the Reedsport SCF now implement the entire protocol on a regular basis and LUVS's staff attend Family Decision Meetings.

A draft written protocol was developed by LUVS to codify the collaboration between LUVS and the local prosecutor. This protocol was implemented in May 2001, after the evaluation team's visit. The protocol offered to include the prosecutor's office in the victim's release of information, to inform the prosecutor's office that the victim is a client of LUVS (by victim approval), and to open a dialog between LUVS and the prosecutor's office to discuss pending cases. It was hoped that this protocol would enhance the relationship with the prosecutor's office, which is perceived as an agency that settles (not prosecutes) most domestic violence cases.

## **CONCLUSIONS**

LUVS has been very successful in implementing its program activities and realizing immediate and intermediate outcomes. The evaluation team's findings include:

- The number of victims served by LUVS increased each year that LUVS was funded by the Rural grant;
- Domestic violence services provided by LUVS have increased (and in some cases doubled) each year from 1996 (174 total services) to 2000 (1,211 total services);
- The Rural grant funded nearly 50 training opportunities for LUVS staff and other service providers from 1997 to 2000;
- The Rural grant sponsored 23 community outreach events from 1997-2000; and
- The number of LUVS volunteer hours has increased substantially each year from 1997 (n=10) to 2000 (n=668).

Interviewees noted several practice changes in the community that are a direct result of the work of LUVS. These include:

- One officer of the Reedsport Police Department received intensive domestic violence training by Praxis International, and since then has served as the in-house trainer on domestic violence for all police department staff;
- The on-scene crisis intervention component (call-out program) involves a new partnership between LUVS, the Reedsport Police Department, and the Douglas County Sheriff's Department. Using the advocate on the scene of a domestic violence incident is a progressive step for these law enforcement agencies;
- The lag time for service of restraining orders was significantly reduced from five days to less than 24 hours, due to collaboration within the Domestic Violence Council;
- The Reedsport Police Department and Douglas County Sheriff's Department have an improved relationship due to their involvement on the council. Traditionally, these agencies worked independently on domestic violence cases; now the agencies are in close contact and work together; and
- The Domestic Violence Council represents a new method for the Reedsport community to address domestic violence and a new entity in the community to support victims.

Other significant observations noted by interviewees include:

- Representatives of the Reedsport Police Department report that the training they have received with the support of LUVS has been invaluable, and much of what they have learned would not have been available to them otherwise;
- Representatives of the Reedsport Police Department also report that rather than *reacting* to domestic violence incidents, officers are more *proactive* in their approach and make a concerted effort to attend to the needs of the victim;

- Interviewees noted that dual arrests seem to be reduced, and they attribute this to the LUVS-sponsored training received by law enforcement;
- LUVS staff report that referrals from local service providers have significantly increased over the life of the program; and
- LUVS staff report a marked change in the municipal court judge's grasp of domestic violence issues following his first Rural-sponsored training. LUVS staff also reported that soon after the training, domestic violence cases in which the court typically ruled *against* the victim, were often ruled *for* the victim.

LUVS had planned to identify victims in Reedsport at a medical point of service. It was envisioned that the Douglas County health nurse would implement a questionnaire within her caseload in order to identify victims and refer them to LUVS. The questionnaire did not receive the required approval by the Douglas County Health and Human Services, due to issues of confidentiality. No alternative plan for identifying victims at health care facilities was developed.

Another planned activity that has not been fully realized is the planned data collection among Domestic Violence Council members. It was envisioned that each member organization would track domestic violence statistics within its own organizations and forward these data to LUVS. This data collection plan represented a tremendous opportunity for LUVS to track domestic violence data throughout the community. LUVS has made great efforts to collect the data. It requests agency data at every Domestic Violence Council meeting and reiterates how important it is for agencies to provide the information to LUVS. LUVS also distributes new data collection forms at every council meeting. The opportunity to capitalize on the resources of council members still exists if members will commit to this data collection activity.

Interviewees report that, overall, the Rural grant has had a very positive effect on the community of Reedsport. Interviewees were anxious to share their stories with the evaluation team and had extremely favorable comments about LUVS's staff and their commitment to assisting victims in this community. LUVS staff report that reducing tolerance for domestic violence in this community and ensuring that victims will be safe is a long-term process. But they note that very subtle differences are occurring that maybe only service providers can see at this time.

At the time of the evaluation team's visit, fatality reviews had recently been implemented in Reedsport, which resulted in the addition of several new members of the Domestic Violence Council and new agencies for LUVS to add to its list of collaborators. LUVS is placing a new emphasis on sustainability and researching ways to keep LUVS as a permanent part of the Reedsport community. While LUVS has strong community partnerships and support, the community is not economically positioned to financially support LUVS's efforts.

LUVS has successfully sought continuation funding through the Rural Domestic Violence and Child Victimization Enforcement Grant Program. The objectives noted in its FY2000 application were to continue and expand the activities that are described in this report. LUVS seeks to surmount some of the obstacles it has faced, such as the lack of approval for the county health nurse's victim-identification questionnaire.

## ENDNOTES

1. LUVS has applied for a grant to conduct system audits of its criminal justice partners with governmental assurance that, should the grant be funded, and should system audits reveal case processing flaws, the city will endeavor to cure these problems.
2. LUVS has applied for a grant that will fund a domestic violence investigator for the police department.
3. If the crime involves a felony or a misdemeanor committed outside city limits, the arraignment is in Roseburg. As a practical matter, the advocate does not attend these arraignments unless the victim attends and wishes the accompaniment.
4. If the victim does not give her consent, the advocate still attends the hearing to take notes for possible future use.
5. During the February 2001 site visit, the evaluation team learned that LUVS was planning to implement a batterers' treatment program.
6. Oregon Department of State Police, Criminal Justice Services Division, "Oregon FY2000 Strategy to Control Drugs and Violent Crime," January 2000.
7. Oregon state law directs all Oregon law enforcement agencies to report statistics regarding incidents arising out of domestic disturbances to the Department of State Police. Reporting of these data was implemented on a quarterly basis beginning with the last quarter of 1994 (State of Oregon, Department of State Police, May 1999).
8. Felony enhancement is applicable if the perpetrator has previously been convicted of assaulting the same victim; has previously been convicted three times, and the assaults involved domestic violence; or the assault is committed in the presence of a child.

## **CHAPTER 6**

### **Missoula County Office of Planning and Grants**

---

# 6 Missoula County Office of Planning and Grants

---

## **PROGRAM DESCRIPTION**

The Missoula County Office of Planning and Grants in Missoula, Montana, developed a coordinated community response to domestic violence and child victimization by enlarging and strengthening the Missoula County Crime Victim Assistance Program and the STOP Violence Against Women Act Program with funding from the Rural Domestic Violence and Child Victimization Enforcement Grant Program. The overall goals of the Missoula County Rural Domestic Violence program were to enhance the safety and well-being of victims and to increase community ownership regarding violence prevention and intervention. Objectives included: 1) to decrease the impact of geographic isolation on the victim and on the criminal justice system to enhance victim services; 2) to develop and enhance a coordinated community response to domestic violence and child victimization; 3) to enhance the criminal justice and social service response to victims of domestic violence and child victimization through direct service and prevention efforts; and 4) to extend services to diverse and traditionally underserved populations, such as the Hmong and Russian communities.

The grantee involved a number of partners in implementing the Missoula County Rural Domestic Violence Program. Those partners include the City Attorney's Office; County Attorney's Office; the YWCA through its domestic violence services, including a shelter; Seeley Family Violence Council and its Seeley Swan Talk, Education, Protection Program (SSTEP); and the Refugee Assistance Corporation, which serves the Hmong and Russian populations. Other service providers and agencies throughout the county are involved in less direct ways.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on November 28-30, 2000 and included visits to the Missoula County Office of Planning and Grants, the Missoula County YWCA, and the YWCA's shelter. Interviews were conducted with the following individuals:



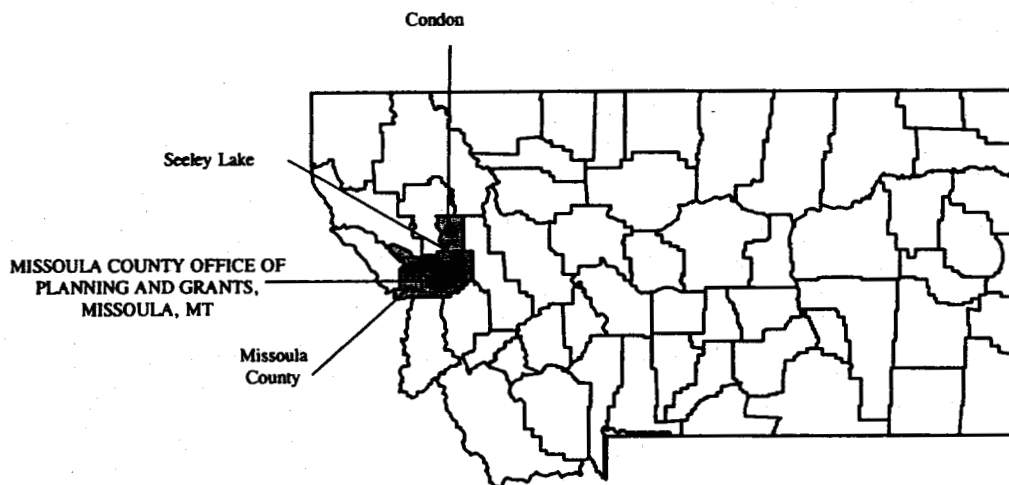
- Leslie McClintock, project director;
- Cindy Klette, director, Office of Planning and Grants;
- Cindy Wulfekuhle, principal grants administrator;
- Claudia Marieb, rural outreach advocate;
- Jennifer Gibson, rural outreach advocate;
- Carole Stenhouse, rural outreach advocate;
- Pat Swan-Smith, crime victim advocate;
- Dennis Danake, community member;
- Julie Skillicorn, crime victim advocate;
- Jennifer Blumberg, crime victim advocate;
- Eryn Sale, crime victim advocate;
- Naomi DeMarinis, multicultural outreach advocate;
- Ia Thao, multicultural outreach advocate;
- Susan Czajkowski, computer specialist;
- Sally Mullen, executive director, YWCA;
- Annie Weissman, marketing director, YWCA;
- Patty Beauchene, shelter director, YWCA;
- Lori Liddle, children's program coordinator, YWCA shelter;
- Laura Harris, nighttime coordinator, YWCA shelter; and
- Bob Parcell, sheriff of Seeley Swan (phone interview, October 2001).

## COMMUNITY CONTEXT

Missoula County is defined by its geography, which is extremely rugged mountain terrain except in the river valleys, where a few settlements have been established. To further contribute to isolation, single households are scattered throughout the rugged mountains, which could be a single farm, a ranch, or a mobile home that is parked on an unmapped logging trail. To get to a destination that may be only a few miles apart “as the crow flies,” a person must travel miles to get from valley to valley. (A map of the area targeted by the grantee is presented in Exhibit 6-1.)

### Exhibit 6-1

#### AREAS TARGETED BY THE MISSOULA COUNTY OFFICE OF PLANNING AND GRANTS, MT



Missoula County's total population in 2000 was 95,802. The city of Missoula—the only incorporated community in the county—had a population of 57,053. The remaining Missoula County population of 38,749 (40%) is scattered across 2,598 square miles of small settlements, logging roads, and isolated homes. The demographics of the county show that 94 percent of the population is Caucasian, 2.3 percent Native American, 1 percent Asian, and 2.7 percent multiracial. In 2000, 15 percent of Missoula County residents were at or below the poverty level, equal to the state's rate.<sup>1</sup>

Historically, the economic base for this region of Montana was timber, agriculture, and mining. The federal government owns between 45 and 80 percent of the land in each Montana county, including Missoula County. In the 1970s, the copper mining veins

began to dry out. The recession of 1982 marked the decline in the timber industry, a dive from which that industry may never recover. Since the early 1990s, an influx of newcomers—estimated at 20,000—has driven construction and the accompanying service industries.

Missoula County shows signs of economic prosperity, such as an increase in median income from \$32,000 in 1992 to \$41,300 in 1998, and a low unemployment rate of four percent for the past three years. However, those statistics are somewhat deceiving. Based on conversations among grant staff and with members of the community, it became apparent that families often require two and three jobs just to make ends meet. U.S. Department of Labor statistics rank Montana 49th in the nation for low wages. According to *Population, Employment and Wage Trends in Missoula County*, a report by Dr. Larry Swanson of the University of Montana's Center for the Rocky Mountain West, the average annual wage per worker has increased by only two percent in the six years from 1992 to 1998. To make matters worse, housing costs are high because of the demand created by the population influx.

The region is an eclectic cultural mix of the old American West—loggers, miners, and cowboys—and newcomers who may be retirees with significant economic resources, telecommuters who have brought their own work, and writers. Missoula has been called the new literary capital of the United States with more writers per square inch than even Greenwich Village.<sup>2</sup> It supports a 90-piece symphony and has an average of three firearms per household. Firearms are used for hunting and locals, as well as tourists, engage in the sport, which is always the talk of the town during hunting season. Missoula County, where one may find survivalists, old hippies, and white supremacists, offers a variety of contrasting life styles.

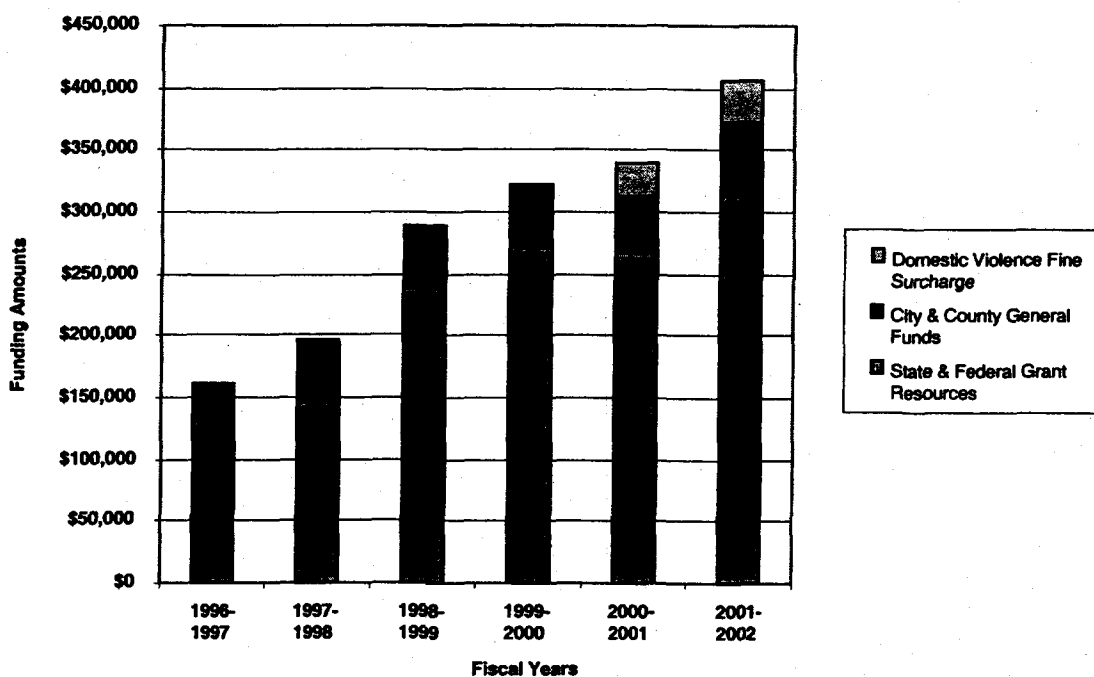
Missoula is a regional trade center for western Montana and serves more than one-fourth of the state's total population in retail businesses and health care. Missoula also is the home of the University of Montana, which has more than 12,000 students, headquarters for the U.S. Forest Service Northern Region, and the headquarters of the International Heart Institute of Montana at St. Patrick Hospital.<sup>3</sup>

In November 1987, the City of Missoula and the County of Missoula executed an interlocal government agreement to form the Missoula City/County Office of Planning and Grants.<sup>4</sup> Funded by both the city and the county governments, the office's organizational structure includes three divisions: 1) long-range planning; 2) zoning and permit processing and enforcement; and 3) grants, which includes both grant writing and implementation. The Office of Planning and Grants is unusual in that it also implements the grants that the city or county receives through the office's planning and grant writing function.

The Missoula County Office of Planning and Grants implements an array of domestic violence-related grants. Funding sources, in addition to the Rural grant, have included: Stop Violence Against Women Act, Victims of Crime Act, and the U.S. Department of Health and Human Services. A funding history for crime victim assistance programs by fiscal year can be seen in Exhibit 6-2.

**Exhibit 6-2**

**MISSOULA CITY/COUNTY CRIME VICTIM ASSISTANCE  
FUNDING HISTORY BY FISCAL YEAR**



Source: Missoula County Office of Planning and Grants

Domestic violence programs available in the community include the YWCA Shelter, which has seven bedrooms with 17 beds and a capacity for 25 individuals. Other domestic violence-related services offered through the YWCA include the 11-unit transitional housing unit (stay allowed up to 18 months) for victims of domestic violence, which make up 60 percent of the residents; a clothing closet offering second-hand apparel; adult basic education; vocational training; and counseling services. Batterer services are provided by local counselors. There are two main batterer's treatment programs.

## **LOGIC MODEL**

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for outcomes obtained by the grantee. The logic model for Missoula County Office of Planning and Grants is presented in Exhibit 6-3.

### **Contextual Variables**

***Ideal Model.*** Sixty percent of the county's population resides in the city of Missoula. While the city is a university town, home to professional people and artists as well as alternative lifestyles, the remaining areas of the county are comprised of small settlements, logging roads, and isolated homes scattered across 2,598 square miles. Residents in these areas endure poor economic conditions and limited or nonexistent services. The geographic isolation in these areas prevent many victims from accessing the services of law enforcement, victim services, medical care, or the courts. One such rural area that was targeted by the grantee is Seeley Lake.

Seeley Lake is located more than 50 miles north of the city of Missoula. A tourist attraction in the summer and fall, it has a year-round population of less than 2,400 residents. The town is very conservative with a keen awareness of social class. The isolation of the community and its lack of respect for confidentiality made many victims reluctant to seek assistance. In the early 1990s, Seeley Lake experienced "a series of murders, suicides, child abuse, sexual abuse, and domestic violence cases to which [community members felt] there had been virtually no local professional response."<sup>5</sup> During a public meeting in Seeley Lake in 1995, a community member approached grantee staff to ask whether a community planning approach could be used to address the violence in Seeley Lake.

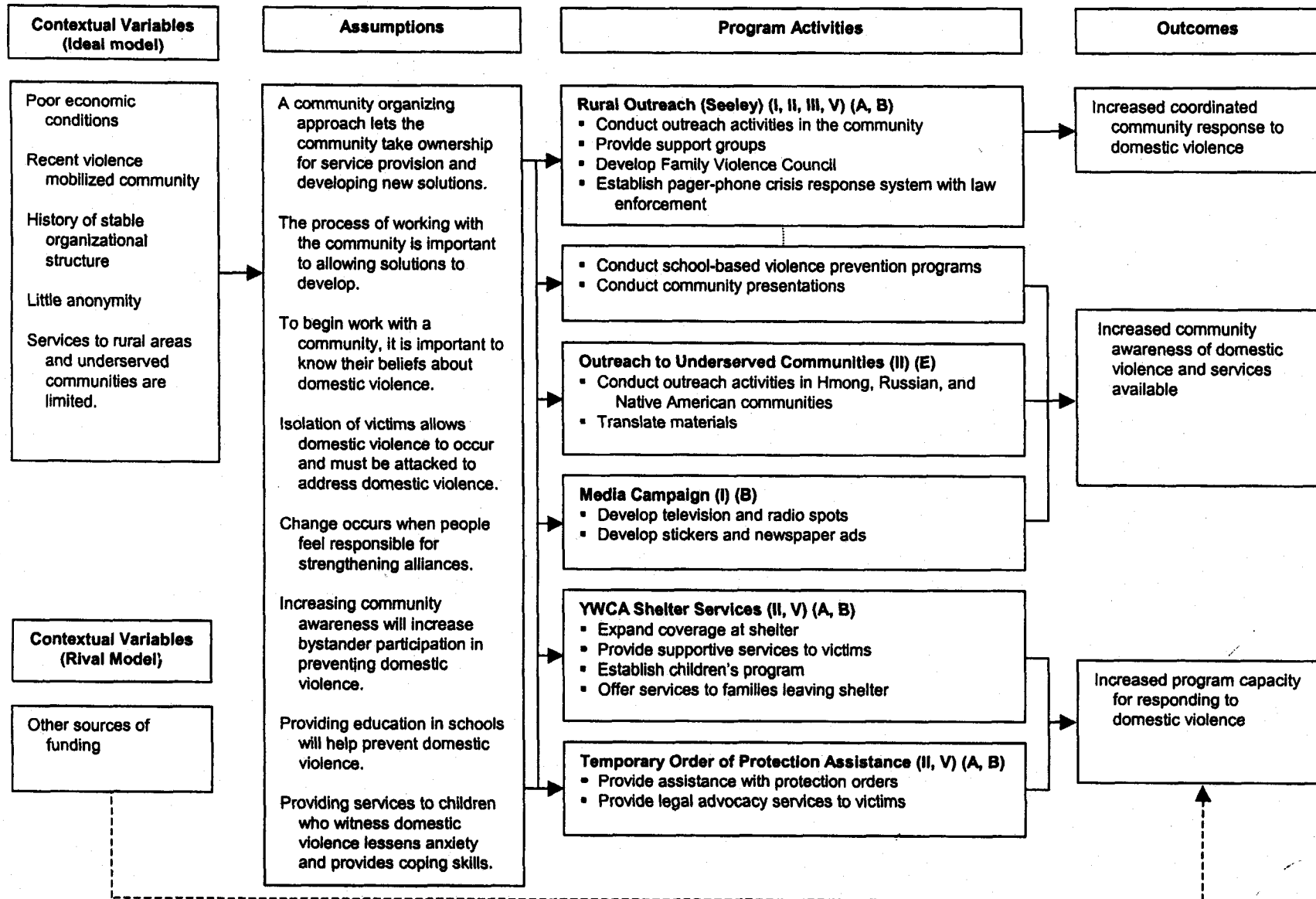
The Office of Planning and Grants, due to its unusual structure as an interlocal government agency, has staff with expertise and understanding of everyday grant implementation, theoretic knowledge in a specific field, such as domestic violence, and the grantsmanship to combine the components from various funding agencies into a comprehensive program that builds upon all of the existing resources within both the city and county jurisdictions. The Grants Division of the Office of Planning and Grants has experts in fields, such as housing and homeless issues, economic development, and human services issues, including domestic violence.

Exhibit 6-3

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL**  
**Missoula County Office of Planning and Grants (FY1996 and FY1998)**

COSMOS, July 2002

6-7



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

**Rival Model.** To develop a coordinated community response to domestic violence and child victimization, the grantee relies on multiple sources of funding. The Rural grant contributes, in part, to enlarging and strengthening existing Missoula County Crime Victim Assistance Programs that are funded by multiple sources. For example, the outreach project in Seeley Lake (described briefly above) was initially started with Stop Violence Against Women grant funding. The weaving together of training opportunities, partially funded positions, working relationships within the community, and general knowledge and expertise based on two decades of working in a unified system to address problems in the community strengthened the benefit that would likely have accrued through Rural funding alone.

### **Assumptions**

The Office of Planning and Grants uses a community organizing approach in addressing community issues. This approach seeks to let the community take ownership of issues, develop solutions, and provide services. While this approach is time consuming, the process of working with the community is very important in allowing solutions to develop. Change will not occur until people feel ready to forge relationships and to assume responsibility for strengthening alliances.

To facilitate change, it was important at the beginning of outreach efforts for staff to be familiar with the community's beliefs about domestic violence. This knowledge helped staff gauge the community's receptiveness to change and alerted staff to possible intervention points and types of interventions needed.

One area that was targeted for intervention was the isolation of victims, which allows domestic violence to occur and which staff felt must be attacked to address domestic violence. The belief that increasing community awareness will increase bystander participation in preventing domestic violence is central to the grantee's work. Providing presentations in the community and educational sessions in the schools will increase community awareness and help prevent domestic violence. Likewise, providing services to children who witness domestic violence will lessen their anxiety, provide coping skills, and help break the cycle of violence.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the project and to generate specific outcomes. Following is a discussion of program activities undertaken by the grantee and their related outcomes. The discussion is organized by the projects undertaken by the grantee with Rural funding: Rural Outreach,

Outreach to Underserved Communities, Media Campaign, YWCA, Shelter Services and Temporary Order of Protection Assistance.

***Rural Outreach.*** The grantee's rural outreach project focused initially on Seeley Lake and later included outreach efforts in Condon and Potomac. To help residents of Seeley Lake take ownership of violence prevention and intervention, the grantee's work was targeted toward an **increased coordinated community response to domestic violence**. This work began in 1995 with the hiring of an advocate with community organizing experience. The advocate conducted outreach activities in the Seeley Lake community spending months meeting as many people as she could and asking for their view of the problem and their help in creating a solution. This outreach led to the formation of the Seeley Swan Talk, Education, Protection program (SSTEP).

The work of SSTEP is carried out by advocates and local residents who formed a Family Violence Council. The council meets monthly to plan education and outreach efforts in the community. Its objectives are to bring discussion about sexual and domestic violence out into the open and make them community issues; to foster a zero-tolerance climate regarding violence; and to help advertise and promote support systems for victims. Today, the council has about 36 members including 8 men. Twenty-nine members have completed a 40-hour advocacy training, and 3 have taken further training to become trainers. Fifteen people are trained transport volunteers. Occupations of council members include law enforcement officers, pastors, bartenders, realtors, artists, retirees, activists, and students. Approximately 1.5 percent of the population of Seeley Lake volunteers in the SSTEP program, and many other community members donate time and resources.<sup>6</sup>

To address the needs of victims in Seeley Lake, the Family Violence Council formed a collaboration between advocates and law enforcement. Two of the four law enforcement officers in Seeley Lake are members of the council and participate in school-based and community presentations with the advocates. Law enforcement reports that the increased attention has had a positive impact on the community; domestic violence is talked about and receives a lot of attention now. One officer noted that the increased attention has put batterers on notice that "domestic violence is not acceptable behavior; it is a crime, and there will be consequences."<sup>7</sup>

The increased attention to domestic violence also was credited with enhancing law enforcement's response to domestic violence calls. One such enhancement is a 911-pager system, that was implemented in July 2000, in which law enforcement officers page advocates when responding to domestic violence calls. The system has been used 100 percent of the time that officers have responded to domestic violence calls since July 2000, and 25 victims have received advocacy services through this system.<sup>8</sup> The pagers,



eight total at \$400 each, were paid for through fundraising efforts of the council. (See Exhibit 6-4 for the total number of victims served by the Missoula County Crime Victim Advocate Program from FY1998 through FY2001.)

Fundraising was just one of the activities undertaken by the Family Violence Council to **increase community awareness of domestic violence and services available.** Presentations are conducted throughout the year at local elementary, middle, and high schools to increase awareness of family violence issues. These presentations range from puppet shows for young children to panel presentations for teens. Council members put a lot of time into their presentations and look for ways to deliver violence prevention messages effectively. For example, in a panel presentation in which a young woman shared her experience of date violence and domestic abuse, one male volunteer in SSTEP noticed that the presenters seemed to lose the male students in the audience, because most of the presentation focused on how badly men behaved. Council members met shortly afterwards to discuss how to present these issues without losing the males in the audience.

In addition to school-based presentations, numerous presentations and activities are conducted in the community throughout the year. Examples include free self-defense classes, open houses, speaking at community council meetings, and hosting tables at festivals and fairs.

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

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

**Exhibit 6-4**

**NUMBER OF VICTIMS SERVED BY THE MISSOULA COUNTY CRIME  
VICTIM ADVOCATE PROGRAM FROM FY1998 THROUGH FY2001<sup>a</sup>**

Type of Victimization	FY1998 <sup>b</sup>	FY1999	FY2000	FY2001
Primary victims of domestic violence	754	694	546	566
Secondary victims of domestic violence	798	423	320	288
Primary victims of child physical and sexual abuse	97	68	46	46
Secondary victims of child physical and sexual abuse	130	101	52	51
Primary victims of adult/teen sexual assault	76	76	40	34
Secondary victims of adult/teen sexual assault	24	48	5	12
Primary victims of assault	132	148	59	117
Secondary victims of assault	30	25	17	11
Primary victims of stalking/harassment	545	387	466	336
Secondary victims of stalking/harassment	444	190	186	0
Primary victims of elder abuse	6	4	5	4
Secondary victims of elder abuse	2	2	1	1
Primary survivors of homicide	16	19	0	0
Secondary survivors of homicide	4	0	0	0
Primary victims who were adults molested as children	1	10	4	6
Secondary victims who were adults molested as children	0	14	0	5
Primary victims of other personal crimes	90	259	130	255
Secondary victims of other personal crimes	72	57	20	193
<b>Total number of victims served</b>	<b>3,221</b>	<b>2,525</b>	<b>1,897</b>	<b>1,925</b>

<sup>a</sup>The Missoula County Crime Victim Advocate Program consists of offices in the city and county attorney's offices and the rural outreach project in Seeley Lake and Condon.

<sup>b</sup>Fiscal years are July 1 through June 30.

Source: Missoula County Office of Planning and Grants

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

- In the summer of 2000, the grantee accomplished a long-term goal for the project—to support local leadership in rural areas.

Two local residents of Seeley Lake were hired by the grantee to lead the SSTEP program and the rural outreach advocate from Missoula was phased out of Seeley Lake.

Perhaps one of the most impressive *unintended outcomes* of the grantee's Rural Outreach Project is the interest the intervention model has generated from outside the state of Montana, which has resulted in the following activities:

- The grantee was invited to conduct a workshop at a national networking conference organized by Praxis International (Rural Technical Assistance on Violence Against Women provider), the Battered Women's Justice Project, and the Duluth Domestic Abuse Intervention Project in Duluth, Minnesota in November, 2000. The workshop, entitled *Community Organizing on Bystander Education: Changing Social Norms in Rural Towns*, showed how the approaches used in Seeley Lake resulted in community ownership of the program and in development of new solutions and ideas to addressing the problem of domestic violence in rural communities.
- In response to an invitation from former Assistant Attorney General, Mary Lou Leary, grantee staff attended the Second National Summit sponsored by the Office of Justice Programs (OJP) and the Center for Sex Offender Management (CSOM). The purpose of the Summit was to both explore the current state of knowledge in the field around issues of sexual offending and victimization and to examine how to further improve upon sex offender management efforts. A secondary focus was to talk about successful prevention. The grantee was invited to attend because of their innovative ideas about prevention in the field of domestic violence, which were seen as significant to the Summit discussion about prevention and intervention with child sex offenders.
- Grantee staff participated as planners and presenters at the Vera Institute's forum on *Sustaining Local Domestic Violence Initiatives* in Salt Lake City on June 27-28, 2000. Staff presented tools from a grants administrator's perspective for building and sustaining domestic violence programs and participating in community problem solving efforts. Staff also

presented on principles of community organizing in doing domestic violence work and on changing the climate of tolerance toward domestic violence in a community by working with bystanders and community members on intervening in domestic violence, both personally and as community members. The Vera Institute is a technical assistance provider for the STOP VAWO Office and provides peer-to-peer consulting and technical assistance to encourage just practices in public services and to improve the quality of urban life.

- The grantee received a 3-day site visit from staff at the Center for Effective Public Policy to talk about the community organizing principles upon which the project was based and the use of the bystander education approach as a tool in domestic violence prevention education. Grantee staff later accompanied staff from the Center on a visit to Michigan to consult with a small rural community interested in setting up a domestic violence program in their area.
- Lastly, grantee staff received a request from the Office of Justice Programs to write a monograph on the work conducted in Seeley Lake. The monograph, entitled *The Use of Grassroots Organizing to Develop Domestic Violence Programming in the Rural Communities of Seeley Lake and Condon, Montana*, was completed in 2001.

**Outreach to Underserved Communities.** The Hmong and Russian communities were identified by the grantee as underserved populations in Missoula County. A particular barrier to serving these populations is the cultural tradition that discourages women from meeting in groups without their male partners. The Rural grant funded part-time consultants to translate domestic violence-related materials into Hmong and Russian to increase awareness in both communities about domestic violence and services available. The grant also supported a Hmong woman who conducted outreach in the community and served as a liaison between the Outreach Project Team and the Hmong community.

To capture the interest of the Hmong community (approximately 600 people in Missoula), the Hmong outreach worker invited members of her community (both men and women) into her home to "review" her translations. During these meetings, she read the documents out loud to get their input on her "translations." At the same time, each

group was being exposed to domestic violence-related content. During the winter months, the outreach worker had four or five women attending these sessions. In the summer, when the men were gardening, 15 to 20 women attended without men. A total of 15 documents were translated and reviewed in this manner.<sup>9</sup> Documents are distributed at key locations throughout Missoula including the Crime Victim Advocate Office, the Refugee Assistance Center, the Health Department, the Adult Learning Center, and the YWCA.

These early "translation review" meetings evolved into community meetings that continue today. Between 4 to 15 Hmong women attend community meetings, which occur periodically. Some of the topics discussed during these meetings include: healthy relationships, effective communication, conflict resolution, parenting, domestic violence, discrimination, services available through the YWCA, and the status of women in Hmong culture.

The Russian community has not been as responsive as the Hmong community to outreach efforts. Although working with the assistance of a member of the Russian community, the Outreach Project Team has been unable to make significant inroads with the community. The Russian community was described by grantee staff as closed and still fearful of the YWCA and law enforcement. Part of the difficulty in reaching this population may be attributable to the newness of the county to this community. The Russian community in Missoula County is only 10 years old, whereas the Hmong community has a 20-year history with the county. A total of 12 domestic violence-related documents were translated into Russian and distributed through the same outlets used for the Hmong-language documents.<sup>10</sup>

**Media Campaign.** The YWCA uses public service announcements and advertisements to increase awareness of domestic violence and the YWCA's services. During 2001, ads were run on a weekly basis in four major newspapers in the county for a period of 36 to 80 weeks. Four radio campaigns also were conducted during 2001 and included the following subjects: domestic violence, date rape, the YWCA's mission statement, and a replaying of the domestic violence and date rape spots. The campaigns were paid for by a local furniture store and ran for three-month intervals. As of the writing of this report, a collaboration with Eagle Communications (an NBC affiliate) had been formed to run a television campaign. Eagle Communications is to run an ad for the YWCA for 14 weeks with costs split between the YWCA and Eagle Communications at a cost of \$500 per week.<sup>11</sup>

**YWCA Shelter Services.** The YWCA in Missoula is the major domestic violence service provider in the county and the grantee provides a number of domestic violence-related funding to the YWCA. The YWCA used funding provided under the Rural grant

to hire a half-time night services coordinator and a follow-along program and weekend activity coordinator for its shelter to **increase program capacity for responding to domestic violence**. The night coordinator participates in all night-time shelter activities, serves as the night shift supervisor, and responds to the crisis hotline. Prior to the Rural grant, there was a 10:00 p.m. curfew for residents at the shelter but no staff available to see whether residents met the curfew or to deal with any problems that might occur. Instead, any problems that may have occurred during the night were waiting to greet shelter staff as they arrived the next morning. Needless to say, burnout among the shelter staff was high. The night services coordinator provides continuity between shifts and increased availability of staff to the women and children at the shelter.

The follow-along program and weekend activity coordinator plans, coordinates, and implements weekend and evening activities at the shelter and provides follow-up services to children when they leave the shelter. The coordinator works in collaboration with the children's coordinator (a position funded through VOCA). From July 1998 to June 2000, 159 children have received direct services through the Children's Program.<sup>12</sup> Services include group sessions, one-on-one time, field trips, and extraordinary activities, such as helping the children have fun at the shelter, arranging birthday parties, and meeting with school personnel, if needed. For example, when two children at the shelter were acting out on the school bus, the coordinator met with the school principal and worked out a plan to assist with the children's adjustment. The coordinator rode the bus with the children for one week to model appropriate behavior and set limits.

The Children's Program offers four weekly support groups for current and former shelter residents. The groups are open to children in the community who are dealing with present or past domestic violence issues. The groups are organized by age range and activities are aimed at helping the child with issues of importance during each developmental stage. The groups and their focus include:

- ***Birth to Three.*** Building trust and facilitating normal exploration;
- ***Four to Seven.*** Breaking the cycle of violence, teaching alternative methods of conflict management, and self-esteem issues;
- ***Eight to Twelve.*** Breaking the cycle of violence, conflict management, self-esteem, talking about feelings, and addressing issues related to family violence; and

- *Teen Group.* The same issues as the eight to twelve group but at a more sophisticated level.

The children's coordinators also work with families who leave the shelter and may need help accessing other services in the community or may want to receive supportive services for a variety of reasons. Services provided to families have included assistance with the Individualized Education Plan process at school, enhancing parenting skills, navigating the legal system, dealing with immigration issues, and providing support in dealing with daily stresses. Families participating in the program are usually families living in poverty with multiple issues ranging from severe mental health issues to ongoing issues with batterers. From February 2000 through November 2001, eight families participated in the Family Services Program.<sup>13</sup>

*Temporary Order of Protection (TOP) Assistance.* When the crime victim advocate positions were created with the STOP grant in fiscal year 1995, the number of advocate-assisted TOPs reached 56 percent of all TOPs issued in the county that year. The resulting paperwork literally consumed the advocate. A half-time crime victim advocate assistant position was created from the Rural grant to help with the paperwork and free the crime victim advocate to do her job. Later, the assistant position was abolished in favor of hiring an additional crime victim advocate who is funded half-time under the Rural grant to **increase program capacity for responding to domestic violence.**

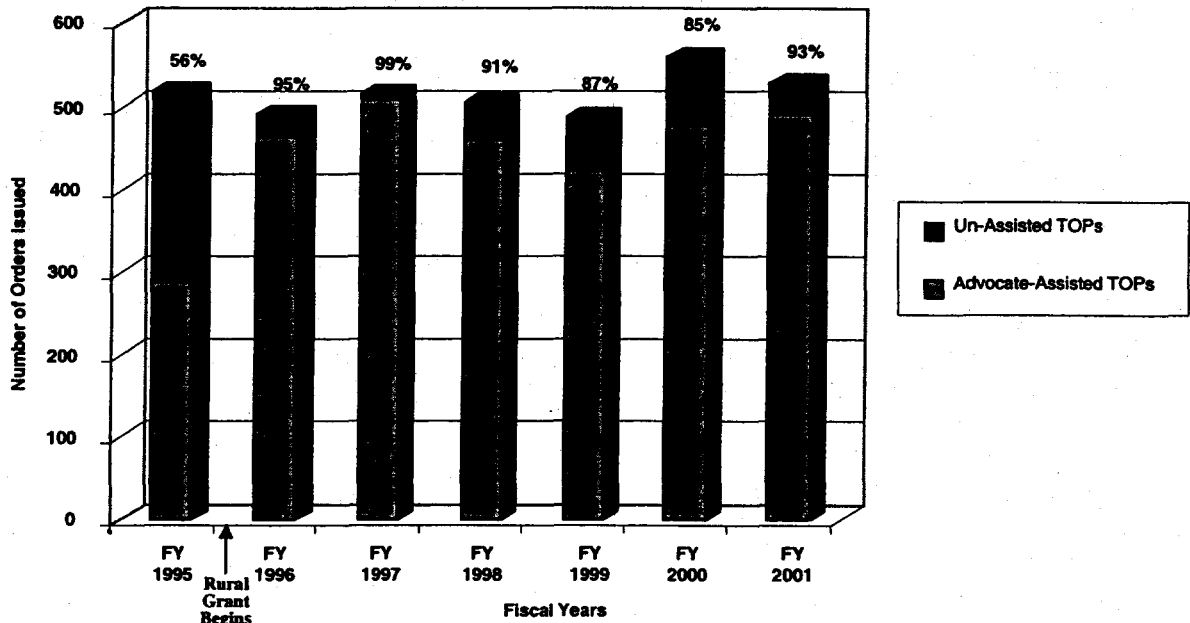
At the same time the grantee was increasing the staffing in the Crime Victim Advocate Office, the grantee began the barriers-reduction work inherent in the outreach activities detailed above to increase awareness of domestic violence and services available. The result was a significant increase in the number of advocate-assisted TOPS from 56 percent in fiscal year 1995 to 95 percent in fiscal year 1996. As can be seen from Exhibit 6-5, the crime victim advocates are clearly providing assistance for the majority of protection orders filed in Missoula County.

## CONCLUSIONS

The Missoula County Office of Planning and Grants has been very successful and innovative in implementing program activities. The funding provided by the Rural grant has served as a catalyst for making changes in the total delivery system of services for domestic violence. Priorities areas addressed by the grantee included: 1) decreasing the

## Exhibit 6-5

### TOTAL NUMBER OF PROTECTION ORDERS ISSUED IN MISSOULA COUNTY AND PERCENTAGE ISSUED WITH ADVOCATES' ASSISTANCE FOR FISCAL YEARS 1995-2001



Source: Missoula County Office of Planning and Grants

impact of geographic isolation on the victim and the criminal justice system to enhance victim services; 2) developing and enhancing a coordinated community response to domestic violence and child victimization; 3) enhancing the criminal justice and social service response to victims of domestic violence and child victimization through direct service and prevention efforts; and 4) extending services to diverse and traditionally underserved populations, such as the Hmong and Russian communities.

With funding from the Rural grant, Seeley Lake evolved from a town where victims were reluctant to seek assistance to assuming ownership for violence prevention and intervention. A family violence council was formed that is comprised of 36 members representing major segments of the community (law enforcement, church, business, elderly, and youth). Members have completed advocacy training and several serve as trained transport volunteers. A collaboration between advocates and law enforcement resulted in the implementation of a 911-pager system by which law enforcement officers page advocates when responding to domestic violence calls.



Through its Seeley Swan Talk, Education, Protection Program (SSTEP), Seeley's Family Violence Council brought discussion about domestic violence out into the open, fostered a zero-tolerance climate regarding violence, and advertised and promoted support systems for victims. Presentations and community events are conducted throughout the year. SSTEP activities and domestic violence issues receive prominent coverage in the local newspaper.

The grantee's outreach efforts to underserved communities have been extensive. Most successful to date have been their efforts to increase awareness of domestic violence and the services available in the Hmong community. A Hmong outreach worker translated domestic violence-related documents into Hmong and invited members of the community into her home to review her translations. These initial meetings evolved into community meetings in which topics such as healthy relationships, effective communication, domestic violence, services available through the YWCA, and the status of women in Hmong culture are discussed.

Outreach efforts to the Russian community have not been as fruitful and are still ongoing. The grantee is working with a member of the Russian community in conducting outreach activities but has had to approach the community very slowly due to the closed nature of the community and its fear of the YWCA and law enforcement. A total of 12 domestic violence-related documents have been translated into Russian and distributed at the same outlets as the Hmong language documents.

Outreach efforts to the Native American community are still in the relationship-building stage. The multicultural advocate was invited by the Missoula Indian Center to speak with the Native American Women's Talking Circle about domestic violence. The advocate reciprocated by inviting two Native American women to speak at the YWCA about their experiences at the world conference on racism in Durbin, South Africa. The advocate is working to build a relationship with the chair of Indian People's Action to work collaboratively on projects.

Outreach efforts to the gay and lesbian community have begun and have been met with a positive response. A staff member from the Western Montana Gay and Lesbian Community Center has volunteered to train the YWCA's staff on same-sex partner abuse issues. The Center and the YWCA have plans to work together to identify the types of services men and women in same-sex abusive relationships need and then design a nontraditional safety net for members of the gay and lesbian community in violent relationships.

The Rural grant also was used to expand services at the YWCA's shelter by funding two coordinator positions. The first position was a night services coordinator to provide

night-time coverage at the shelter, respond to crisis hotline calls, provide continuity between shifts, and provide increased availability of staff to the women and children at the shelter. The second position was a follow-along program and weekend activity coordinator who plans, coordinates, and implements weekend and evening activities at the shelter and provides follow-up services to children when they leave the shelter.

Rural funding also expanded services at the Crime Victim Advocate Office through the half-time funding of an additional advocate to assist victims with protection orders and provide legal advocacy services. The crime victim advocates provide assistance for the majority (93% in fiscal year 2001) of protection orders filed in Missoula County.

## ENDNOTES

1. U.S. Census Bureau, 2000.
2. Gallacher, M., "Nourished by powerful rivers and an equally powerful sense of past, a town of cowhands and poets and bikers and professors distills the whole history of the American West—its hope and rapacity, its calamities and triumphs. Fred Haefele makes clear why our third annual American Heritage Great American Place Award does to Missoula," *American Heritage*, no date.
3. The "Missoula Consolidated Plan for Federal Fiscal Years 1999-2003" was prepared for the City of Missoula by the City/County Office of Planning and Grants. The Plan was adopted on August 1999 and includes a community profile and a range of service areas that directly relate to domestic violence issues, such as housing and human services.
4. An Interlocal Agreement Between the City of Missoula and the County of Missoula to Cooperate in the Provision of Planning Services and Grants Administration to the Residents of Missoula, July 5, 1996.
5. Marieb, C., McClintock, L., and J. Gibson, "The Use of Grassroots Organizing to Develop Domestic Violence Programming in the Rural Communities of Seeley Lake and Condon, Montana," Missoula County Office of Planning and Grants, Missoula, MT, 2001.
6. Ibid.
7. Phone interview with Seeley Swan Sheriff Bob Parcel, October 22, 2001.
8. E-mail from Leslie McClintock, Missoula County Office of Planning and Grants, November 9, 2001.
9. Rural DV Report, Outcomes for YWCA Segments of Project, (no date). Documents translated into Hmong include the following:
  - Resources for victims of crime
  - YWCA Pathways brochure
  - YWCA Children's Program brochure
  - Crime Victim Advocate brochure
  - Information sheet on victims rights in criminal cases
  - Power and Control Wheel
  - Assessing Whether Batterers Will Kill handout

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

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

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

11. Rural DV Report, Outcomes for YWCA Segments of Project, (no date).

12. Missoula County Office of Planning and Grants, Categorical Assistance Progress Reports, Numbers 5, 6, 7, and 8.

13. Site visit interview with Children's Coordinator, November 2001.

## **CHAPTER 7**

### **North Dakota Council on Abused Women's Services**

---

# 7 North Dakota Council on Abused Women's Services

---

## **PROGRAM DESCRIPTION**

The North Dakota Council on Abused Women's Services (NDCAWS) increased knowledge and community awareness about domestic violence through the formation of the Tri-State Rural Collaboration Project, which pooled knowledge and resources to combat domestic violence in Montana, Wyoming, and North Dakota. The collaborative united the philosophies of three adjoining states, drawing on Montana's success with grassroots contacts, Wyoming's well-funded legal services grant, and North Dakota's solid organizational structure exemplified in NDCAWS. The Tri-State Collaboration Project conducted multi-state trainings and designed and distributed culturally and geographically specific materials to increase domestic violence awareness among professionals and the public; and provided training to domestic violence service providers, first responders, and other community professionals. NDCAWS serves as the fiscal and programmatic agent for all Tri-State activities.

In addition to the Tri-State Rural Collaboration Project, NDCAWS increased the capacity of its 20 member programs to respond to domestic violence by providing training and on-site technical assistance to staff in rural and reservation areas and also conducting community audits in 16 rural counties. To increase collaboration among its member programs, the grantee established a Rural Issues Committee and re-established the Native American Forum to increase awareness of the unique challenges faced by rural and reservation programs.

Partners associated with the implementation of grant activities include member programs of NDCAWS; the North Dakota State Division of Aging Services; the North Dakota Health Department, Division of Maternal and Child Health; the University of North Dakota; the Rural Survival Task Force; and the region's Tribal Colleges.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on December 4-5, 2000 to the office of the NDCAWS in Bismarck, North Dakota. Interviews were conducted with the following individuals:

- Bonnie Palecek, executive director, NDCAWS;
- Linda Isakson, rural project coordinator, NDCAWS;
- Sharon Brady, director, Kedish House, Ellendale;
- Carisa Erickson, clearinghouse coordinator, NDCAWS
- Roberta Biel, director, Dickinson Domestic Violence and Rape Crisis Center;
- Renee Stromme, campus violence coordinator;
- Cathy Ferderer, student violence prevention coordinator;
- Carisa Erickson, shelter staff committee coordinator;
- Desiree Uhrich, Rural grant consultant;
- Mary Dasovick, director, Domestic Violence/Rape Crisis Program, Division of Maternal and Child Health;
- Pam Novak, director, Tri-County Intervention Center; and
- Lisa Weisz, director, Women's Action and Resource Center.

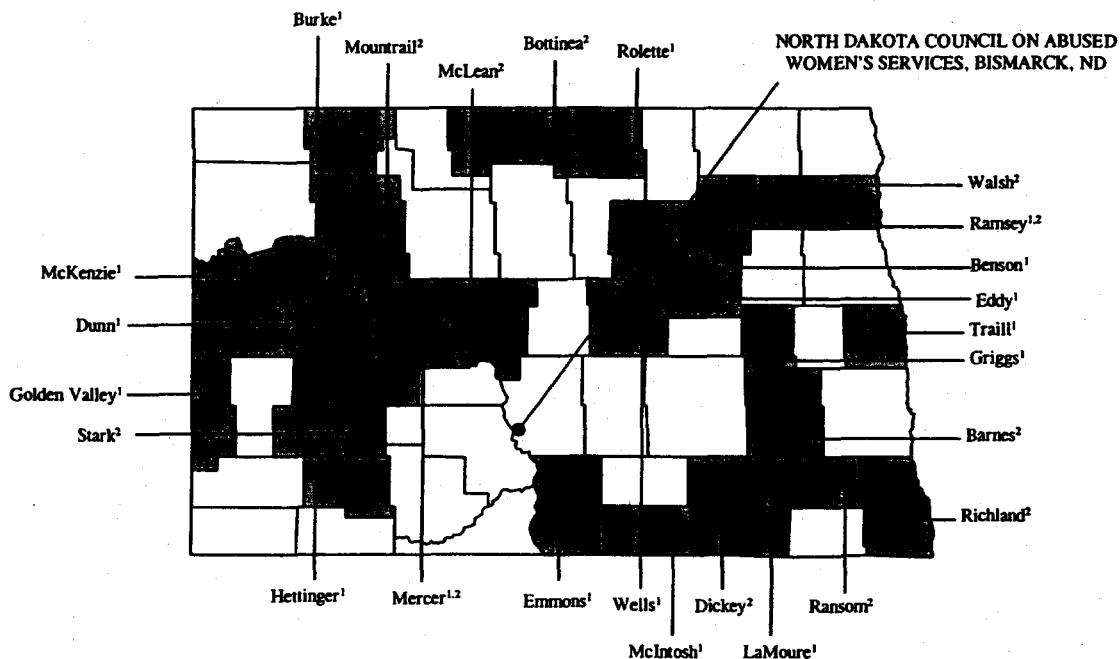
## **COMMUNITY CONTEXT**

The areas served by the grant are rural in their population density, remote in their distance from domestic violence services, and isolated in their relative awareness about the prevalence of domestic violence and ways to access domestic violence services. In particular, Indian communities are located at considerable distances from public services. Despite low population density, there are many small towns and townships across North Dakota. Yet many of these small settlements are not able to support independent public

service agencies. (A map of the counties targeted by the grantee is presented in Exhibit 7-1.)

### Exhibit 7-1

## COUNTIES TARGETED BY THE NORTH DAKOTA COUNCIL ON ABUSED WOMEN'S SERVICES



<sup>1</sup>Audited counties  
<sup>2</sup>Rural counties with rural domestic violence programs

**Population.** The population of North Dakota in 2000 was 593,754. The population is mostly white (92.4%) with Native Americans comprising almost five percent of the state's population, and a small number of foreign immigrants including refugees from Russia, Eritrea, and Eastern Europe.<sup>1</sup> A large portion of the predominantly white population is of German stock. The ranchers and farmers are proud, conservative, and self-reliant. They tend to shy away from any dependence on local government services, preferring to keep their difficulties within the privacy of the family.

The Indian populations served by the grantee can be described as high-risk. Substance abuse, particularly alcoholism, is high, as is teen suicide. North Dakota is among a group of western and plain states with elevated rates of youth suicide. From 1987 through 1996, North Dakota had the second highest suicide rate (14.5 per 100,000



compared with a national average of 6.1) for children ages 10 through 14, and the sixth highest rate (24.9 per 100,000 compared with a national average of 12.6) for adolescents ages 15 through 19. The suicide rate for Native American youth in North Dakota far exceeds the rate for whites. For Native Americans between the ages of 15 through 24, the suicide rate of 73.8 per 100,000 was 429 percent higher than the rate for whites (17.2 per 100,000) in the same age group from 1989 to 1998. Possible explanations for the increase in suicides among these states have included the rural remoteness of the region, isolation, stigma associated with mental health services, cultural factors, and higher rates of youth alcohol use.<sup>2</sup>

***Economy.*** North Dakota's economy is a mix of farming, ranching, coal mining, health care, insurance, and service industries. During the past two decades, the farm-based sector has experienced two crises due to low prices and adverse weather conditions. The need for cash has led farmers to sell equipment, land, or both. As land values have collapsed, many formerly prosperous families have suffered hardships. In some instances, farms have been consolidated into agri-businesses.

These events have contributed to a rural outflux. Increasing numbers of rural residents are seeking employment wherever they can find it. Many farmers are making ends meet by working more than one job. Fewer students are enrolled in rural schools and a number of schools are consolidating. The number of rural attorneys, judges, and medical staff also are dwindling at the same time that their coverage area increases.

***Available Services.*** Distances are great between services and there is no easily accessible public transportation. There are many small communities that support approximately 50 rural hospitals. When no hospitals are available, emergency medical services (EMS) or other licensed health care professionals provide treatment. There are about 300 EMS units in operation in North Dakota, more per capita than in any other state. There are eight human service centers in the state; the center in Bismarck covers ten counties. Generally, the public health services provided are limited. Basic services have been cut back due to the overall economic downturn. As a consequence, even 911 services are not always available.

***Domestic Violence Programs.*** There are a total of 22 domestic violence programs and ten shelters in North Dakota. Each of the domestic violence service providers has designated a child advocate for its service area. Judges often use this child advocate to facilitate court-mandated supervised visitation in domestic violence-related cases; however, many of the advocates are not able to supervise visitation because of a lack of funding and training. The grantee is working on two projects to address these issues. The first project is to revitalize a statewide shelter staffing committee, and the second is

to create a network of service providers who can supervise visitation. A goal of the projects is to provide training to shelter staff and service providers. Currently, there are no state standards for domestic violence programs or shelters.

***Law Enforcement and Prosecution.*** Staff reported that across most of the programs there is an inconsistent law enforcement response to domestic violence. Sheriffs, if willing to take an abuser's guns away, will often sign them out to abusers during hunting season or release the firearms to an abuser's relative. If law enforcement refuses to take firearms away from an abuser, it becomes the responsibility of the Bureau of Alcohol, Tobacco, and Firearms (BATF). There is one BATF unit, located in Fargo, for the entire state.

A high turnover rate in law enforcement officers also leads to an inconsistent response to domestic violence. Rural law enforcement officers are on duty 24 hours a day, seven days a week. Burnout and turnover in these positions are high. Many officers accept these positions immediately after graduating from the police academy and will often leave after a few months for a better paying job with set hours. The high turnover makes it hard for local programs to build relationships with law enforcement and there is an ongoing need to conduct outreach with officers to inform them about the program and provide information for referrals.

Established relationships with law enforcement are highly valued by program staff. At the time of the site visit, one local domestic violence program had learned of the planned retirement of a local sheriff who had worked with program staff in conducting community presentations and trainings. His superiors had told the sheriff that if he wanted to continue to deal with domestic violence, he would have to do it on his own time. After using personal leave to conduct presentations and trainings for some time, the sheriff (who was in his late 30's) decided to retire from the police force.

As for prosecution of domestic violence offenders, with judicial capacity reduced in rural areas, cases may be put off for as long as a year at times due to workloads and the circuit of judges. Once a case reaches the court, it tends to be prosecuted and taken seriously by judges, although it was reported that judges are still reluctant to take guns away from offenders.

***Full Faith and Credit Issues.*** Each tribe within North Dakota has its own tribal courts and issues its own protection orders. Service of protection orders on the reservation is a problem, however, due to a lack of staff assigned this responsibility. Turnover among tribal police forces is high. Tribal and state law enforcement agencies often do not recognize each other's protection orders. Out-of-state protection orders are

not easily enforced either; usually another North Dakota protection order is issued. Personal jurisdiction grounds are usually cited as the reason for denying protection orders.

NDCAWS participates, upon request, in the Full Faith and Credit State and Tribal Committee of the North Dakota Supreme Court. At the time of the site visit, the grantee had been asked to review the Uniform State Law Code for Domestic Violence and had suggested amendments to the code.

**Legislative.** NDCAWS carefully tracks legislation that could affect domestic violence. The organization was instrumental in getting the first state funding for domestic violence programs on Friday, March 13, 1981 through House Bill 1313. The funding source was a surcharge on marriage licenses. That year, through the state health department, the state offered to fund a coalition of domestic violence service providers. At the time, the 13 domestic violence service providers were not incorporated as a coalition, so the funds went directly to the providers. Today, these funds continue to serve as the base funding for local domestic violence services in North Dakota. The funding amount has been decreasing due to a decline in the number of marriages and an increase in the number of domestic violence programs (from 13 in 1981 to 20 currently).

**Funding.** Additional funding has been used to enhance services available under the Rural grant. Related federal and state funding includes:<sup>3</sup>

- Federal State Coalition Grant (HHS) for \$167,000 (FY1999); \$5,000 budgeted to supplement training and public education categories in the Rural grant.
- Maternal and Child Health Block Grant (HHS) for \$8,000 (FY2000) to support NDCAWS's data collection efforts and allow joint compliance monitoring between the grantee and the health department.
- Family Violence Prevention and Services Act (HHS) for \$20,000 for training and clearinghouse activities. The clearinghouse structure allows distribution of materials developed under the Rural grant.
- Campus Violence Grant for \$100,000 over 2 years. Allowed NDCAWS to hire a staff person to target six campuses. The grant includes a reservation community college and the

grantee is hoping to facilitate stronger linkages within that remote community through this program.

- Grants to Encourage Arrest for approximately \$100,000 to the Community Violence Intervention Center (CVIC) in Grand Forks. CVIC received the grant to conduct an audit of systems responses to domestic violence within the City of Grand Forks. CVIC has agreed to share its experience as an urban program with NDCAWS.
- University of North Dakota School of Social Work. The school received a continuation grant to continue a reservation-based internship program for master's candidates. The program's focus is the provision of family violence services within reservation communities.
- North Dakota STOP Plan for 1999. A specific objective of the 1999 North Dakota STOP plan is to continue the support of domestic violence and sexual assault agencies in rural Counties. Activities under the plan include: continued funding for appropriate projects, training on jurisdictional issues and other issues as they pertain to victim services, and support of data collection and public awareness activities.
- Byrne Memorial Strategy (1997 Drug and Violent Crime Control Strategy). North Dakota is one of the few states in the country to include victim services under this program. Objectives are to provide crisis counseling and referral services to victims of domestic violence or sexual assault and to support programs that increase services to victims in rural areas.

## **LOGIC MODEL**

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for

outcomes obtained by the grantee. The logic model for NDCAWS is presented in Exhibit 7-2.

### **Contextual Variables**

***Ideal Model.*** In total, 25 rural counties were targeted by the grantee. Community audits were conducted in 16 counties, and training and technical assistance was provided to 13 rural or reservation-based domestic violence programs. The five contextual variables describing the counties targeted by the grant include:

- Isolation of victims due to the remoteness of the areas;
- Lack of and reduction in services to rural areas;
- Lack of trained professionals;
- Lack of coordination among service providers; and
- The enmeshed nature of rural communities.

***Rival Model.*** Simultaneous to the Rural grant are variables that may impact the grant's outcomes. Two such variables are additional funding received by NDCAWS and other community initiatives being implemented concurrently but not in collaboration with the grantee's activities. Examples of possible community initiatives that may impact outcomes achieved under the Rural grant include: 1) the Grants to Encourage Arrest program, which seeks to build coordinated community responses to domestic violence and has provided training to rural advocates; 2) the Child Advocacy Program, which is establishing supervised visitation centers throughout the state; 3) other local domestic violence program initiatives; and 4) other agency or government initiatives, such as a state program on rural health.

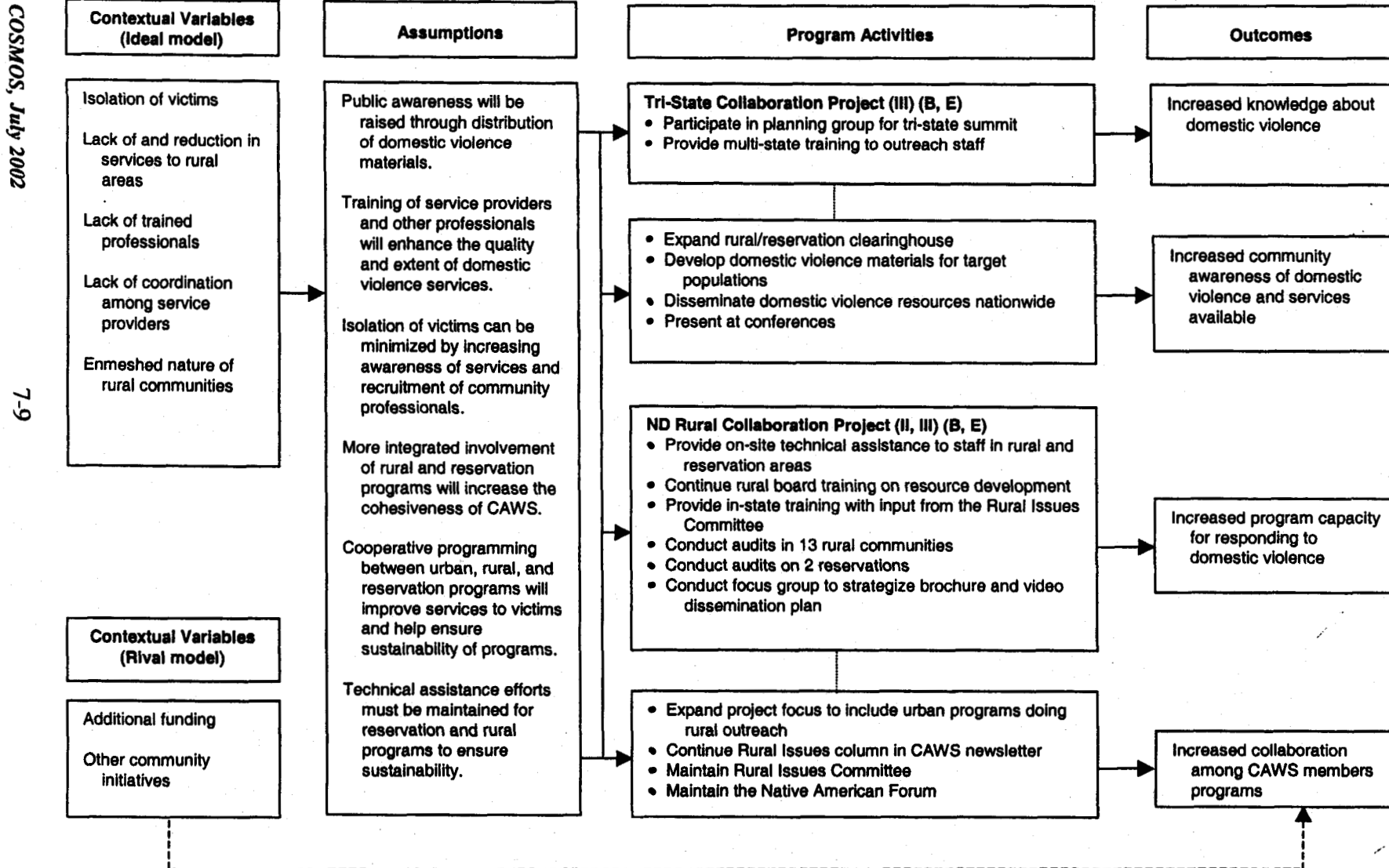
### **Assumptions**

Six assumptions underlie Rural grant activity. Each of these assumptions collectively affects program activities and takes into consideration the poor economic conditions in the areas targeted by the grant and the resources needed to sustain programs and assist domestic violence victims in these areas. The assumptions are:

- Public awareness will be raised through distribution of domestic violence materials;

Exhibit 7-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL  
North Dakota Council on Abused Women's Services (FY1996 and FY1998)**



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

- Training of service providers and professionals will enhance the quality and extent of domestic violence services;
- Isolation of victims can be minimized by increasing awareness of services and the recruitment of community professionals;
- More integrated involvement of rural and reservation programs will increase the cohesiveness of NDCAWS;
- Cooperative programming between urban, rural, and reservation programs will improve services to victims and help ensure sustainability of programs; and
- Technical assistance efforts must be maintained for reservation and rural programs to ensure sustainability.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the grant and to generate specific outcomes. Following is a discussion of program activities undertaken by the NDCAWS and their related outcomes. The discussion is organized by the two projects undertaken by the grantee with Rural funding: the Tri-State Collaboration Project and the North Dakota Rural Collaboration Project.

***Tri-State Collaboration Project.*** The NDCAWS formed collaborations with the Wyoming Coalition Against Domestic Violence and Sexual Assault and the Montana Coalition Against Domestic Violence and Sexual Assault to pool resources to **increase knowledge about domestic violence** among domestic violence service providers by offering seven multi-state trainings under the Rural grant. Participants at the trainings represented a total of 44 domestic violence programs in the three states. The trainings were:

- *Creative Problem-Solving and Networking Needs of Rural and Reservation Programs*, Fall 1997, Spearfish, South Dakota (27 attendees);
- *Working Together for Rural Battered Women and Their Children*; May 16-18, 1998; Medora, North Dakota (80 attendees);

- *Healing and Empowering Native American Women*; August 20-21, 1998; Billings, Montana (56 attendees);
- *Full Faith and Credit Conference*; November 5-6, 1998; Bismarck, North Dakota;
- *Community Audit Training*; April 8-9, 1999; Mandan, North Dakota (29 attendees). Attendees included seven people from Wyoming who were from or affiliated with the Wyoming Coalition Against Domestic Violence and Sexual Assault or the American Indian Justice Center. The Wyoming Coalition later hired several people to conduct audits and completed audits in every county within the state;
- *Healing and Empowering Through Culture*; June 18-19, 1999; Lander, Wyoming (49 attendees); and
- *Advocacy for Rural Domestic Violence Victims*; October 22-23, 1999; Miles City, Montana (32 attendees).<sup>4</sup>

Evaluation forms were distributed at each training event. It was reported that the trainings were effective in providing new information and were motivational to those attending the sessions.

Additionally, the Tri-State Collaboration Project worked together on the development and distribution of materials designed to **increase community awareness of domestic violence and services available**. Materials included guidebooks targeted to specific professions, as well as victim cards, posters, and videos. Distribution of materials began in the fall of 1998. In February 1999, the NDCAWS project coordinator presented at a Praxis training on increasing public awareness to discuss the materials they had developed and how they have been used. Interest in the materials from domestic violence programs across the country increased, and the grantee began distributing their materials nationwide. (Evaluators have seen materials from the Tri-State Collaboration Project on site visits in Oregon and Florida.) Distribution channels for the materials include national and state coalitions, national clearinghouses, national domestic violence organizations, tri-state members from Montana and Wyoming, professional organizations, universities, libraries, and dioceses.



Between the fall of 1998 and December 2000, more than 100,000 copies of the various materials developed as part of the Tri-State Collaboration Project have been distributed.<sup>5</sup> The materials developed and the numbers distributed of each are as follows:

#### **Guidebooks**

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

#### **Posters**

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

#### **Videos**

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

NDCAWS also used conference presentations and exhibiting to further increase community awareness of domestic violence and services available. Conferences for professions in which a guidebook had been developed were specifically targeted.

Examples include:

- NDCAWS hosted a booth with copies of the *Guide for Educators* guidebook at the North Dakota Education Association Conference in Minot, North Dakota on October 5-6, 1998; and at the regional Head Start Conference in Bismarck, North Dakota on October 18-19, 1998.
- NDCAWS presented and distributed the *Guide for Cosmetologists* guidebook at a Cosmetologist Conference in Bismarck, North Dakota on October 10, 1998.
- NDCAWS presented a workshop entitled, *Working with Battered Women and Their Children*, at the 24th Annual

Emergency Medical Services Conference in April 1999 (estimated attendance at the conference was over 1200). All workshop attendees received the guidebook, *Working with Battered Women and Their Children, Guidelines for Health Care Professionals in Rural and Remote Communities*. The workshop was followed up with a mailing of the above guidebook to: 130 ambulance services, 72 quick response units, 105 rescue squads, and 6,000 EMS professionals in North Dakota during the summer of 1999.

- In summer 1999, NDCAWS presented the guidelines for health care professionals working with domestic violence victims while being videotaped for *EMS Today*, an educational video that is produced monthly by the North Dakota State Health Department. The video was mailed to all North Dakota ambulance services, quick response units, rescue squads, and training institutions.

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

To conduct training and technical assistance activities, the grantee hired a technical assistance provider to conduct a survey of the 13 rural and reservation-based programs to determine the type of training and assistance needed, and then to design a comprehensive technical assistance program to meet the program's needs. The following training and technical assistance activities were conducted with member programs from October 1999 to December 2000:

- Administrative Issues Training, 13 programs;
- Board Roles and Responsibilities, six programs;
- By-Laws/Revision and Development, three programs;

- Evaluation and Client Satisfaction Surveys, one program;
- Financial Management Training, four programs;
- Fundraising Planning, one program;
- Grant Writing and Memorandum of Agreement, one program;
- Long Range Planning Activities, one program;
- Policies/Revision and Development, four programs;
- Strategic Planning, one program;
- Training Coordination, one program;
- Victim Interviewing, one program;
- VOCA Grant Assistance, two programs; and
- Volunteer Manual Development, one program.

Results of a phone interview conducted by the evaluators indicated that the member programs had been able to use the information presented during training and technical assistance sessions to enhance their capacity to respond to domestic violence. Seven programs used information presented during the trainings to either develop (n=3) or revise (n=4) policies and procedures within their agencies. Three programs used the information to establish (n=2) or revise (n=1) the agency's bylaws. One program used information to develop victim service satisfaction surveys and staff evaluation forms. Another program used information to develop a fundraising campaign.<sup>6</sup> Each program has a brochure describing services provided as a result of the technical assistance provided under the Rural grant.

Trainings with board members and service providers have included workshops conducted by the grantee, in-state trainings organized by the grantee, and trainings provided as part of the Rural grant, such as those provided by Praxis International. Four in-state trainings were held in 1999 with a total of 67 attendees. The trainings were: 1) Administrative Issues Facing Victim Service Programs, September 2, 1999; 2) Batterer's Treatment Training, October 4, 1999; 3) Community Response and Intervention, October 5, 1999; and 4) Law Enforcement and Justice System Response,

October 6, 1999. Results of the training component of the grant included an increase in training activity throughout NDCAWS, an increased interest in sending people to training to enhance services, and an increased interest in offering services in a more efficient manner.

Community audits were conducted in 16 counties, two of which included reservation-based programs. The audits were designed to assess each county's position on issues related to domestic violence. Segments of the community receiving questionnaires included law enforcement, judiciary, medical, housing, clergy, victims, and business. Trends noted by the local project evaluator included: 1) the idea of a countywide task force on domestic violence was heartily endorsed; 2) the degree of acceptability of domestic violence is high; 3) resources for domestic violence victims were identified as inadequate; and 4) rejection of the notion that domestic violence is a family matter.<sup>7</sup>

Another goal of the North Dakota Rural Collaboration Project was to **increase collaboration among member programs**. Activities designed to accomplish this goal included establishing a Rural Issues Committee, reestablishing the Native American Forum, and encouraging the use of "cooperative programming" between urban, rural, and reservation programs. The poor economic conditions in North Dakota and the resulting reduction in services to rural areas have created additional pressures for rural and reservation programs. Jobs remain vacant due to a lack of qualified applicants, financial resources are scarce, and there was little coordination among agencies providing services to domestic violence victims. To address these issues, NDCAWS introduced the idea of cooperative programming to encourage member programs to work together to collectively improve services to victims and help ensure the sustainability of all member programs. An additional goal of cooperative programming was for NDCAWS to have a presence in all 53 counties in the state. Currently, there are six counties (Foster, Griggs, Towner, Sioux, Steele, and Wells) in North Dakota that are not served by any domestic violence program. The first step in encouraging programs to work together was to empower rural and reservation programs to take a more active role in NDCAWS's programming and to increase awareness among urban programs of the context in which rural and reservation programs operate. The Rural Issues Committee and the Native American Forum were formed with these objectives in mind.

NDCAWS established a Rural Issues Committee in 1997 to generate and share ideas relating to early intervention for victims in rural areas, identify gaps in county services, and develop and distribute educational materials relevant to rural areas. The committee meets four times per year and includes 12 of NDCAWS's member programs. A committee report is presented at each of the NDCAWS's bimonthly meetings. The

grantee initially developed a Rural Issues newsletter to provide targeted information and resources to rural and reservation programs. The newsletter was later discontinued (June 1999), in favor of including a rural issues column in the NDCAWS newsletter, *Dakotah Cassandra*, which is mailed to all member programs and community stakeholders quarterly.

Evaluators conducted phone interviews with staff from member programs to find out what changes had been observed within NDCAWS since the formation of the Rural Issues Committee. Of the 12 people responding to this question, all stated that the rural programs have a bigger voice in the NDCAWS and that their issues are being heard and addressed. Many classified the specialized training and information they received under the grant, such as a video showing the effects of domestic violence on a rural town, as invaluable and a real blessing. Several people stated that they felt the urban programs now have a better understanding of the challenges rural and reservation programs face.

Current goals of the Rural Issues Committee are: 1) identify technical assistance needs; 2) assist on a domestic violence guidebook for childcare providers being developed by NDCAWS; 3) participate in local trainings being conducted by the STOP Committee; 4) participate in implementing recommendations arising from community audits; and 5) follow-up with or rejuvenate task forces in each service area by taking the results of community audits to the task forces to present recommendations and begin planning for implementation.

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

## CONCLUSIONS

NDCAWS used Rural funding in fiscal years 1996 and 1998 to address two priority areas: 1) developing a coordinated community response to domestic violence; and 2) serving diverse and traditionally underserved populations. Efforts to coordinate a community response to domestic violence include community audits and the development and distribution of culturally and geographically specific guidebooks for professionals,

such as emergency medical services personnel, and the public. Guidebooks also were developed for professions who may come in contact with victims of domestic violence in the course of their professional roles. Examples include the clergy, cosmetologists, and educators. The demand for these guidebooks, developed as part of the Tri-State Collaboration project, is indicative of the project's success: over 100,000 copies of the various booklets have been distributed nationwide since 1998.

NDCAWS's involvement in numerous domestic violence-related projects and collaborations has further enhanced its efforts to coordinate a community response to domestic violence. The grantee is the recipient of a grant to address campus violence through community mobilization, education, and policy change among the 19 private, public, and tribal colleges and universities in North Dakota. The grantee also participates on the Children's Advocacy Committee, which is seeking to increase awareness about the effects of domestic violence on children and establish supervised visitation centers. As part of this project, the grantee plans to participate in cross-training of domestic violence advocates and child protective service workers to build a coordinated response to co-occurring domestic violence and child abuse. Recently, federal legislation allowed states to adopt a family violence option that may be used to temporarily waive the work requirements and time limits imposed by the Temporary Assistance to Needy Families program. Domestic violence advocates from member programs and eligibility workers are participating in cross-trainings to coordinate responses to domestic violence. Lastly, NDCAWS and the North Dakota Division of Parole and Probation jointly formed the Batterers' Treatment Forum in 1995 to set standards for service providers serving domestic violence offenders. The volunteer members of the forum include individuals from various human service, criminal justice, legal, and social service fields.

Central to NDCAWS's efforts to coordinate a community response has been its focus on serving diverse and traditionally underserved populations by increasing the capacity of member programs in rural and reservation areas. On-site training and technical assistance have been provided to help programs develop policies, procedures, and fundraising campaigns. Community audits were conducted in 16 rural counties, which included two reservations, to identify gaps in services. Plans include having members of local programs use recommendations from the audits to establish or re-energize local task forces to improve services to victims in these areas.

Increasing collaboration between member programs also was a goal of the grantee to improve victim services and ensure sustainability of rural and reservation programs. The grantee established a Rural Issues Committee and reestablished the Native American Forum to increase awareness of the unique challenges faced by these programs. Previously, rural and reservation programs reported feeling like second-class citizens in

**NDCAWS. As a result of the grantee's efforts, staff from 12 member programs (representing the nine rural programs and three mid-size programs serving rural areas) stated that the rural programs have a bigger voice in NDCAWS and that their issues are being heard and addressed.**

## ENDNOTES

1. U.S. Census Bureau, North Dakota, 2000.
2. *Suicide by North Dakota Children, Teenagers, and Young Adults, The North Dakota Response*, North Dakota Adolescent Suicide Prevention Task Force, September 2000.
3. Rural Domestic Violence and Child Victimization Enforcement Grant Program, FY2000 Grant Application, North Dakota Council on Abused Women's Services.
4. Progress Reports for the period March 1, 1997 to December 31, 1999, North Dakota Council on Abused Women's Services.
5. End of Grant Report, September 1, 1998 to April 30, 2000, North Dakota Council Abused on Women's Services.
6. Phone interviews were conducted with 12 of the 13 member programs in November 2001.
7. Phone interview conducted with the local evaluator in May 2001.



## **CHAPTER 8**

### **Oregon State Office for Services to Children and Families**

---

# 8

---

## Oregon State Office for Services to Children and Families

### PROGRAM DESCRIPTION

The State Office for Services to Children and Families (SCF) is Oregon's child protective services (CPS) and child welfare agency. SCF first focused on the association of child abuse and domestic violence in the early 1990s, in the wake of a number of child fatalities in the state. SCF's Rural grants were preceded by several related projects, which laid much of the groundwork for the project funded by the Rural grants. These related projects included a grant from the U.S. Department of Health and Human Services (HHS) which funded the first edition of *SCF's Practice Guidelines for Cases with Domestic Violence*, a procedural and informational document for use by CPS workers to identify and appropriately manage cases with domestic violence involvement. The HHS grant also funded pilot projects, which placed domestic violence advocates in SCF branch offices for the purpose of enhancing the collaboration between SCF and local domestic violence programs to impact the safety of children of domestic violence victims.

SCF used its Rural grants to expand the work they were already doing with local domestic violence service providers, specifically to provide domestic violence services to women whose children were referred to CPS. The goals of the Rural grants were to increase the safety of battered women and their children, to decrease victim-blaming, and to provide specialized services to women and children served by SCF.

The FY1998 Rural grant funded the placement of a domestic violence advocate in each of three SCF county branch offices. The FY2000 Rural continuation grant placed an advocate in one additional branch office. The participating branch offices and affiliated domestic violence programs are listed in Exhibit 8-1.

These four advocates divide their time between affiliated local domestic violence programs and the SCF branch office and provide direct services to SCF clients, as well as domestic violence training, expertise, and consultation to SCF caseworkers. The advocates have desk space at SCF branch offices and have both formal and informal opportunities to assist on issues relating to domestic violence awareness, prevention, and

## Exhibit 8-1

### RURAL GRANT-FUNDED DOMESTIC VIOLENCE ADVOCATE PLACEMENT AT SCF BRANCH OFFICES

Rural FY Funding	County SCF Branch	City	Affiliated Domestic Violence Program
1998	Douglas	Roseburg	Battered Persons' Advocacy
1998	Hood River	Hood River	Helping Hands
1998	Malheur	Ontario	Project Dove
2000	Union	LaGrande	Shelter from the Storm

advocacy. For example, the advocate may participate in case screening and assessment and in family planning meetings. According to SCF caseworkers, 50 percent of its family planning meetings involve domestic violence. The facilitator meets with the advocate before the meeting to discuss domestic violence involvement in the family and to decide whether the batterer should be present. The presence of the advocate ensures that the issue of domestic violence is included in all planning for the family and helps to keep the victim and children safer. Informally, the advocates are a resource to SCF caseworkers and their clients. The advocates' presence at the branch office affords them the opportunity to be a part of the informal discussion of cases and to provide advice and expertise to CPS workers about potential involvement of domestic violence in their cases. The advocates also provide domestic violence services that include shelter, counseling, development of safety plans, and court advocacy to SCF clients. These services may be provided by the advocate or the affiliated domestic violence program.

A local process and formative evaluation of the advocates' activities is being conducted by the Child Welfare Partnership of Portland State University. The local evaluators distribute a newsletter, *Partnership Press*, to SCF offices and domestic violence programs statewide to describe the activities and impact of the advocates' presence at the SCF branch offices.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on November 30–December 1, 2000. The site visit consisted of a visit to the SCF branch office in Douglas County and to SCF's office in Eugene, Oregon. Interviews were conducted with the following individuals:

- Bonnie Brautigam, domestic violence coordinator, SCF (Eugene);
- Jim White, research and statistics, SCF (Eugene);
- Craig Katka, training coordinator, SCF (Eugene);
- Steve Darling, SCF branch chief (Roseburg);
- Darlene D'Angelo, SCF caseworker/DV Coordinator (Roseburg);
- Mike D'Angelo, SCF family planning meeting facilitator (Roseburg);
- Kevin Gibson, SCF Intake Unit supervisor (Roseburg);
- Vanessa Becker, executive director, Battered Persons' Advocacy (Roseburg);
- Cheryl Carson, sexual assault coordinator, Battered Persons' Advocacy (Roseburg);
- Pat Fagone, domestic violence advocate for Roseburg SCF Branch Office, Battered Persons' Advocacy (Roseburg); and
- Anna Rockhill, evaluator, Child Welfare Partnership, Portland State University (Roseburg).

Telephone interviews conducted while in Oregon included:

- Angelia Brower, domestic violence advocate for Union County SCF Branch Office;

- Janie Gilbert, domestic violence advocate for Malheur County SCF Branch Office; and
- Amy Zacher, domestic violence advocate for Hood River County SCF Branch Office.

Group interviews were conducted with staff (other than those listed above) from Battered Persons' Advocacy and the SCF branch office in Roseburg. These group interviews were informal (i.e., participants came and went as schedules permitted). Participants were generally not intimately involved in Rural grant activities but could provide objective comments on how the partnership between SCF and the domestic violence program was working and on the relationship between SCF and the domestic violence community prior to SCF's related programs. The group interview with staff from Battered Persons' Advocacy was conducted at its headquarters, which afforded the site visit team a brief tour of the facilities, including the shelter.

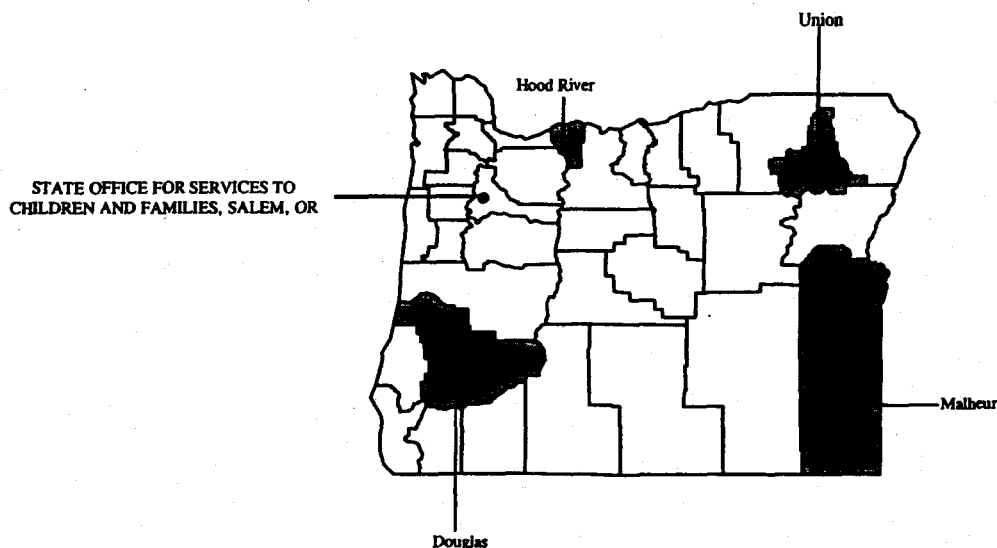
After the visit, the site visit team worked closely with data analysts from the State Office for Services to Children and Families and the Child Welfare Partnership at Portland State University to find outcome data related to the Rural grant's activities. These data analysts gave freely of their time, and findings noted in this report would not have been possible without their assistance. Participating data analysts from SCF included Jim White and Paulos J. Sanna; participants from the Child Welfare Partnership at Portland State University included Paul Ballatty, Pete Colson, and Don Grosnickel. The local evaluators from the Child Welfare Partnership at Portland State University shared qualitative data from their process evaluation that included interviews with caseworkers and victims, and an informal survey of caseworkers that noted findings on changes in knowledge, awareness, and attitudes. These data also are included in this report.

## **COMMUNITY CONTEXT**

The four Oregon counties impacted by SCF's FY1998 and FY2000 Rural grants have different community contexts, which shaped the planning, implementation, and success of the grant in each county. (A map showing the location of the counties targeted by SCF is presented in Exhibit 8-2.) The components of each community's context are outlined by county below.

## Exhibit 8-2

### COUNTIES TARGETED BY THE STATE OFFICE FOR SERVICES TO CHILDREN AND FAMILIES, OR



#### *Douglas County*

- Ninety-seven percent white, with small Hispanic and African American populations;
- Rural county with no large urban center; 1999 county population of 100,850;
- Located in southern Oregon, the county includes portions of the Cascade Mountains on the east and the Coastal Range on the west. A small finger of land extends to the Pacific coast;
- The number of roads crossing the mountainous area are limited; outlying communities are isolated, and public transportation in those areas is nonexistent;
- The SCF branch office (in Roseburg) is three to four times larger than the other three branches participating in the Rural grant; and

- Economically, Douglas County is considered a “distressed county” by the Oregon Economic and Community Development Department.<sup>1</sup>

### ***Hood River County***

- Majority white population, but includes a Hispanic, Spanish-speaking population;
- Located in northern Oregon, bordering the state of Washington, Hood River is the second smallest county (in square miles) in the state. Hood River, which is a rural county with no large urban centers, had a 1999 population of 19,700;
- Hood River is home to portions of the Cascade Mountain Range, the Hood River, and portions of the Columbia River Gorge National Scenic Area; and
- Economically, Hood River County is considered a “distressed county” by the Oregon Economic and Community Development Department.

### ***Malheur County***

- Majority white population, but includes a Hispanic, Spanish-speaking population;
- Located in southeastern Oregon, Malheur County borders Idaho, and is the second largest county (in square miles) in the state. Malheur, which is a rural county with no large urban centers, had a 1999 population of 30,700;
- Ninety-four percent of the county is rangeland, two-thirds of which is controlled by the federal Bureau of Land Management; and
- Economically, Malheur County is considered a “distressed county” by the Oregon Economic and Community Development Department.

## ***Union County***

- Majority white population, but includes a Hispanic, Spanish-speaking population;
- Union County is located in northeastern Oregon and is a rural county with no large urban centers. Union had a 1999 population of 24,500;
- The county is comprised of a large fertile valley surrounded by national forests and mountain ranges; and
- Economically, Union County contains six communities that are considered "distressed" by the Oregon Economic and Community Development Department.

## **LOGIC MODEL**

A logic model was developed to show the link between the grantee's activities and desired outcomes. The logic model for the State Office for Services to Children and Families is presented in Exhibit 8-3. Each component of the model is described below.

### **Contextual Variables**

***Ideal Model.*** The nexus between child victimization and domestic violence in the state of Oregon is evident from the following:

- Three out of five Oregon children living in abusive households are estimated to have seen or heard the abuse during the past year;<sup>2</sup>
- In 1999, 9 of the 18 child fatalities in Oregon involved a family member or other intimate partner who had a history of being the perpetrator of domestic violence;<sup>3</sup>
- Domestic violence was noted as a "stress factor" in 32.3 percent of SCF's founded child abuse reports in 1999; this percentage has grown each year since 1996 (22.7% in 1996, 27.6% in 1997 and 31.9% in 1998);<sup>4</sup>

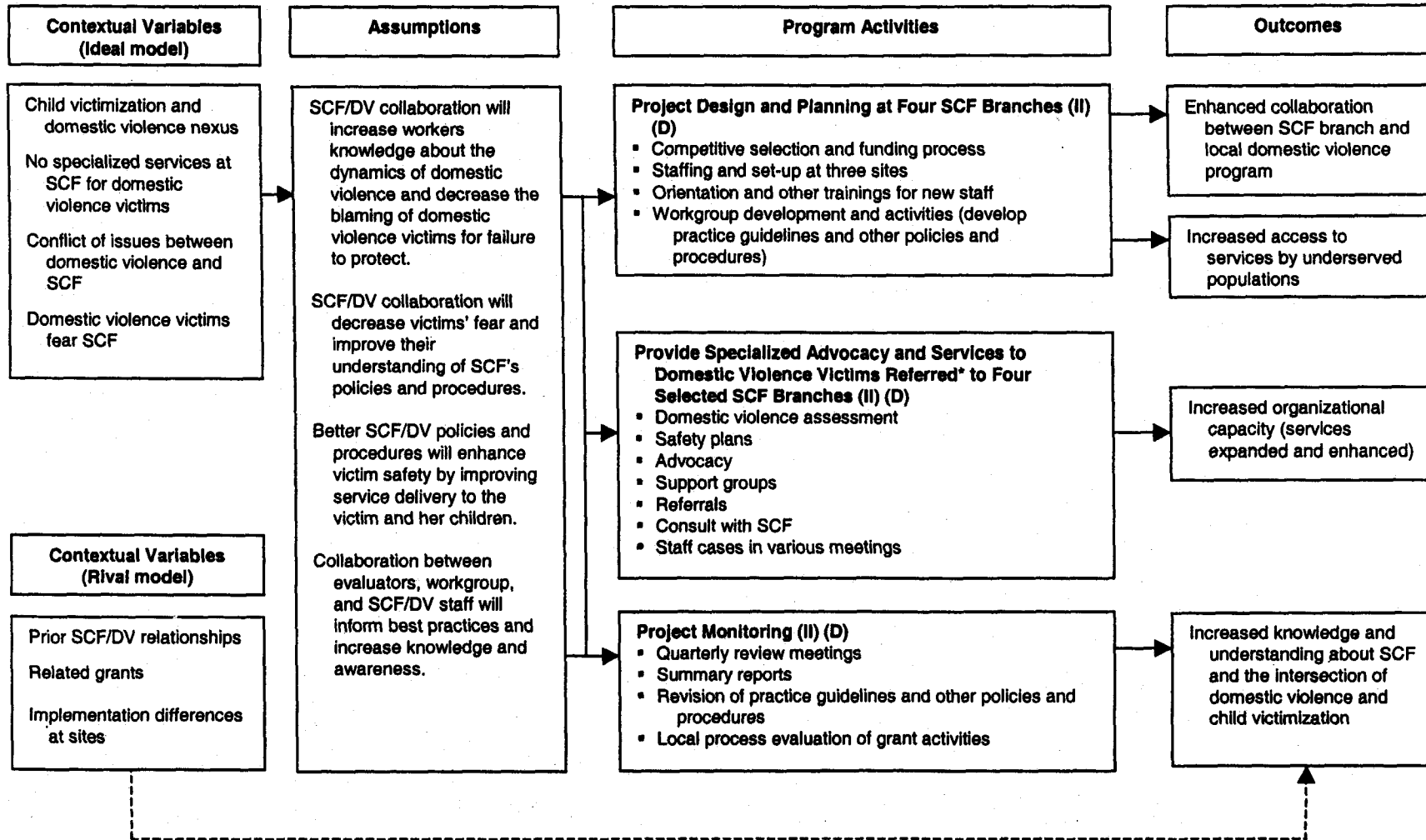


Exhibit 8-3

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL  
Oregon State Office for Services to Children and Families (FY1998, FY2000)**

COSMOS, July 2002

8-8



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

\*"Referred" includes cases closed at screening, closed at assessment, and open.

- In 48 percent of Oregon foster care cases, domestic violence was noted as a family factor;<sup>5</sup> and
- Certain family factors are directly linked with the severity of child maltreatment. One of the family factors most prevalent with severe child maltreatment is severe domestic violence.<sup>6</sup>

The nexus between domestic violence and child maltreatment was compounded by the lack of awareness and specialized services within the one agency most involved with the people facing the intersection of these issues. Interviewees noted that in the past, SCF caseworkers did not take domestic violence seriously and never addressed domestic violence in case planning. Rarely was a case opened at SCF because of domestic violence. Caseworkers noted they did not realize how domestic violence and child maltreatment were connected, and having no training or tools to deal with domestic violence, they ignored it in all but the most severe cases. SCF caseworkers noted that because of their lack of knowledge and awareness, they had little patience for domestic violence victims, and the prevailing attitude was one of blaming the victim for her situation.

Traditionally, there has been a conflict of issues between CPS and domestic violence programs, which was true for SCF and domestic violence providers. Interviewees noted the perception within SCF was that domestic violence providers want to protect the victim without regard for the child; and that the perception within the domestic violence community was that SCF wants to protect the child without regard to the victim. It was noted that the tendency to charge a victim with "failure to protect," without consideration of the complexities of domestic violence involvement was problematic. Further complicating the conflicting philosophies of these two service providers was that SCF and domestic violence providers had little or no contact with each other.

Lastly, interviewees from SCF and the domestic violence community noted that victims fear SCF, believing that once SCF becomes involved, their children will be taken away from them. This fear results in victims being unwilling to seek help from SCF either directly or through referral by the domestic violence provider.

**Rival Model.** Rival explanations for outcomes achieved by the grantee are presented below for the overall grant program and for each of the four counties served by the grant.

## **Overall Grant Rivals**

- Related prior grants (HHS) advanced the objectives of this grant (e.g., pilot sites, first draft of the *SCF Practice Guidelines for Cases with Domestic Violence*);
- Implementation Rival: The advocates become involved in a case at different points, depending on the county. For example, in Hood River and Malheur Counties, the advocates go out alone to meet with women who are referred to SCF in cases where there is domestic violence but no direct allegation of child abuse and neglect (threat of harm). In Douglas County, SCF makes the initial home visit and assessment then refers the case to the advocate if there is domestic involvement;
- Uneven criminal justice system support in each county affects the overall domestic violence situation;
- Batterer accountability not uniformly present in each county; and
- SCF has increased the domestic violence component of caseworker training to include five hours of specific domestic violence instruction. The caseworkers also follow a case study, which includes domestic violence involvement, throughout their training. The instruction for conducting family planning meetings now also includes specific information for cases with domestic violence involvement.

## **County-Specific Rivals**

### ***Douglas County***

- Battered Person's Advocacy (BPA) has been in operation for over 20 years and is well respected and well known in the community;
- A good relationship already existed between SCF and BPA;

- The advocate is well known and highly respected within SCF and has a long history with BPA;
- The same advocate has been involved in this grant since the beginning;
- One SCF caseworker was previously employed by BPA (cross-pollination);
- Recent restructuring of SCF branch office;
- SCF has served on BPA's Board of Directors; currently serves on BPA's Board of Advisors; and
- High turnover of SCF caseworkers—must constantly retrain on this issue, but new workers easier to train on the issue and better able to accept the SCF-advocate collaboration.

#### ***Hood River County***

- The local SCF branch and Helping Hands had worked together for 20 years prior to the Rural grant (mutual committee work, work on grant development, work on various community projects);
- There is a high level of buy-in by caseworkers;
- Three different people have filled the position of advocate; and
- The advocate's primary focus is cases that involve domestic violence but are screened out during intake; however, the advocate also works with caseworkers on open cases that involve domestic violence.

#### ***Malheur County***

- SCF and Project DOVE had worked together cooperatively for 15 months prior to the Rural grant;
- Two different people have filled the position of advocate;

- Caseworker buy-in is not as high as in Hood River and Douglas Counties, but it is better than in Union County;
- There is a new branch manager, which presents a learning curve at the managerial level;
- The first advocate was previously employed by Malheur County SCF (cross-pollination); and
- In Malheur County, the advocate's main focus is cases that involve domestic violence but are screened out during intake; however, the advocate also works with caseworkers on open cases that involve domestic violence.

### *Union County*

- This is the newest site and has had less implementation time;
- There is a new branch manager, which presents a learning curve at the managerial level;
- Union County has had less success with caseworker buy-in. Interviewees indicated that project planners in Union County did not involve the caseworkers enough during the planning phase, and they attribute this lack of involvement as a reason for current lack of commitment on the part of caseworkers; and
- Advocates work more with open cases than with cases at screening and assessment.

### **Assumptions**

It was assumed **increasing knowledge and awareness within SCF** would result in a better understanding of domestic violence and its connection to child maltreatment. Domestic violence needed to be brought into the equation when SCF considered assessing, opening, and working with a new case. Once caseworkers understood the plight of victims, they would be more sympathetic and more willing to address domestic violence as a factor in their cases, as opposed to simply blaming the victim for failure to protect the child or ignoring domestic violence as a root family problem.

The next step, **collaboration between SCF and domestic violence programs**, would help to allay victims' fear of SCF by increasing their knowledge of SCF's role and mission and correcting misperceptions. The presence of an advocate at SCF would have the immediate impact of supporting the victims and helping them to feel that they have someone on their side. Further, the advocate could reassure the victims and encourage them to work with SCF, for the sake of the children, while at the same time addressing the domestic violence issue. Reduction of the victims' tension would result in an increased ability to make sound effective decisions, instead of rash decisions based on fear. The policies and procedures that codify this collaboration will result in overall improved services to victims and children. Victims and children would receive services from SCF that recognize and address domestic violence, in addition to the services of the domestic violence advocate and the affiliated program. In this manner, both victims and children would be effectively and appropriately served, and this improved service delivery would enhance safety.

The work of a local evaluator and a collaborative workgroup would enhance the above by providing regular feedback to SCF staff and the domestic violence advocates. It was recognized that collaboration between SCF and domestic violence advocates was an innovative and unprecedented method of dealing with domestic violence and child maltreatment and that both professional communities would have to be intimately involved in the planning and implementation of the collaboration. A collaborative workgroup would provide a forum for input on the process from both SCF and the domestic violence community, and it would facilitate the development and enhancement of this new relationship. The workgroup would be a forum for sharing best practices and information about overcoming obstacles. The local evaluator would facilitate the gathering of this information from each participating branch office and also would share this information in a variety of other ways. The work of the local evaluator and the collaborative workgroup would raise visibility about the project both within the participating sites and within other SCF branches, and would help to demonstrate the effectiveness of an SCF-domestic violence collaboration.

### **Program Activities and Outcomes**

The State Office for Services to Children and Families used its Rural grant funding to place domestic violence advocates at SCF branch offices. SCF subgranted to three domestic violence programs in FY1998 and one additional program in FY2000. Program activities fall into three categories, as described below.

***Project Design and Planning at Four SCF Branch Offices.*** SCF issued a solicitation for proposals from domestic violence programs statewide. The programs were required to show a current working relationship with the local SCF branch or

previous experience in collaborative projects with an agreement by the local SCF branch to participate in this project. Three programs were selected with FY1998 Rural funding, and an additional competitive process was undertaken with FY2000 funding to select one additional program. Once programs were selected, staffing, program set-up, orientation, and training were implemented. **Enhanced collaboration between SCF and local domestic violence programs** has been demonstrated through the work of the Domestic Violence and CPS Workgroup, which was developed under the HHS training grant. Members consisted of the SCF domestic violence coordinator and other agency representatives; representatives from the participating SCF branches and the affiliated domestic violence programs; and the local evaluator.<sup>7</sup> The workgroup assisted in the development of the *SCF Practice Guidelines for Cases with Domestic Violence*, assists in developing and modifying other project-related policies and procedures, and serves an informal advisory function for the project, assisting with problem-solving and oversight.

As of July 2001, advocates worked directly with or consulted on a total of 230 cases. Caseworkers initially could not determine how the presence of an advocate could benefit them; however, they found that the advocates are useful in many ways. SCF interviewees noted that in addition to providing domestic violence expertise, advocates assist with casework and help to encourage client cooperation with SCF. Some interviewees noted that caseworkers have become very dependent on the advocate and notice when the advocate is not there. Caseworkers believe that the advocates deal with many of the barriers victims face that SCF cannot deal with or might not even see. The advocate helps the client see the situation more clearly, builds trust between the client and SCF, and helps the client understand that SCF is trying to help her protect her children. The caseworkers admit that there have been cases where they could not get through to the victim, but the advocate could.

Caseworkers noted that counseling and advocacy are the most helpful services offered to the clients by the advocate. Both caseworkers and advocates note that SCF's client services have improved, because caseworkers are constantly addressing domestic violence due to the daily communication between the advocates and caseworkers. Advocates and domestic violence program staff noted they have effective working relations at SCF; caseworkers are more willing to talk to them about domestic violence-involved cases.

Victims indicated that the presence of the advocate makes interaction with the caseworkers easier. One victim noted that the advocate explains SCF jargon and procedural language in a way that she can understand. Another victim indicated that she "hated everything about SCF" before she met the advocate. She indicated that she is not glad her family was involved with SCF, but she is grateful that the experience enabled her to meet the advocate.

In addition to better interaction with domestic violence-involved clients, caseworkers feel they are not removing as many children from these families. An examination of cases before and after the presence of the advocate<sup>8</sup> showed that the number of children placed in substitute care decreased after the advocates began working at SCF. It is supposed that, due to advocate intervention, victims had more options, such as protective orders and shelter; therefore, SCF was more confident of the safety of the child and felt that substitute care was not warranted. In addition, the data indicated that more of the advocate-involved cases had a reunification plan, and more cases actually achieved or partially achieved these plans (i.e., more children went home in cases with advocate involvement). Likewise, SCF did not require a protective services plan (which could order services or child placement in substitute care) in a significantly higher number of cases after the advocates' placement at the SCF branch offices. Again, this may indicate that SCF was more confident about children's safety after the intervention of the advocate.

Victims also indicated that, overall, they feel safer due to the involvement of the advocate at SCF. One victim indicated that her safety was increased, because her interaction with the advocate has made her stronger. She indicated that she never realized how destructive the batterer was and that the advocate has helped her to understand the dangers of domestic violence and has provided her with information to protect herself.

Enhanced program design and planning also has led to increased access to services by underserved populations. The advocates believe they are able to help victims they otherwise would not have seen. They note that many of the victims being served by advocates at SCF have never accessed the local domestic violence program before. One victim indicated that she had never heard of the local domestic violence program and would not have thought about contacting it had she not met the advocate while at SCF. One reason for this reluctance on the part of the victims is the fear that reaching out for help will result in removal of their children. Interviewees also noted that the advocates at SCF are providing help to victims before they need it (in a crisis). The ability to provide information during SCF staff meetings and family decision meetings positively affects safety, because domestic violence is always a consideration in case management. Victims also indicated that, with the help of the advocate, they have accessed other services that they would not have accessed on their own (i.e., counseling, support groups, emergency shelter, court advocacy).

Caseworkers, advocates, and victims indicated that victims' comfort level in dealing with SCF has increased a great deal due to the advocates' collaboration with SCF. Victims' increased comfort level positively affects their level of cooperation; and when victims are cooperative, they find that SCF can help them in many ways. One



caseworker noted a case where the client asked that her case remain open (rather than closed), so that she could continue to work with the advocate. There are now instances where clients come to SCF after their cases are closed to get more help. With an advocate's encouragement, an SCF caseworker attended a support group at her domestic violence program to talk about SCF and services it provides, which helped to increase the comfort level of victims in the group. In these cases, victims have increased access to SCF services because of the presence of the advocates in the SCF branch offices.

***Provide Specialized Advocacy and Services to Domestic Violence Victims Referred to Selected SCF Branches.*** The domestic violence programs each provided an advocate for part-time placement in the SCF branch office. The advocates have physical working space inside the SCF office and work with the caseworkers formally and informally. Formally, the advocates participate in case management at all three levels: screening, assessment, and opened. The advocates participate in family planning meetings, conduct home visits with the caseworker, and participate in SCF case staffing. Informally, the advocates confer with caseworkers about cases and provide technical assistance on the issue of domestic violence. The advocates also are present to offer advocacy services and the services of the domestic violence programs to SCF clients. The domestic violence services offered to SCF clients include development of safety plans, support groups, referrals for formal therapy or counseling, court advocacy, assistance with temporary shelter or other housing, and transportation assistance. Provision of these services and the presence of advocates have **increased organizational capacity.**

Interviewees noted that the way SCF handles domestic violence-involved cases has changed. In Douglas County, caseworkers noted that it is "routine" for the advocate to be involved in case planning, and it was noted that fewer domestic violence-related cases are closed at screening than before. One major shift noted in Douglas County was a willingness by SCF to state victims were "unable" to protect [their children] as opposed to "failing" to protect. Overall, caseworkers indicated that casework practice has changed as a result of working with the advocate. Specifically, they have more information and resources to share with their clients; they feel that they are doing less victim-blaming; they believe they are less controlling; and they have an improved concept of safety planning. Caseworkers indicated they were much more likely to work with the local domestic violence program. Communication with the advocate and the advocate's affiliated program is constant, whereas before it was nonexistent. A nonscientific survey of 22 caseworkers<sup>10</sup> found:

- Over half of respondents said they were more likely to work with the local domestic violence program than before the project;

- Over 70 percent said they were more likely to refer clients to the domestic violence program;
- Over 75 percent said they were more likely to call the advocate for consultation on domestic violence-involved cases; and
- Over 75 percent said they were more likely to invite the advocate to a family planning meeting.

In Douglas County, staff at the affiliated domestic violence program indicated that referrals from SCF to the program have increased. They consider SCF a new referral source and believe they would not have seen these cases without SCF referral.

The presence of the advocate also may be having an affect on how domestic violence-involved cases are being handled at SCF, even when the advocate is not involved in the case. A comparison of advocate-involved cases (intervention) against cases in SCF offices with no advocate (comparison) and against nonadvocate-involved cases in SCF offices with an advocate (target) revealed that a greater number of intervention cases had: second founded referrals, more cases entering and re-entering subcare, more cases with protective plans, and fewer cases achieving or partially achieving plan goals.<sup>11</sup> It is supposed that these seemingly negative findings may be due to an increased severity of the intervention cases and a heightened awareness on the part of the advocates and SCF leading to the discovery of these cases or both. A further examination of the findings revealed that target site cases did better than the comparison cases in each of the above categories, indicating that case practice is being affected in collaborating SCF offices, even in cases in which the advocate is not involved. This finding could be the result of other SCF activities that have been implemented supplemental to SCF's advocate collaboration, including:

- Enhanced training (discussed below);
- The availability of the SCF's practice guidelines for dealing with domestic violence cases (the document was made available to SCF offices statewide but is possibly more visible in collaborating offices); or
- The work of the local evaluator, including distribution of the newsletter (also made available to SCF office statewide but possibly more visible in collaborating offices).

It also is possible that even though the advocate is not formally involved in these cases, the caseworker has the benefit of the advocate's knowledge and input through informal consultation.

Other changes in SCF practice include a change in how the victims are listed. In the past, both mother and father were required to be named as the perpetrators in threat-of-harm cases. Now, when the mother is a victim of domestic violence, she is no longer cited as the perpetrator in the child abuse assessments. It is not clear what the prosecutor alleges in court documents, but a change has occurred in SCF.

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

***Project Monitoring.*** The project monitoring category includes the revision of the *SCF Practice Guidelines for Cases with Domestic Violence*, which codifies how SCF staff are to deal with domestic violence-involved cases; the Domestic Violence and CPS Workgroup meetings; and the local process evaluation. All activities have helped to **increase knowledge about SCF and the intersection of domestic violence and child victimization.**

The local process evaluation is being conducted by the Child Welfare Partnership at Portland State University and has played a strong role in **increasing knowledge and awareness among SCF and domestic violence program staff.** The evaluators believe that the study of the project impacts the participants and outcomes ("evaluation as intervention"). The evaluators have been very involved in tracking the progress of the program and providing comments via the workgroup meetings and the newsletter, *Partnership Press*, which is distributed to all SCF branch offices and participating domestic violence programs.

*Partnership Press* is the primary vehicle for sharing information about the Rural project with participants and other stakeholders. The newsletter is very substantive, and its components include a progress report from the evaluators that highlights lessons learned and best practices, a report from the SCF domestic violence coordinator, progress highlights from each site, and notices of upcoming workgroup meetings. More recently, the evaluators developed one-page "snapshots" to provide feedback immediately following site visits. The evaluators are in close contact with project participants (SCF staff, the advocate, and other staff at the affiliated domestic violence programs) as part of their evaluation work, which includes biannual site visits, telephone interviews, and regular telephone contact. The work of the local evaluators increases visibility of the

SCF-domestic violence collaboration within both targeted and nontargeted SCF branches, and the work increases knowledge and awareness about the involvement of project participants and about the issues that arise in this type of collaboration. For example, a recent edition of *Partnership Press* included an insert titled, "Collaboration: Creating a Balance Between Partnership and Advocacy." This insert discussed the "fine line advocates walk when they partner with SCF while at the same time advocating for women and children." The issue of advocate boundaries (alliance to SCF or domestic violence advocacy) is of interest to both collaborators and seems to be a constant source of questions. By addressing the issue, the evaluators are helping to problem-solve and raise awareness.

It appears that the evaluators also play a critical role in providing technical assistance to the four collaborative sites in the areas of organizational development and problem solving. The evaluators have strong relationships with staff at the SCF branch offices and the domestic violence programs and keep in close contact in order to monitor activities and progress. The evaluators' data collection methods include qualitative interviews and surveys.

Overall, interviewees noted that knowledge and understanding have improved across the board:

- Over 70 percent of caseworkers believe their knowledge of domestic violence has increased as a result of the advocate's presence at the SCF branch office;<sup>12</sup>
- Advocates and domestic violence program staff believe that there has been an increase in knowledge within SCF about domestic violence services and the dynamics of domestic violence in general;
- Advocates and domestic violence program staff have increased knowledge about SCF practices and procedures;
- There has been an improvement in attitude towards SCF among participating domestic violence program staff and advocates;
- Caseworkers are more aware of the situations victims may experience; and

- Advocates and the domestic violence program staff are more aware of SCF's mission, what SCF has to offer victims, and how they can help victims.

Caseworkers noted that the presence of advocates in SCF offices and the advocates' involvement in case planning and management have contributed a great deal to their increased knowledge. Other major contributing factors include in-service training for caseworkers by the advocates, other Rural-funded training for caseworkers (Praxis trainings), enhanced caseworker training, and additional statewide SCF trainings that focus on domestic violence.

Advocates noted that the view of SCF has improved a great deal. Interviewees noted that in the past, advocates would focus solely on the safety of the mother, assuming that if she is safe, her children will be safe. Now, there is an increasing focus on the children and helping to keep them safe as well. One advocate noted that she is better prepared to deal with child maltreatment and more likely to report to SCF when children are in danger due to a better understanding of SCF, how it operates, and how it can help. Advocates noted that now they encourage victims to access SCF services and encourage voluntary referral to SCF when it is suspected that the victim's child is in danger.

The workgroup also has impacted knowledge and awareness for all participants. Both SCF and advocates have the benefit of learning how each of the sites are overcoming obstacles, achieving successes, and working together on problem solving. The workgroup meetings also include a training component. Examples of training topics at workgroup meetings include: communication and conflict resolution, SCF's definition of "threat-of-harm," and the dynamics of domestic violence.

## CONCLUSIONS

SCF has been very successful in implementing its SCF-advocate collaboration and realizing immediate and intermediate outcomes. The evaluation team's findings include:

- As of July 2001, advocates worked directly with or consulted on a total of 230 cases;
- Victims indicated that the presence of the advocate makes interaction with the caseworker easier, and they feel they are safer;

- The number of children placed in substitute care decreased after the advocates began working at SCF (in targeted branch offices);
- More of the advocate-involved cases had a reunification plan, and more cases actually achieved or partially achieved these plans (i.e., more children went home in cases with advocate involvement);
- SCF did not require a protective services plan (which could order services or child placement in substitute care) in a significantly higher number of cases after the advocates' placement at the SCF branch offices;
- Both caseworkers and advocates note that SCF's client services are improved, because caseworkers are constantly addressing domestic violence due to the daily communication between the advocate and caseworkers;
- Victims accessed services that they would not have accessed (i.e., counseling, support groups, emergency shelter, court advocacy) with the help of the advocate;
- Fewer domestic violence-related cases are closed at screening than before the advocate was involved with SCF; and
- Interviewees noted that knowledge and understanding have improved within SCF (about domestic violence) and within its affiliated domestic violence programs (about SCF and child welfare).

Interviewees noted several practice changes within the targeted SCF branch offices and the affiliated domestic violence programs. These include:

- There is now an ongoing discussion within targeted SCF branches about domestic violence and how it relates to child welfare. This is a major practice change according to advocates and caseworkers;
- Casework practice has changed as a result of SCF-advocate collaboration; caseworkers are less likely to blame the victim

for her circumstances and are much more likely to work with the local domestic violence program to help the victim;

- There is some indication that casework practice is being positively affected, even in cases where the advocate is not involved (but in offices where the advocate is present);
- Communication between caseworkers and domestic violence advocates (and affiliated programs) is constant, whereas before it was nonexistent; and
- If the mother is a victim of domestic violence, she is no longer cited as the perpetrator in the child abuse assessment (i.e., for failure to protect).

Other significant observations noted by the interviewees include:

- The advocate destigmatizes SCF, helping victims to understand that SCF's mission is to help and protect children. SCF caseworkers describe the work of the advocate as a "buffer" between their clients and SCF; and
- Advocates believe that their presence at SCF enables them to help victims that they would not have otherwise seen.

Interviewees indicated that certain factors help to make this type of collaboration work. Based on their experience, they noted the following:

- The advocate must have an open mind and be able to see and work with both the child welfare and domestic violence sides of a case;
- Militant domestic violence advocacy will not be embraced by child welfare professionals, as it is perceived to be biased;
- The advocate must carefully monitor the information shared with the caseworkers. Confidentiality is the foundation of a solid relationship between caseworker and advocate;

- The advocate must be physically located in the child welfare office where she can overhear caseworkers' conversations and get involved;
- The advocate's willingness to be useful to the caseworkers (by getting police reports or assisting in other tasks) was found to be a significant factor in the caseworker being willing to work with the advocate;
- SCF management's buy-in is an important signal to caseworkers of the importance of accepting and utilizing the advocate; and
- The level of caseworker buy-in (to SCF-advocate collaboration) may be enhanced by previous collaboration between SCF and the local domestic violence program. Douglas and Hood River Counties have a long history of collaboration and have had greater success in getting caseworkers involved and committed than Malheur and Union Counties, which have experienced significantly less previous collaboration.

The SCF-advocate collaboration generally has been successful, but it has encountered some problems along the way. As noted above, the level of caseworker buy-in has been a challenge at some sites. Interviewees note that SCF-advocate collaboration has been institutionalized in Douglas County; collaboration in Malheur County is described as strong but not institutionalized; and the other two counties are struggling to build caseworker buy-in. There has been resistance from some caseworkers at all of the sites, mainly on the issues of confidentiality and lack of trust. It is hoped that time, training, and continued support by SCF management will bring these caseworkers around, although interviewees noted that some caseworkers will never use the advocate.

All sites have had to deal with the issue of advocate boundaries. The local evaluators developed a factsheet describing the issue and included it in an issue of the newsletter. In the factsheet, the local evaluators "conceptualize the advocate's relationship with SCF as falling somewhere along a continuum that extends from disengagement on one end and enmeshment on the other, with collaboration falling somewhere in between." The factsheet describes the dangers and disadvantages of complete disengagement or complete enmeshment, and the benefits of collaboration. Interviewees noted that inexperienced advocates are more in danger of keeping their roles



separated. It is hoped that the dialogue started by the local evaluators will help to keep the issue alive and educate both advocates and caseworkers.

Lastly, SCF has experienced internal struggles with definitions related to domestic violence in child protective cases, including "threat-of-harm" and what constitutes a "founded case of child abuse." SCF continues to explore these issues and update its *SCF Practice Guidelines for Cases with Domestic Violence*.

The local evaluators have collected a great deal of qualitative data that document the progress and outcomes of the project. Some of these data were shared with the national evaluators and appear in this report. However, descriptive data that demonstrate the level of program activity beyond the fact that advocates consulted on a total of 230 cases were not available at the time of the site visit. The affiliated domestic violence program in Douglas County (the focus of the site visit) has a great deal of raw data that have not been compiled but which may provide more insights into the SCF-advocate collaboration. SCF collects a great deal of quantitative data that detail its casework. Domestic violence involvement is noted in its data. However, at the time of the site visit, SCF had not examined its data to look for outcomes related to the SCF-advocate collaboration. Members of SCF's research staff worked with the national evaluation team to look for outcomes of the SCF-advocate collaboration, and these data are noted in this report. The national evaluation team believes that SCF is positioned to show even more outcomes based on the wealth of its data.

Interviewees note that, overall, the Rural grant has made a great impact on the way SCF deals with domestic violence cases. Caseworkers in Douglas County indicated they would like the advocate to spend more time in SCF's office but recognize that it is important that her time be divided to prevent either total disengagement or total enmeshment. The solution, interviewees note, would be to have more advocates at SCF. They are hopeful that institutionalization of the SCF-advocate collaboration will ensure that advocates continue to be present and that their presence grows.

## ENDNOTES

1. Oregon Blue Book, <http://bluebook.state.or.us>. The Oregon Economic and Community Development Department uses an average of eight measures to gauge the economic distress of Oregon's 36 counties and 240 incorporated cities. The measures gauge an area's distress relative to the comparable statewide measures on relative parameters, such as unemployment rate and per capita personal income.
2. *1998 Oregon Domestic Violence Needs Assessment*.
3. *The Status of Children in Oregon's Child Protection System, 1999*.
4. *The Status of Children in Oregon's Child Protection System, 1998* and *The Status of Children in Oregon's Child Protection System, 1999*.
5. *The Status of Children in Oregon's Child Protection System, 1999*.
6. *Cohort IV Report—An Examination of Longer-Term Foster Care in Oregon between 1995-1997*, Child Welfare Partnership, Portland State University, December 1999.
7. *Cohort IV Report, An Examination of Longer-Term Foster Care in Oregon between 1995-1997*, Child Welfare Partnership, Portland State University, December 1999.
8. Data analysis was conducted by the State Office for Services to Children and Families for the purposes of the National Rural Evaluation.
9. "Referred" includes cases closed at screening, closed at assessment, and opened.
10. Information collected by the local evaluator and shared with the national evaluation team.
11. Data analysis was conducted by the State Office for Services to Children and Families for the purpose of the National Rural Evaluation.
12. Information collected by the local evaluator and shared with the national evaluation team.

## **CHAPTER 9**

### **South Dakota Coalition Against Domestic Violence and Sexual Assault**

---

# 9

---

## **South Dakota Coalition Against Domestic Violence and Sexual Assault**

### **PROGRAM DESCRIPTION**

The South Dakota Coalition Against Domestic Violence and Sexual Assault (the Coalition), located in Pierre, provides a statewide network for and funds direct services in 22 member programs. Direct services funded by the Coalition include: crisis phone lines, shelter services, counseling and advocacy, community resource referral, and job search information. In addition, the Coalition provides a state plan for domestic violence and works to promote public acknowledgement of domestic and sexual violence. The Coalition's mission is to eliminate domestic violence and sexual assault in the state of South Dakota and Indian Country.

The Coalition used Rural funding to address five priority areas: 1) decreasing the impact of geographic isolation by improving the delivery of services through the use of technology, increasing access to legal resources, and establishing services in remote areas; 2) developing coordinated community responses to domestic violence by working with both law enforcement and nonprofit agencies to identify local resources and expand local services; 3) implementing policies and procedures to enhance the criminal justice response to domestic violence by hiring an attorney, paralegal, and law enforcement trainer to provide legal technical assistance, legal advocacy, and law enforcement training; 4) serving diverse and traditionally underserved populations by establishing a shelter with culturally relevant services for Native American women in Sioux Falls; and 5) increasing enforcement of intra- and interstate protective orders by working to establish a tribal protection order registry and working toward the passage of Full Faith and Credit enabling legislation.

Partners associated with the implementation of grant activities include member programs of the Coalition, specifically: W.E.A.V.E.; Sacred Heart Women's Shelter; Faith Outreach Services; Wholeness Center; Wiconi Wayokiya; Fall River Crisis Intervention Team; Cangleska, Inc.; Women's Lodge; Family Circle Crisis Center; P.A.V.E.S.; White Buffalo Calf Woman Society; Mitan Kala Oyanke; Bridges Against Domestic Violence; Ohitika Najin Win Oti; Sacred Circle; Mita Maske Ti Ki; Women's

Circle; Artemis House; Crisis Intervention Services; Vermillion Coalition; Women's Resource Center; Winner Resource Center for Families; Victim/Witness Assistance Program in Hettinger, ND; and Weed and Seed.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on March 21-22, 2001 to the Coalition's office in Pierre, South Dakota. Interviews were conducted with the following individuals:

- Verlaine Gullickson, co-administrator, Coalition;
- Willi Dolphus, co-administrator, Coalition;
- Mary Metcalf, program director, Mita Maske Ti Ki;
- Lisa Thompson, co-chair, Coalition; director, Wiconi Wawokiya;
- Teresa LaRue, co-chair, Coalition; director, Crisis Intervention Shelter Services;
- Pearl Gulbranson, outreach specialist and trainer;
- Shirley Big Eagle, advocate, People Against Violence and Emotional Stress;
- Shirley Erhart, advocate, Crisis Intervention Shelter Services Outreach;
- Chad Olson, law enforcement trainer; and
- Eileen Houle, outreach and media specialist.

## **COMMUNITY CONTEXT**

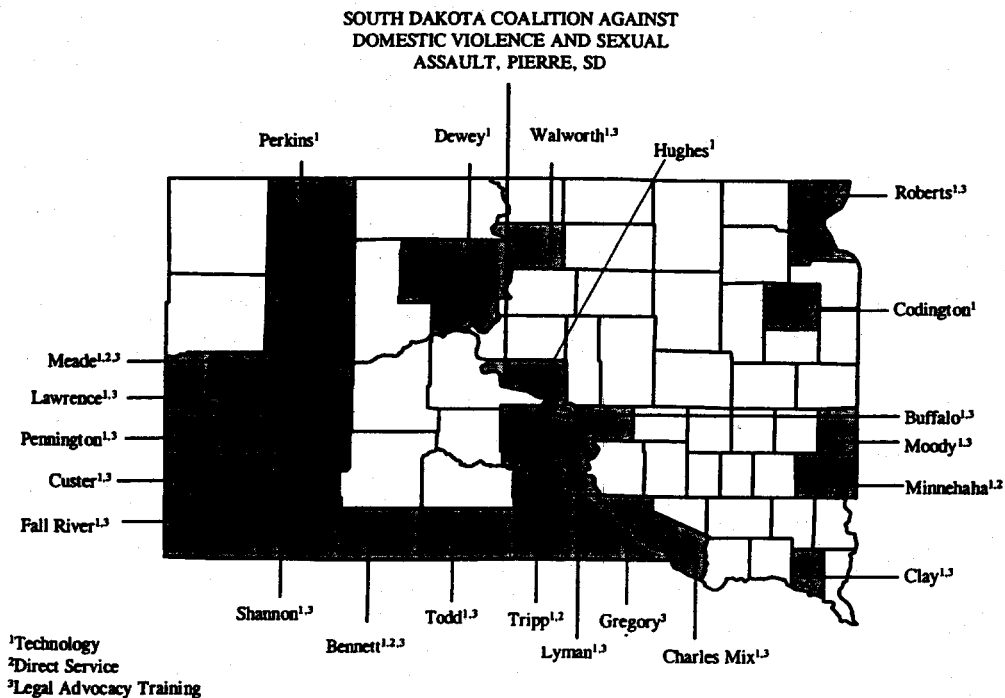
***Geographic Areas Served by the Grant.*** The grant serves the state of South Dakota through the provision of resources to 22 member programs and by specifically targeting four counties for direct services. South Dakota is the sixteenth largest state in the United

States with an area of 75,885 square miles and a total population of 754,844,<sup>1</sup> which meets the requirement for one Congressional district. Only 13 towns exceed 5,000 persons and only 11 counties have a population greater than 15,000 persons.

Four counties (Meade, Tripp, Bennett, and Minnehaha) were targeted by the Coalition for direct service expansion with Rural funding. Meade County is one of the largest counties in the U.S. with an area of 3,471 square miles—larger than the states of Delaware and Rhode Island combined. About 75 percent of the population of 24,253 live in remote areas. Tripp County is located in the south central part of the state with the Rosebud Indian Reservation to the west, the Lower Brule Reservation to the north, and the Yankton Reservation to the east. Bennett County is located between the Pine Ridge and Rosebud Indian Reservations. Minnehaha County, located in the eastern part of the state, contains the city of Sioux Falls. (A map of the counties targeted by the grantee is presented in Exhibit 9-1.)

**Exhibit 9-1**

**COUNTIES TARGETED BY THE SOUTH DAKOTA COALITION AGAINST DOMESTIC VIOLENCE AND SEXUAL ASSAULT**



**Populations in Areas Served by the Grant.** Nine American Indian Reservations are located in South Dakota and Native Americans (Lakota/Dakota/Nakota) comprise the only substantial population of color in the state—eight percent of the total population. South Dakota ranks fourth in the U.S. in total Indian population. Cheyenne River, Rosebud, and Pine Ridge are among the largest Native American Indian Reservations in the United States. Demographic data for the four counties targeted by the grant for direct service expansion as compared to the state of South Dakota are shown in Exhibit 9-2.

### Exhibit 9-2

#### DEMOGRAPHIC DATA FOR BENNETT, MEADE, MINNEHAHA, AND TRIPP COUNTIES

	Bennett	Meade	Minnehaha	Tripp	South Dakota
Population, 2000	3,574	24,253	148,281	6,430	754,844
White persons, 2000	40.9%	92.7%	93.0%	87.5%	88.7%
American Indian, 2000	52.1%	2.0%	1.9%	11.2%	8.3%
Median household income, 1997	\$22,345	\$34,655	\$39,992	\$28,631	\$31,354
Persons below poverty, 1997	36.1%	11.4%	8.7%	20.2%	14.0%
Children below poverty, 1997	46.5%	15.6%	12.1%	27.4%	19.0%
Land area, square miles, 2000	1,185	3,471	810	1,614	75,885
Persons per square mile, 2000	3.0	7.0	183.1	4.0	9.9

Source: U.S. Census Bureau, 2000.

**Economic Conditions.** Three of the four counties targeted by the grant—Meade, Tripp, and Bennett—are economically depressed areas. Minnehaha County, which contains the city of Sioux Falls, is undergoing major economic growth; unemployment is low, and housing prices are high. Within South Dakota, agriculture, primarily ranching and farming, is the primary economic industry, although tourism is becoming a close second. The declining farm economy has led many farmers and ranchers to rent portions of their property or rooms in their homes for hunting expeditions by out-of-state tourists.

Basic services, such as electricity, phone service, 911 service, crisis hotlines, and cell phone coverage, are not available throughout the entire geographic area served by the grant. In parts of Meade County, mail is delivered only three times per week. In

Bennett County, the Sunday newspaper arrives on Monday. Transportation services are available in Sioux Falls but not in the remaining three counties served by the grant.

Health and mental health services are available in Minnehaha County in or near the city of Sioux Falls. In the remaining three counties, services are available although sparsely located throughout the areas. Emergency medical service units are available in all four counties.

***Law Enforcement Response to Domestic Violence.*** The law enforcement response to domestic violence varies by jurisdiction. In many areas of the state, communities are under the jurisdiction of tribal, state, and county law enforcement agencies. This situation has led to confusion over agency responsibility. For example, in Tripp County, jurisdictional issues have arisen in two Native American housing clusters located within two miles of the city of Winner. At issue is which agency is responsible for responding to crisis calls. City and county law enforcement (the closest responders) have been reluctant to respond to the calls, citing tribal jurisdiction. However, the closest tribal police office is 50 miles away. In 1999, city and county police officers began responding to crisis calls. The officers will not arrest the perpetrator in a domestic violence situation but will transport the victim and her children to safety.

***Full Faith and Credit Issues.*** South Dakota Codified Law 23A-3-2.1 provides for mandatory arrest if a determination of probable cause has been made within 24 hours of an assault. Each of the nine tribes within the Sioux Nation has its own domestic violence tribal codes, which contain provisions for the eligibility, issuance, and enforcement of protection orders. Mandatory arrest provisions are provided in tribal codes for six of the nine tribes—Cheyenne River Sioux, Crow Creek Sioux, Oglala Sioux, Sisseton-Wahpeton Sioux, Standing Rock Sioux, and Yankton Sioux.

Both state and tribal courts issue protection orders. Although the victim is not required by law to provide service of the protection order, the order may not be served, in some cases, if the victim does not provide service. In some rural areas of the state, victims have been charged a fee for mileage to have a protection order served. Tribal courts generally will recognize and enforce protection orders from surrounding jurisdictions.

***Judicial Focus on Domestic Violence.*** The judicial system has reportedly been resistant to domestic violence training and the enforcement of Full Faith and Credit provisions citing due process and the need for ranchers to own guns for protection and to guard against poachers. The prosecution of domestic violence cases was described as not very aggressive. In rural areas, judges and prosecutors are on circuits and very busy.



As a result, they attempt to clear up the stack of cases awaiting them as quickly as possible.

**Domestic Violence Programs.** There are 22 domestic violence and sexual assault programs within the Coalition. In addition, the South Dakota Network Against Domestic Violence has approximately 16 programs for domestic violence victims. Approximately ten batterer treatment programs exist within the state. Locations for some of the batterer programs are: Lower Brule, Pine Ridge (Cangleska), Eagle Butte, Mission (White Buffalo Calf Woman Society), and Hot Springs. All domestic violence programs within the Coalition try to provide services to children of domestic violence victims. Children's Inn in Sioux Falls provides services specialized for children involved in domestic violence situations.

**Funding.** During the Rural grant period, the Coalition had two grants from the State of South Dakota (Family Violence Prevention Services in the amount of \$19,000 and Domestic Abuse Services in the amount of \$3,400), two federal grants (Family Violence Prevention Services in the amount of \$165,000 and a Rural grant in the amount of \$685,000), a private grant from the Funding Exchange, and a Bush Foundation grant of \$157,000 to fund housing or a shelter in Sioux Falls. Member programs within the Coalition may receive additional funding from federal, state, and local grants; United Way agencies; and fund drives. All member organizations are encouraged to apply for local funding, and technical assistance in applying for grants is provided from the Coalition.

## LOGIC MODEL

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for outcomes obtained by the grantee. The logic model for the Coalition is presented in Exhibit 9-3.

### Contextual Variables

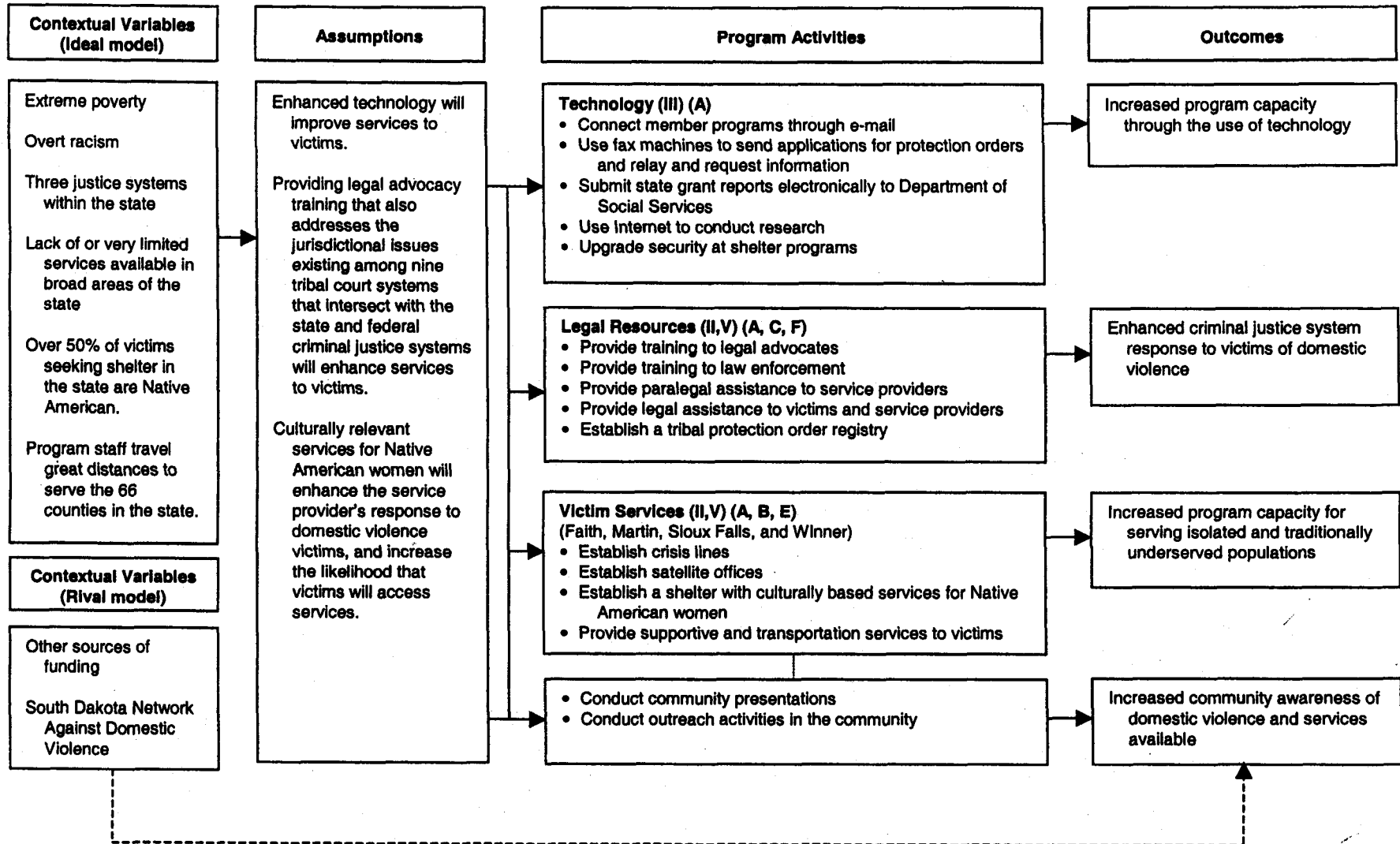
**Ideal Model.** In total, 22 counties were targeted by the grantee. Computers, fax machines, and Internet access were purchased for 22 member programs to increase the capacity of programs to serve victims through the use of technology. Programs were established to provide direct services to victims in four counties (Meade, Bennett, Tripp,

Exhibit 9-3

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL**  
**South Dakota Coalition Against Domestic Violence and Sexual Assault (FY1998)**

CSOMOS, July 2002

9-7



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

and Minnehaha), and legal advocacy training was provided to advocates in 16 counties. The contextual variables describing the counties targeted by the grantee include:

- Extreme poverty;
- Overt racism;
- Three justice systems within the state;
- Lack of or very limited availability of services over broad areas of the state;
- Over 50 percent of victims seeking shelter in the state are Native American; and
- Program staff travel great distances to serve the 66 counties in the state.

***Rival Model.*** Simultaneous to the Rural grant are variables that may impact the grant's outcomes. Two such variables are other sources of funding received by the Coalition and the presence of another statewide organization working to eliminate domestic violence, specifically the South Dakota Network Against Domestic Violence. The Network was formed about 12 years ago when seven member programs of the Coalition decided to form their own organization. Currently, the Network has approximately 16 member programs. The Network and Coalition do not actively collaborate on domestic violence initiatives but are careful to stand together on political issues or advise each other privately if they will not be able to support a particular piece of legislation.

### **Assumptions**

Three assumptions underlie Rural grant activity. Each of these assumptions collectively affects program activities and takes into consideration the geographic isolation and the lack of or very limited availability of services in the areas targeted by the grant. The assumptions are:

- Enhanced technology will improve services to victims;
- Providing legal advocacy training that also addresses the jurisdictional issues existing among nine tribal court systems

that intersect with the state and federal criminal justice systems will enhance services to victims; and

- Culturally relevant services for Native American women will enhance the service provider's response to domestic violence victims and increase the likelihood that victims will access services.

### **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the grant and to generate specific outcomes. Following is a discussion of program activities undertaken by the Coalition and their related outcomes. The discussion is organized by the three program areas served by the grantee with Rural funding: technology, legal resources, and victim services.

**Technology.** Rural funding was used to provide member programs with computers, fax machines, and Internet access to **increase program capacity through the use of technology**. Computers were used to conduct research over the Internet, improve communication between programs via e-mail, and submit grant reports electronically to the state's Department of Social Services. Fax machines were used to send and receive documents for victims, such as applications for protection orders, and to communicate with other programs or attorneys.

To assess the use of technology, the Coalition conducted a technology evaluation survey in 1999. The Coalition received eight responses from seven member programs. Responses indicated that on average, 50 percent of the respondents used the office computer 25 hours or more per week. Computers were used for the following activities: e-mail (between 1 to 12 hours per week by 100% of the respondents), research on the Internet (between 1 to 12 hours per week by 75% of the respondents), and for direct services (between 1 to 12 hours per week by 62.5% of the respondents). Fax machines were used most often for communicating with coalition staff (75%), communicating with other shelter programs (75%), sending and receiving documents for victims (62.5%), and communicating with attorneys or legal services (62.5%).

Evaluators conducted a follow-up technology evaluation survey in 2001 and received ten responses from eight member programs. Responses to the 2001 survey indicated that on average, 30 percent used the computer 25 hours or more per week (a decrease of 20 percent from 1999), although 60 percent of the respondents used the computer between 7 to 24 hours per week. Changes in computer usage from 1999 were

noted for the following activities: research on the Internet (an increase of 25% from 75% to 100% of the respondents who use the Internet for research between 1 to 12 hours per week) and for direct services (an increase of 7.5% from 62.5% to 70% of the respondents who use the computer for direct services between 1 to 12 hours per week). Fax machines were used most often for communicating with coalition staff (100%, an increase of 25%), communicating with other shelter programs (100%, an increase of 25%), sending and receiving documents for victims (90%, an increase of 27.5%), and communicating with attorneys or legal services (60%, a decrease of 2.5%). Results indicate that the use of technology has increased among member programs and has been used to enhance the delivery of services to victims.

**Legal Resources.** Rural funding was used to hire an attorney, a paralegal, and a law enforcement trainer to enhance the criminal justice system response to victims of domestic violence. Collectively, the attorney, paralegal, and trainer worked with Coalition staff to develop resources and provide training to advocates and law enforcement officers. The attorney also provided legal services to victims (39 cases), provided legal advice to member programs and victims, and served on the Governor's Task Force on Domestic Violence. The paralegal conducted research for the attorney and member programs, compiled Internet resources, and compiled statistics for a court watch project. The law enforcement trainer provided technical assistance to police officers and departments on the handling of domestic violence incidents, worked on the establishment of a tribal protection order registry, and developed a training component for police officers who batter.

From March 1999 to March 2001, law enforcement training was provided to approximately 320 people from 31 departments, offices, or casinos in 12 counties (Bennett, Charles Mix, Corson, Custer, Dewey, Lyman, McPherson, Moody, Pennington, Roberts, Todd, and Walworth).<sup>2</sup> Professionals trained included: police officers (n=179), criminal investigators (n=5), security officers (n=44), ambulance/emergency medical technicians (n=38), criminal justice students (n=7), criminal justice instructors (n=2), state district attorneys (n=2), child protective services workers (n=17), doctors (n=3), nurses (n=4), and advocates (n=19). Following trainings, the law enforcement trainer reported receiving, on average, between two to five calls per month (a few times the number rose to 10 to 12 contacts per month) from law enforcement officers responding to domestic violence incidents who wanted additional assistance. A training manual was provided to all attendees that contained information on the dynamics of domestic violence, victim and officer safety, probable cause, legal issues, interviewing and investigating, full faith and credit, and characteristics of offenders.<sup>3</sup>

From November 1999 to March 2001, legal advocacy training was provided to approximately 32 advocates from member programs and crime victim advocates in 16 counties.<sup>4</sup> A training manual was provided to all attendees containing information on the root causes of domestic violence, power and control tactics, offender accountability, grassroots leadership, and social change.<sup>5</sup>

Legal resources developed by the grantee included the *Law Enforcement Response to Domestic Violence*<sup>6</sup> guidebook and the *Directory of Law Enforcement and Public Information Agencies in South Dakota*.<sup>7</sup> Distribution of the guidebook and directory included member programs, local law enforcement departments, law enforcement training officers for the state, and coordinated community response teams. Sample copies of the guidebook with order forms were available at all meetings or conferences the Coalition or Sacred Circle attended. Approximately 20 orders (mostly out-of-state programs in Indian Country) were received from law enforcement or service programs who wanted to use the book as a guide for creating their own manuals. Law enforcement guidebooks also were distributed to all criminal justice staff and students at the Western Dakota Technical College.

The attorney and several members of the Coalition served on the Governor's Task Force on Domestic Violence and were instrumental in gaining the passage of three new laws and presenting recommendations for full faith and credit enabling legislation. The new laws passed and the dates they were enacted are:

- HB 1277—requires that all domestic violence arrests be tagged as such (July 2000);
- HB 1238—requires a temporary protection order remain in effect until a judge hears the case and issues a permanent order or takes other action (July 2000); and
- HB 1145—extends the reporting time of an incident from four to 24 hours to qualify for mandatory arrest provisions of the law (July 2001).

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

**Victim Services.** The grantee increased program capacity for serving isolated and traditionally underserved populations by establishing or expanding services to women in underserved rural areas and Native American women in four locations—Faith (Meade County), Martin (Bennett County), Sioux Falls (Minnehaha County), and Winner (Tripp County). In establishing and expanding services, the grantee conducted numerous community presentations and outreach activities designed to increase community awareness of domestic violence and services available.

The Coalition contracted with Crisis Intervention Shelter Services (CISS) in Sturgis (located on the western border of Meade County) to establish satellite services in Faith (located 105 miles away on the northeastern border of the county). Faith has a population of 571 people and is a very conservative town, where many women may not shop by themselves, join women's or church organizations, or go to county fairs with their children alone.

An advocate who lives in Sturgis began conducting outreach activities in Faith three days per week in December 1998. Activities included meeting with members of the community action team and the local police chief; distributing flyers at local businesses; placing small advertisements in the local newspaper to publicize the services available; and generally making a concerted effort to be seen in the community—e.g., shopping in town and eating lunch at the local café. Results of the advocate's efforts included the following:

- Donated office space, utilities, and furnishings from the community action team (CAT) in a building that houses the food pantry, clothing, emergency services, and community gardens. CISS flyers are included in the 50 food boxes that are packed each month by CAT;
- Local businesses allow displays of program brochures, Silent Witness exhibits, and flyers with pull tabs containing the CISS phone number on the premises. Business owners call the advocate when supplies need to be replenished or when pull tabs on flyers are gone; and
- The police frequently call the advocate when they encounter women who may have been battered even if their contact with the women is not the result of a reported domestic disturbance.

From December 1998 to January 2001, the advocate in Faith received 85 contacts from individuals needing assistance or information.<sup>8</sup> Of the contacts, 47 were white and 38 were Native American; 12 were follow-up or ongoing contacts. Of note is that contacts were received from a total of eight other counties (Butte, Charles Mix, Harding, Lawrence, Moody, Pennington, Perkins, and Ziebach) besides Meade due to increased awareness that CISS was providing outreach advocacy to women in rural areas and the lack of services in surrounding counties. In one case, the Harding County State's Attorney called the advocate to see if she would provide assistance with a protection order for a woman in that county.

In Bennett County, services are provided through a program called People Against Violence and Emotional Stress (PAVES), which is located in Martin. Martin had a church-based program prior to the Rural grant that was run by the church secretary and a volunteer. Once the program ended, the area was without formal services (volunteers continued to provide referral services and transportation) for several years until funding was received under the Rural grant. The Coalition hired an advocate (a former volunteer) in August 1998 to provide services, including a crisis line, and to facilitate a local support group for the program. The advocate works out of her home and from office space provided by a local Presbyterian Church. The closest shelter is 60 miles away. The crisis line was not advertised, because there were not enough volunteers to staff it. News of the crisis line spread by word of mouth, and 55 women have been served from August 1998 through January 2000.<sup>9</sup> The advocate is a member of the Violence Prevention Committee of the Bennett County School District and has taught classes on family violence at the local college and a local alternative school.

Under the Rural grant, a shelter with culturally relevant services for Native American women was established in Sioux Falls. The need for the shelter was identified by a needs assessment conducted by the grantee in June 1999. A total of 80 assessment surveys were mailed to: 1) nonprofit organizations; 2) the public health department; 3) schools; 4) law enforcement; 5) courts; and 6) the state's attorney's office. Forty-four surveys were returned with mixed responses to the shelter. Law enforcement and the state's attorney's office responded negatively stating that it duplicated services. The nonprofit agencies responded positively stating a great need for culturally sensitive services. The specialist received letters of support from American Indian Services and the shelter director of Children's Inn, the only shelter in Sioux Falls that is primarily for children involved in protective services. In her letter, the shelter director stated that the program frequently turns people away.

When Coalition members began the process of opening a shelter for Native American women in Sioux Falls in 1999, they were met with a great deal of resistance



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

As a result of the newspaper coverage, two local realtors helped Coalition staff locate a new site for the shelter. Two hearings were held for use of the new site (Cleveland Avenue) as a shelter. Although several community members objected to the new location, the City Council voted seven to one to issue a permit for the shelter. The shelter opened in October 2000 and has served 74 women and 69 children for 1,884 shelter days from October 2000 to July 2001.<sup>10</sup> As an additional indicator of community support, the director of the shelter was asked by the captain of the Sioux Falls Police Department to conduct approximately 20 in-service trainings for the department's officers.

*Unintended Outcomes.* After the permit was issued for the shelter, Coalition staff met with the mayor of Sioux Falls to discuss the racist remarks that had been made during the hearings and which had been reported in *The Argus Leader*. The result of the meeting was a cultural diversity training and workshop for community members. The workshop, titled *Confronting Racism and Celebrating Our Cultural Diversity*, was held on June 5, 2001 during the Coalition's annual meeting in Sioux Falls and was attended by approximately 140 people. Of the 26 workshop evaluation forms returned by attendees, 85 percent indicated that they would attend another follow-up training on confronting racism and celebrating cultural diversity if one was planned.<sup>11</sup>

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

In 1999, the Winner Family Resource Center applied and received funding for a supervised visitation center. The program subsequently applied for and received state

funding under the Victims of Crime Act, Family Violence Prevention Services, STOP, and Emergency Housing programs. As a result, the center received enough funding to sustain its domestic violence program without Rural funding in FY2000.

## **CONCLUSIONS**

The Coalition targeted five priority areas in implementing grant activities. To decrease the impact of geographic isolation, the grantee installed or upgraded computer equipment in all of its member programs. Fax machines were purchased to enable Coalition staff to fax applications for protection orders directly to the court. All of the Coalition's domestic violence service programs were connected to the Internet, and staff members have been able to use e-mail to communicate with each other and receive support and technical assistance faster. The need for increased communication among staff was recognized by the grantee, who is aware of the isolation and burnout an advocate working in a remote area alone and driving several hundred miles in a week may experience. The grantee's use of a survey to evaluate the use of the computer equipment and fax machines indicated an increase in the capacity of member programs to provide services to victims through the use of technology.

To develop a coordinated community response to domestic violence and decrease the impact of geographic isolation on the victim, the Coalition established more comprehensive services in Meade, Bennett, and Tripp counties. The Coalition hired advocates who worked in either satellite offices or from their homes in areas where formal services did not exist prior to the Rural grant. Crisis lines were established, and printed materials about domestic violence and services available were printed and distributed to increase community awareness. All three programs received community support. Local agencies donated office space and made referrals in Meade and Bennett counties. In Tripp County, the presiding judge authorized the program to keep protection order applications in its office and used the program's child visitation center for supervised visitation.

The grantee established a shelter with culturally relevant services for Native American women in Sioux Falls to increase services to traditionally underserved populations. Opening the shelter took over a year and involved community opposition and heated public hearings. The grantee's efforts to open the shelter were documented in the city's newspaper and this coverage can be credited with helping the Coalition locate the home that is now being used for the shelter. The media coverage also was instrumental in publicizing the racism encountered by Coalition staff (reprinting racist remarks made during the hearings and in interviews with community members who did

not want the shelter in their neighborhood). As a result of this publicity, 140 community members attended a cultural diversity workshop conducted by the Coalition in June 2001.

The Coalition targeted law enforcement and the judicial system to encourage the implementation of policies and protocols to enhance the criminal justice response to domestic violence. An attorney, a paralegal, and a law enforcement trainer were hired to provide technical assistance, legal advocacy, and law enforcement training. Training with law enforcement sought not only to provide guidelines on the law enforcement response to domestic violence, but also to foster a relationship between law enforcement and advocates to enhance understanding of each other's roles and encourage collaboration.

The inclusion of tribal protection orders on a central registry and the passage of full faith and credit enabling legislation were the focus of the Coalition's efforts to increase the enforcement of intra- and interstate protective orders. The Coalition partnered with Cangleska on the central registry effort and met with law enforcement and the courts of all nine tribes in the state to seek their agreement to submit protection orders to the central registry. At the time of the site visit, one memorandum of understanding (MOU) had been signed (with Cangleska), and the grantee was working with the remaining tribes to receive agreement on additional memoranda. The time needed for an MOU to be reviewed within the tribe has been a factor in the implementation of this project. An MOU must proceed through four levels of review before it is signed: 1) the police chief; 2) the law and order committee; 3) the tribal attorney general's office; and 4) the tribal council.

The Coalition served on the Governor's Task Force Against Domestic Violence during the grant period and was instrumental in gaining passage of three new laws and recommending full faith and credit enabling legislation to the governor. The first law enhances the state's data collection efforts by requiring all domestic violence arrests to be tagged as such. The second two laws enhance the safety of battered women by allowing a temporary protection order to remain in effect until a judge hears the case and extending the reporting time of an incident from four to 24 hours to qualify for mandatory arrest provisions.

## ENDNOTES

1. U.S. Census Bureau, State and County *QuickFacts*, South Dakota, 2000.
2. Training and On-site Technical Assistance Activities, Rural Grant Site Visit Summary, Chad Olson, March 1999-March 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
3. *Law Enforcement Training: Responding to Domestic Violence Calls*, South Dakota Coalition Against Domestic Violence and Sexual Assault, 1999.
4. Training and On-site Technical Assistance Activities, Rural Grant Site Visit Summary, Pearl Gulbranson, November 1999-March 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
5. *Advocacy Training Manual*, South Dakota Coalition Against Domestic Violence and Sexual Assault, 1999.
6. *Law Enforcement Response to Domestic Violence*, (training manual), South Dakota Coalition Against Domestic Violence and Sexual Assault, 1999.
7. *Directory of Law Enforcement and Public Information Agencies in South Dakota*, South Dakota Coalition Against Domestic Violence and Sexual Assault, and Cangleska, Inc, 2000.
8. Staff Reports, Meade County, December 1998 through March 2000, and April 2000 through January 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
9. Staff Reports, Bennett County, Report of Activities from August 1998 to January 2000, South Dakota Coalition Against Domestic Violence and Sexual Assault, March 2001.
10. Mita Maske Ti Ki Services Report, October 2000 through July 2001, South Dakota Coalition Against Domestic Violence and Sexual Assault, July 2001.
11. *Confronting Racism and Celebrating Our Cultural Diversity: Friendship and Change*, Conference Evaluation, South Dakota Coalition Against Domestic Violence and Sexual Assault, July 2001.

## **CHAPTER 10**

### **Vermont Center for Crime Victim Services**

---

# 10

---

## Vermont Center for Crime Victim Services

### PROGRAM DESCRIPTION

The Vermont Center for Crime Victim Services (Center) had two overarching goals for its project: 1) to create institutional change in the handling of domestic violence cases, especially when domestic violence and child abuse coexist; and 2) to enhance options for battered women and their children to access safety and support. Further, there were three priorities under these goals and they were to: 1) decrease the impact of geographic isolation; 2) develop coordinated community responses to domestic violence and child victimization; and 3) develop partnerships between child protection workers and domestic violence victim advocates.

The grant targets four counties (Caledonia, Essex, Lamoille, and Orleans) in the Northeast Kingdom of Vermont, a highly rural and isolated region of the state. The state agency charged with child protection is the Vermont Department of Social and Rehabilitative Services (SRS). There are 16 programs throughout the state and a statewide central office that comprise the Vermont Network Against Domestic Violence and Sexual Assault (Network). There is a statewide domestic violence coordinating effort, the Council on Family Violence, and there are local domestic violence task forces throughout the state, including the four targeted counties.

The core focus of this program has been building partnerships between domestic violence and child protection services to improve overall safety and services to adult victims and children affected by violence. To achieve the goals for this grant, the grantee hired three domestic violence specialists to work in child protection offices in the Northeast Kingdom. These specialists are consultants to child protection workers, help staff cases, make policy recommendations to SRS to enhance services to families where domestic violence and child abuse are present, and provide training and information on domestic violence and child abuse to the SRS local offices as well as the community. The grantee also hired children's program coordinators for four of the local domestic violence programs in the target areas and a children's advocate in the Network office to coordinate its work.

The grant funded three supervised visitation programs, but now supports only one; funds basic needs, transportation, and phone services for domestic violence victims; supports the State Attorney General's Office work on domestic violence and child protection cases; helps promote public awareness through local campaigns; and helps to support state and local task forces.

## **DESCRIPTION OF SITE VISIT ACTIVITY**

A site visit was conducted on January 18-19, 2001 and included visits to the Center for Crime Victim Services, the Clarina Howard Nichols Center, and the Lamoille Family Center. Interviews were conducted with the following individuals:

- Janine Allo, project director, Rural Domestic Violence and Child Abuse Project;
- Amy Torchia, child advocate, Vermont Network Against Domestic Violence and Sexual Assault;
- Jill Richard, SRS unit director, SRS Domestic Violence/Child Protection Unit;
- Susan Aikman, director, Clarina Howard Nichols Center;
- Will Roberts, children's program coordinator, Clarina Howard Nichols Center;
- Stuart Senghas, director, Lamoille Family Center; and
- Mary Fillmore, project evaluator (phone interview, March 2001).

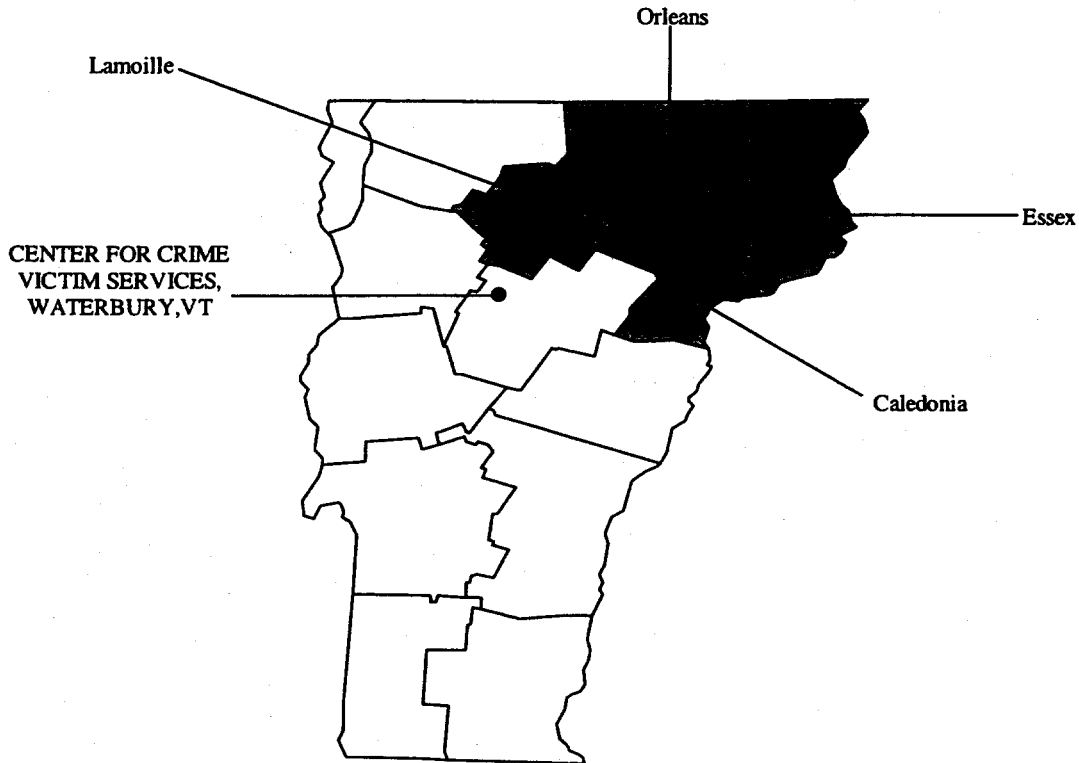
## **COMMUNITY CONTEXT**

Vermont has 14 counties that cover 9,250 square miles and has been called the nation's most rural state. The population of the state totaled 608,827 in 2000.<sup>1</sup> The grant to the State of Vermont targets four of the most rural counties in Vermont: Caledonia, Essex, Lamoille, and Orleans (a total of 62 towns). This area, commonly referred to as the "Northeast Kingdom," includes 2,475 square miles and 85,671 people.<sup>2</sup> The population is neither ethnically nor racially diverse, and the majority of the people

receiving services are white. (A map showing the counties targeted by the Center is presented in Exhibit 10-1.)

### Exhibit 10-1

#### COUNTIES TARGETED BY THE CENTER FOR CRIME VICTIM SERVICES, VT



The Northeast Kingdom borders Canada to the north and northern New Hampshire to the east. Families and victims are highly isolated in this vast area and, as opposed to the rest of the state, many residents of the Northeast Kingdom never venture outside of the region. Further contributing to the isolation of the area is that many of the dirt roads in the area are impassable during the winter and spring. Since many of the areas covered by the grant border Canada, there has been difficulty serving French-speaking Canadians who seek services and do not speak English.

This area is disproportionately poor as compared to the rest of the state, with median household incomes below the state median of \$35,210 and poverty rates higher than the state average of 9.7 percent.<sup>3</sup> An average of 18 percent of the children in the area live in



poverty, compared with 12.7 percent statewide.<sup>4</sup> In 1990, only 43 percent of persons 25 years and over had completed high school, and only 10 percent had completed college.<sup>5</sup>

Vermont has a total of 28 colleges, universities, and institutes located around the state. As might be expected in such a rural state, the main method of transportation is the automobile and only a few public transportation initiatives in the larger cities. Amtrak links the area with large cities outside of Vermont.

Vermont state police barracks, county sheriff's departments, local police departments and constabularies provide law enforcement services. Many of the communities lack even part-time police forces and rely on the state police or elected constables. Response time for law enforcement can exceed one hour and creates many problems for victims. The emergency "Enhanced 911" system is not fully operational to pinpoint for police the location of callers.

Domestic violence has been the focus of the judiciary, but community members report that judicial training is offered only periodically. The level of education and responsiveness to domestic violence vary widely among judges, but support and praise exist for local judges, including those in Lamoille County who regularly use the services of the Lamoille Family Center supervised visitation program.

Lamoille County is one of three counties in Vermont not receiving STOP funding (the other two are Windsor and Orange Counties). However, the county does have a special domestic violence prosecution unit. The unit consists of a special prosecutor (an unfunded position), a law enforcement officer (funded by the Office of Juvenile Justice and Delinquency Prevention), a domestic violence advocate (funded by the Office for Victims of Crime), and a children's advocate (funded by the Rural grant).

Vermont's laws include provisions for protection orders (including out-of-state orders) and warrantless arrests with probable cause for felony (not misdemeanor) domestic violence (and other crimes). There are separate laws defining and punishing "domestic assaults," and violating a protection order is a crime. All levels of crimes for sexual assault are present in law and include a rape shield law and a sex offender registry. Vermont also has a stalking law (described as unworkable and rarely used) and a victim's compensation program.

There are victims advocacy programs listed for all Vermont's counties. Statewide, there are toll-free phone numbers for domestic violence programs and after-hours court staff. Local domestic violence programs provide 24-hour hotline and support services for victims, emergency shelter, case management, and other support. Programs also provide community education. There are a number of batterer intervention programs, including

an in-house program run by the Department of Corrections in Windsor County for its inmates. The Vermont Network Against Domestic Violence and Sexual Assault (Network) provides assistance to its member agencies. The Vermont Department of Social and Rehabilitative Services (SRS) provides child protection services. Three supervised visitation programs have been established in coordination with this grant. Legal assistance is available through Vermont Legal Aid.

The grantee works closely with the Network on this grant. The Network provides technical assistance and training and develops public education materials. The grantee and the Network also collaborate with the Vermont Council on Family Violence, the state's multidisciplinary coordinating council on domestic violence issues and initiatives. A recent study conducted by the council documented the need for multidisciplinary training on family violence. Results of this survey were used by the grantee to support grant activities targeted at collaboration among agencies and educating all professionals who encounter abused women and children in their work.

The grantee receives funding for domestic violence- and child abuse-related activities from the following sources:

- STOP Violence Against Women Grant (FY1995 - \$899,432; FY1996 - \$702,000; FY1997 - \$730,000; FY1998 - \$737,000; FY1999 - \$742,000);
- Rural Domestic Violence and Child Victimization Enforcement Grant (FY1996 - \$659,385; FY1998 - \$650,000);
- Grants to Encourage Arrest Policies Program (FY1998 - \$850,000);
- VOCA Victim Assistance Funds (FY1999 - \$957,000);
- VOCA Victim Compensation Funds (FY1998 - \$107,000);
- OVC's Rural Victim Services 2000 Demonstration Project (FY1999 - \$300,000);
- State FVSPA Formula grant (FY1999 - \$400,000); and
- State-appropriated Domestic Violence and Sexual Assault Funds (Criminal Fines and Penalties, FY1999 - \$570,126).

## LOGIC MODEL

A logic model was developed to show the link between the grantee's activities and desired outcomes. In collaboration with the grantee, the evaluators identified relevant contextual variables in which grant activities are implemented, key assumptions that form the foundation of grant activities, and variables that may serve as rival explanations for outcomes obtained by the grantee. The logic model for the Center is presented in Exhibit 10-2.

### Contextual Variables

***Ideal model.*** The grant targets four counties (Caledonia, Essex, Lamoille, and Orleans) in the Northeast Kingdom of Vermont. Its residents, overall, are more impoverished than the rest of the state, have lower literacy rates, and have greater difficulties moving around due to extreme weather. The four contextual variables are:

- The Northeast Kingdom is the state's most rural area;
- The culture of the area is very different from the rest of the state;
- The area experiences poor economic conditions; and
- There is a significant lack of resources and services in the region.

***Rival Model.*** Simultaneous to the Rural grant are activities that may impact the grant's outcomes. These include:

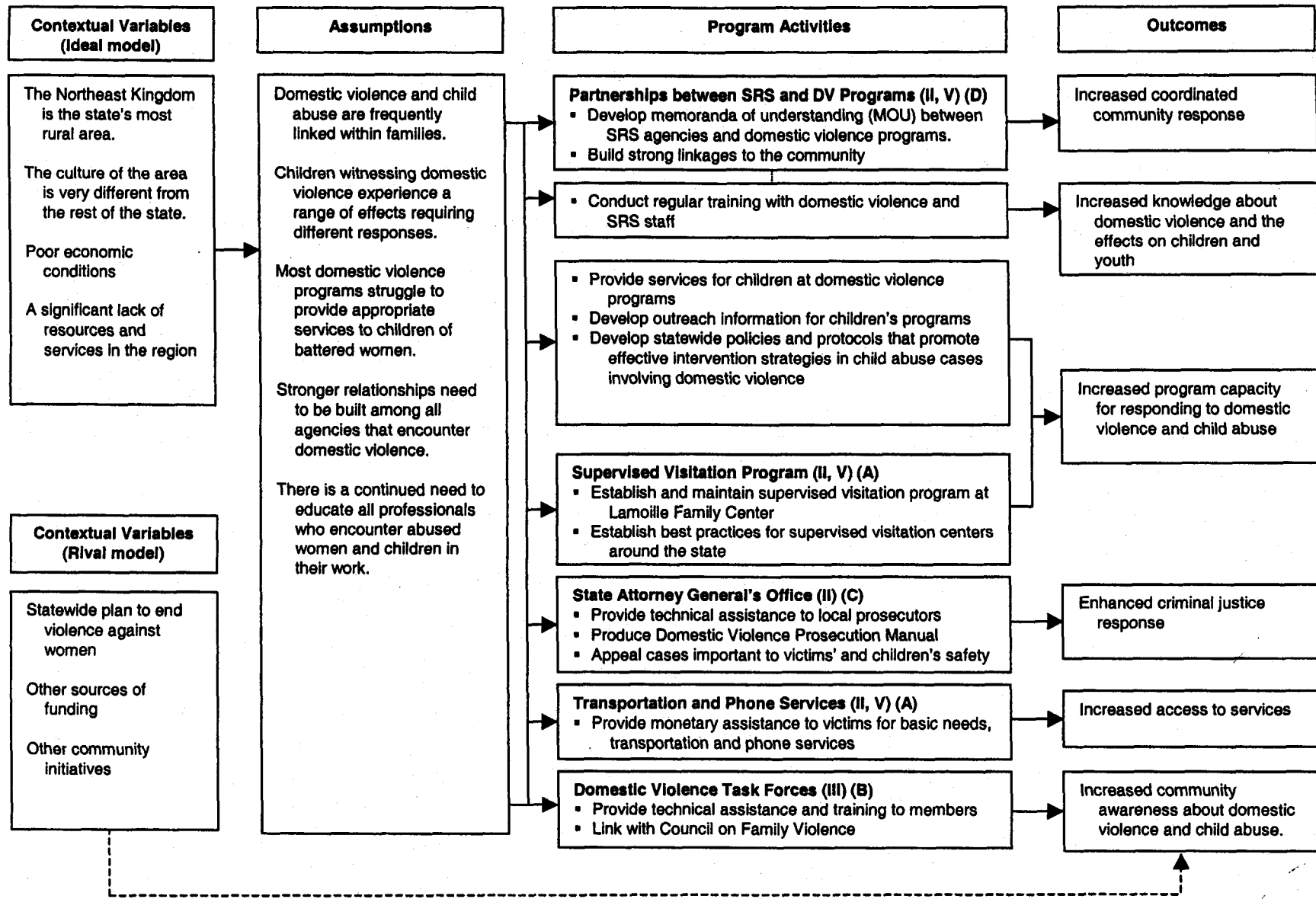
- A statewide plan to end violence against women;
- The targeted counties and the state as a whole receive other sources of funding in addition to the Rural grant; and
- Other community initiatives in which grant-funded entities and organizations participate and which overlap as well as complement grant funded program activities.

Exhibit 10-2

**PROGRAM LOGIC MODEL INCORPORATING LEVELS OF THE NESTED ECOLOGICAL MODEL**  
**Vermont Center for Crime Victim Services (FY1996 and FY1998)**

COSMOS, July 2002

10-7



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

## **Assumptions**

There are five assumptions underlying Rural grant activity. These assumptions collectively affect program activities and are basic to the work in the domestic violence and child protection fields. The assumptions are:

- Domestic violence and child abuse are frequently linked within families;
- Children witnessing domestic violence experience a range of effects requiring different responses;
- Most domestic violence programs struggle to provide appropriate services to children of battered women;
- Stronger relationships need to be built among all agencies that encounter domestic violence; and
- There is a continued need to educate all professionals who encounter abused women and children in their work.

## **Program Activities and Outcomes**

Program activities are the steps taken by the grantee to accomplish the priorities of the project and to generate specific outcomes. Following is a discussion of program activities undertaken by the grantee and their related outcomes.

***Partnerships Between SRS and Domestic Violence Programs.*** One of the primary outcomes sought by the grantee, and which is foundational to the grant and pivotal to sustaining activity after the grant ends, is to **increase coordinated community responses** within targeted areas, as well as statewide. The grant has placed three domestic violence specialists in local SRS child protection offices and four children's program coordinators in local domestic violence programs. In addition, there are three key persons who have statewide jurisdiction: the Network children's advocate, the SRS domestic violence unit director, and the Rural grant project director. Therefore, at a local level, the SRS and domestic violence program people work together. Levels of cooperation and collaboration mirror one another at the state and local level, and the state can extend examples of the four counties' work to other jurisdictions.

Key outcomes of this collaboration are the memoranda of understanding (MOUs) that have been negotiated and, in almost all cases, signed. The regional SRS director and the

executive director of the local domestic violence program sign the MOU. The MOU outlines specific strategies each party will take toward accomplishing specific goals. Examples of terms in the MOUs include agreements to: maintain a dialogue through joint staff meetings; offer joint training; engage in ongoing communication; respectfully resolve differences; work on thorny issues such as confidentiality of records; and work together to find resources to support services to clients. Jurisdictions that have signed MOUs include: Caledonia/Southern Essex; Orleans/Northern Essex; Middlebury/Addison; Chittenden; Lamoille; Washington; and Rutland Counties. Hartford and St. Albans have produced rough drafts only.

The negotiation process with the MOUs itself helped to build strong linkages within the community. Further, implementation of the MOU also creates and sustains linkages between the parties and others in the communities. These linkages also are forged in an ongoing way when local community domestic violence task forces meet. For instance, in Lamoille County, people have worked together to organize community events and arts programs; discovered the need for better responses to teen violence; and jointly developed teen dating violence programs and awareness materials.<sup>6</sup>

One of the most important ways to achieve the outcome of **increased knowledge about domestic violence and the effects on children and youth** is to conduct regular and ongoing training among domestic violence and SRS staff. Since the inception of this grant, participants have identified the need for training and have worked together to develop and conduct training. During 2000, two trainings were offered: first-year social workers received a mandatory 6-hour training (orientation to domestic violence); 104 SRS social workers were trained as of January 2001. Second-year social workers were offered an optional two-day training titled "Identification, Assessment, and Intervention of Domestic Violence within Child Abuse Cases," and 100 SRS social workers were trained as of January 2001. During the first half of 2001, the training was reorganized into one mandatory two-day training now called, "Responding to Domestic Violence within the Child Protection System: Philosophy and Framework for Effective Investigative and Casework Practice." Individual and cross-training events are regularly highlighted in progress reports and are too numerous to list. For instance, there were ten different training events highlighted in the January to July 2001 Progress Report.

An indicator of increased knowledge from ongoing training is the increase in requests for consultations received by the SRS domestic violence unit from social workers within SRS. From 1998 to 2000, the three domestic violence specialists conducted a total of 2,668 consultations on 746 new cases (700 consultations in 1998 on 143 new cases, 959 consultations in 1999 on 207 new cases, and 1,009 consultations in 2000 on 396 new cases).<sup>7</sup>

There are a number of program activities set out by the grant that are designed to **increase program capacity for responding to domestic violence and child abuse.** Services provided to children and youth at the four domestic violence programs in the area targeted by the grant include ongoing support and support groups, transportation services, and special events. From October 1999 to December 2000, approximately 475 children received ongoing support; 102 children received transportation services; and 12 special events, such as ski trips, were held.<sup>8</sup>

The Network's annual reports include statistics on the number of children exposed to domestic violence: 7,302 in FY2000; 4,080 in FY1999; 3,157 in FY1998,<sup>9</sup> showing a steady and dramatic increase in the number of children identified as exposed to domestic violence statewide. In FY2000, the Network began using a database to report and track its statistics surrounding victim services. The database does not allow duplicate counting (i.e., counting a client who receives more than one service or the same service more than once as two clients).

The Network produced and distributed *Children and Youth Advocacy Directory* in January 2001 to provide information regarding all of the children's services offered in each of the state's domestic violence programs. A resource directory that will include information and resources on child abuse compiled for use by Network child advocates and youth educators is in process. Ongoing discussions have occurred at Network Youth Advocacy Task Force meetings and among advocates within the region about mandated program reporting policies and practice.

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

The development of a screening protocol for domestic violence in child abuse cases was initially proposed under the grant. However, through training, social workers have become adept at identifying domestic violence without any specific tool, as can be evidenced by the increased number of referrals to the SRS Domestic Violence Unit. Thus, rather than develop a screening protocol, the SRS Domestic Violence Unit started working on clarifying role expectations and referral processes as a result of the increase in consultations and identifications already taking place. The unit began to articulate, clarify, and write case guidelines and expectations of consultation at different phases of the case (i.e., intake and investigation). The unit also is working on an SRS domestic

violence protocol to include in an interagency protocol developed by local domestic violence task forces.

***Supervised Visitation Program.*** The Rural grant was used to establish and maintain a supervised visitation center at the Lamoille Family Center. The Lamoille Family Center provides 16 different programs, including one of the grantee's supervised visitation programs, and employs 32 people. Volunteers are a key part of the programs at the family center, and recruitment efforts are ongoing for all programs. The supervised visitation program has a worker from the AmeriCorps\* VISTA program of the Network. This VISTA program provides recruitment and training activities for volunteer visit monitors who are part of the program. The current program director at the Family Center has been with the supervised visitation program since the beginning.

Ninety percent of the families seen at the family center are in relation to domestic violence issues, and families are usually involved with the family center for six to eight months. A contract is drawn up with both parents regarding visitation guidelines, and if one parent breaks the rules, their visits are terminated. Program staff arrange visits by a process called "monitored exchanges." In a monitored exchange, the noncustodial parent arrives 15 minutes early and waits in a designated room. The custodial parent arrives 15 minutes later with the child who is taken by a staff person to the room with the visiting parent. The situation is reversed when the visit is over and the visiting parent is required to wait 15 minutes before leaving the family center.

Every visit is recorded in a logbook. The staff receives training on documentation to describe visits objectively and record notes that are fact-driven. The staff communicates with the guardian *ad litem* or parent's attorney, if mandated by the court, but does not make recommendations or offer opinions about the cases. Program staff praised two local judges who came out to see the program and learn how they could be of assistance when referring families for visitation at the family center.

In terms of visits, the program reports 213 visits, totaling 388 hours for FY1999 and 216 visits and 402 hours for FY2000.<sup>10</sup> The family center has collected data on the visits to the program. Preliminarily, it reports that from a small sample (n=11<sup>11</sup>) that:

- Custodial and nonresidential parents saw the family center site as a very good or excellent place for visits related to the categories of safety, comfort, variety of space and activities, and location;



- Both parties rated the monitors high in the areas of fairness and objectivity, nonintrusiveness, and appropriateness of supervision;
- The staff were rated very good and excellent in the areas of fairness and objectivity, adequately addressing client needs and concerns, and courtesy and helpfulness; and
- The overall program was rated excellent by all past participants in the areas of safety, neutrality, adequately addressing needs and concerns, and level of success.<sup>12</sup>

As part of its data collection and evaluation efforts, the Lamoille Family Center asked the following questions of program participants:

- How was your child's visitation experience?
- What did you like most about the program?
- What did you like least?
- How was the program beneficial for you and your child(ren)?
- What is your situation or relationship with your child(ren) and the other party since the end of supervised visitation?

The program also is measuring client feedback after 20, 50, and 100 hours of service. The process has helped the program to address client concerns immediately and to strengthen the program. The results of this portion of the study were unavailable as of the writing of this report.

The grantee developed standards that were sent to all Network domestic violence programs for review early in the grant's history. The grantee later sought to have the standards adopted by the state but met with resistance. The result was that the standards were not adopted but have become an informal "best practice" guide for supervised visitation programs.

**State Attorney General's Office.** The work of the Criminal Division in the State's Attorney General's Office is captured in the following three areas, each relating directly to an **enhanced criminal justice response** outcome: 1) provide technical assistance to

local prosecutors; 2) produce a domestic violence prosecution manual; and 3) appeal cases important to victims' and children's safety.

The Office of the Attorney General, Criminal Justice Division, provides technical assistance to prosecutors by providing training and help on general and specific legal matters concerning: confidentiality, conflicts of interest, *voir dire* questions about domestic violence, child witnessing, policies, procedures, task forces, legislation, and practice issues. Biannual progress reports document between 700-800 hours on domestic violence- and child victim-related matters.

A domestic violence prosecution manual is being developed as part of the grant. When completed, the manual will be distributed to local prosecutors throughout the state. Five of ten chapters have been completed on the manual as of the writing of this report.

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

***Transportation and Phone Services.*** Public transportation in the Northeast Kingdom is nonexistent. A van service called the Rural Community Transportation Agency exists in the area, but the area served by the agency is limited. The task forces were to deal with the issues of transportation and lack of services but have not been able to address these issues as well as they would like. The grantee has addressed transportation and a lack of phone services with financial assistance providing money for transportation, gas, bus tickets, U-Haul rentals, and installation or restoration of phone service, including the purchase of phone cards, cell phones, and cell service—all ways to **increase access to services**. In addition, funds have supported purchase of car seats, baby gates, and door locks—all necessary ways to help women and children to be safe. In the period from January to July 2001, domestic violence programs transported women and children in the Northeast Kingdom over 1,000 miles. That reported level of service is typical for each six-month period of the grant.

***Domestic Violence Task Forces.*** Local task forces are invaluable to a community's efforts to **increase community awareness about domestic violence and child abuse**. Three task forces have been established in the four counties targeted by the grant: Caledonia, Lamoille, and a joint effort between Orleans and Northern Essex counties. Of the three task forces, Caledonia and Orleans/Northern Essex reportedly have strong protocols in place, and Caledonia has involved the clergy in its activities on a regular basis.

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

The Rural grant's project director plays an active role in the work of the Council on Family Violence by helping facilitate its meetings and coordinating planning. The council also is a good place for the "big issues" of the grant, such as confidentiality, to be discussed and resolved. The grantee reports that the council is working to better organize itself to be proactive and more focused in its work.

## **CONCLUSIONS**

The grantee used Rural funding in fiscal years 1996 and 1998 to address three priority areas: 1) decreasing the impact of geographic isolation on the victim and the criminal justice system to enhance victim services; 2) developing a coordinated community response to domestic violence and child victimization; and 3) developing partnerships among child protection workers, victim advocates, and the criminal justice system.

The main foci of the grantee's efforts have been to develop partnerships between the Department of Social and Rehabilitative Services (SRS), the state's child protection agency, and the 16 domestic violence programs that comprise the Vermont Network Against Domestic Violence and Sexual Assault (Network). To facilitate this partnership, the grantee hired domestic violence specialists to work in the three SRS offices in the Northeast Kingdom. While use of the specialists as consultants on child abuse cases was initially minimal, the specialists provide many consultations now and have become known within SRS and the community for training and community presentations.

The degree of collaboration between SRS staff and the domestic violence community varies by areas of the state. Discussions to resolve some of the conflict that has existed between these two systems have begun in the form of memorandums of understanding between SRS offices and local domestic violence programs. An example of a positive collaboration was seen in Lamoille County, where the local SRS office spearheaded a public fundraiser for the domestic violence program and where the issue of teen dating violence has become more prominent.

To increase services to children of battered women, the grantee placed children's program coordinators in four of the local domestic violence programs in the targeted area. Unfortunately, due to staff shortages at the domestic violence centers, there was a high

rate of turnover among the coordinators initially, but the programs now are fully staffed and continue to provide direct services to children and youth through support, play groups, legal and educational advocacy, and community outreach. In Lamoille County, the children's program coordinator position has remained stable throughout the duration of the grant, and the coordinator has been able to consistently provide services to children at the Clarina Howard Nichols Center, the only shelter in the four-county target area of the grant. The children's program coordinator in Lamoille, with the assistance of two VISTA workers also has been able to provide after-school programs; school and community group presentations on mentoring, parenting, and communication; and community outreach.

With FY1998 funding, a children's advocate was hired for the Network office to assist in the collaboration between the Network and SRS, to help develop and sustain the children's program at the local domestic violence programs, and to be a resource for the local children's program coordinators. The children's advocate has completed projects such as the statewide directory of children's services. Also, the Network created a statewide Youth Advocacy Task Force, comprised of child advocates and youth educators from Network programs. This task force provides a Networkwide forum that focuses on domestic and sexual violence issues in relation to children and youth, training, and staff networking. SRS has now accepted recommendations and has agreed to incorporate policies that reflect a greater awareness about the link between domestic violence and child abuse.

To decrease the impact of geographic isolation and develop coordinated community responses to domestic violence, the grantee contracted with two local agencies to host three supervised visitation programs. The programs have been well used in the three counties but have experienced financial constraints as a result of a lack of funding. Only one of the supervised visitation programs under this grant (Lamoille Family Center) continues to receive funding, which is due to expire in June 2002. Even though standards that were developed under the grant for supervised visitation programs were never formally approved, they serve as an informal "best practices" guide for supervised visitation programs statewide.

To further decrease the impact of geographic isolation and increase coordinated community responses to domestic violence, the grantee proposed conducting a statewide public awareness campaign that would educate people about the link between domestic violence and child abuse. The campaign, to be led by the Network, never materialized, and the grantee decided to decentralize public awareness efforts and fund local programs to develop their own campaigns. This is deemed more successful than the former statewide campaign. All of the programs designed their own informational brochures,

and two of the counties (Orleans and Lamoille) developed their own posters and flyers that were distributed widely throughout the counties.

Minor activities on the grant included: 1) the engagement of the State Attorney General's Office to be available for technical assistance to local prosecutors and to facilitate the development of a domestic violence prosecution manual; 2) financial assistance to domestic violence victims for transportation and phone services; 3) the use of a facilitator to provide technical assistance and training to task force members; and 4) work with the statewide Council on Family Violence.

Through the above activities, the grantee has made significant strides in achieving outcomes proposed for the grant. Specifically, the grantee has been able to increase collaboration between SRS social workers and domestic violence specialists, increase services for children of battered women, and increase training to SRS staff on domestic violence.

The establishment of three supervised visitation programs has increased access to supervised visitation services in three rural counties in Vermont, where such services did not exist before the funding received from the Rural grant. Likewise, monetary assistance for basic needs, transportation, and phone services has increased the access of domestic violence victims to resources they would not be able to attain without assistance from the Rural grant.

Local domestic violence programs have increased the availability of information on domestic violence, and child abuse, and the services they provide through the development of their own informational brochures and flyers. Whether overall community awareness about domestic violence and child abuse has increased needs to be assessed.

The involvement and increased participation of task force members have not resulted at the level envisioned by the grantee. The grantee had hoped to develop a speaker's bureau comprised of task force members and to have local task forces address transportation and inadequate service issues. The grantee used the services of a facilitator to provide training and technical assistance to task force members. In the four counties, three task forces have protocols in place and are active.

Of the possible rival hypotheses for this grant, the contextual variables presented in the logic model (see Exhibit 10-2) may serve equally as alternative explanations for outcomes achieved by the grantee. The grantee, as the state agency designated to administer federal and state crime victim funds, receives other sources of funding to address domestic violence- and child abuse-related issues. This funding is commingled

with Rural funding, and it can be hypothesized that the outcomes achieved by the grantee are a result of the combination of funding rather than the Rural funding alone. The grantee also is part of a larger statewide initiative to end violence against women, and the grantee may experience a higher degree of success in attaining outcomes as part of an initiative than a grantee who was not part of such an initiative might experience.

## ENDNOTES

1. U.S. Census Bureau, State and County QuickFacts, Vermont, 2000.
2. U.S. Census Bureau; State and County QuickFacts; Caledonia, Essex, Lamoille, and Orleans Counties, 2000.
3. Ibid.
4. Ibid.
5. Ibid.
6. The domestic violence children's program coordinator conducted a focus group with 13 teens regarding potential service needs for teens in Lamoille County. This resulted in a program for peer counseling for teens, and the development and distribution of a brochure on teen dating violence.
7. Department of Social and Rehabilitation Services, SRS DV Unit Consultation Summary, Updated January 17, 2001, [Report prepared for the site visit team], SRS, Morrisville, VT.
8. Vermont Network Against Domestic Violence and Sexual Assault, Vermont Rural Domestic Violence and Child Abuse Project, Children's Programs: October 1, 1999 to September 30, 2000, and October 1, 2000 through December 31, 2000, [Report prepared for the site visit team], Vermont Network Against Domestic Violence and Sexual Assault, Montpelier, VT.
9. Vermont Network Against Domestic Violence and Sexual Assault, Statistics for 2000 Annual Report, February 27, 2001, Vermont Network Against Domestic Violence and Sexual Assault, Montpelier, VT.
10. Center for Crime Victim Services, Vermont Rural Domestic Violence and Child Abuse Project, Lamoille Family Center Supervised Visitation program, July 2000, Center for Crime Victim Services, Waterbury, VT.
11. The program hopes to expand the sample to  $n=35$ . To date, the data access trainer has not been able to compile reports as anticipated and will not be running quantitative program statistics until January 1, 2002.

12. E-mail response from Stuart Sengas, Program Director, Lamoille Family Center, to Janine Allo, Rural Grant Project Director, dated August 27, 2001.