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Evaluation of Police Training Conducted Under the Family Violence Prevention and Services Act

Project Report Submitted to the National Institute of Justice

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Executive Summary

The Family Violence Prevention and Services Act of 1984 provided funding, through the Office for Victims of Crime in the Department of Justice, for 23 law enforcement training projects across the nation from 1986 to 1992. The National Institute of Justice awarded a grant to the Urban Institute in late 1992 to evaluate the training projects. This is the final report on evaluation activities and findings. The evaluation was conducted through three types of methods: (1) project summaries to provide descriptive information on key process and outcome variables for all 23 projects; (2) case studies to explore these variables in more detail through site visits to six model sites; and (3) surveys of victims in two states to assess their experiences with and evaluations of law enforcement services.

The project summaries focus on resources provided for the training projects; the demographic, legislative, and policy contexts in which the training was conducted; project design and implementation strategies; and project accomplishments. Grants were awarded to different types of agencies, including victim advocacy groups, law enforcement training authorities, and state executive agencies. Most grants were designed to provide training across the state, although two took a national focus and two concentrated on an urban area. Awards ranged from \$45,000 to \$500,000, averaging near \$74,000 for state- or city-focused work. Target areas for the training varied in demographic characteristics of the population, and in legislation governing law enforcement services, as well as agencies' response and training policies.

Projects' goals were tailored to the circumstances of the target areas, but generally centered around the need to improve agency policies and training resources available. Projects varied somewhat in the types of personnel targeted for training, often including various ranks of law enforcement personnel as well as other justice system staff and community service providers. All grantee agencies recognized the need to coordinate their activities with other key community or state agencies and formed collaborative relationships with various types of agencies.

Together the projects trained over 16,000 personnel through more than 225 training sessions. A wealth of training materials was also produced for use in subsequent training, including manuals, videos, handbooks, model policies, and others. All the grantees took special pains to ensure that training efforts continued beyond the grant period; many worked with training authorities to incorporate training materials into academies curricula, many trained trainers who could then use the training approach in subsequent sessions, and some focused on building regional law enforcement/advocate training teams for dissemination training.

Case studies were conducted through site visits to the projects conducted in New York, Texas, Massachusetts, Tennessee, Kentucky, and Indiana. These sites were chosen as model sites because of the strength of their work and the diversity of contextual conditions in which the training was done. Interviews conducted with key personnel allowed us to obtain much rich and detailed information on key project characteristics, including:

- organizational and collaboration issues important in project implementation;

- planning issues such as goal-setting and development of training materials;
- the structure and format of training sessions, and how continuation of training activities was provided for;
- the products developed for use in training sessions;
- what makes a successful trainer, and what training techniques work best;
- impact of the training projects on officers, victims, and other community agencies; and
- efforts needed to sustain project accomplishments and promote other needed changes in law enforcement and other agencies which respond to victims.

To provide additional information on law enforcement services and possible training outcomes, victims of domestic violence in New York and Texas were surveyed through victim service programs across each state. The purposes of this survey were to obtain victims' perspectives on services provided by law enforcement officers and their evaluations of these services, in order to learn more about possible effects of the training projects conducted in these states and to offer recommendations for future training and policy development efforts. A total of 547 victims responded to the survey -- 326 New York victims and 221 Texans. Respondents provided information to describe the samples obtained, as well as reporting their history of contacts with law enforcement, the services they received, and their evaluations of these services.

Statistical analyses found that most of these victims had reached out to law enforcement agencies for help. Officers had responded to the vast majority of those who called; however, a small but disturbing percentage reported that their calls had received no response. Victims rated five aspects of officers' services: responsiveness to the call, interventions designed to keep the peace, emotional support for the victim, concrete assistance to the victim, and enforcement of relevant laws through arrests, warrants, and the like. Emotional support for victims was frequently offered and was quite important in victims' evaluations of the services they received. Victims were less likely to receive concrete assistance and law-enforcement-oriented services. These areas may need special emphasis in policy and training programs. Services of all types were less likely to be given when there was a more substantial history of abuse or interaction with law enforcement; the need to sustain the level of services may also warrant special attention in policy and training initiatives.

When comparing services offered to victims in the pre-training period with those offered at contacts in the post-training period, Texas victims served in the post-training period reported more law-enforcement-oriented services and greater satisfaction with officers' interventions, compared with victims served prior to the training period. These differences may be due to the effects of the training efforts, and/or to other events which have occurred with the passage of time (such as changing attitudes in society at large or legislative innovations). It is possible that more or stronger differences were not found because victims in the post-training group did not always receive

services from trained officers, or because of imbalances of the numbers of victims in the groups compared.

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Introduction

This research evaluated the law enforcement training provided under the Family Violence Prevention and Services Act of 1984 (FVPSA). The evaluation was designed to provide Federal policy makers, program funders, and state and local trainers with information on how to design and implement law enforcement training on response to domestic violence, the factors that influence successful implementation, and key informants' reports of the effects of training on officers and victims. The activities and accomplishments of all projects funded under the act were documented and critical elements of project context and management summarized. Intensive case studies of selected projects were undertaken to examine development and implementation processes, and reported outcomes achieved. The services law enforcement officers provide to victims are addressed in mail surveys, as are changes in law enforcement practices following training in two states.

The Family Violence Prevention and Services Act

The Family Violence Prevention and Services Act (FVPSA) of 1984 (P.L. 98-457) was enacted to assist states in: (1) developing and maintaining programs for the prevention of family violence and provision of immediate shelter and assistance to victims and their dependents, and (2) providing training and technical assistance for personnel who provide services for victims of family violence. Section 311(b) of the FVPSA (Information and Training Grants) provided for regionally-based training and technical assistance for local and state law enforcement personnel to develop and implement training programs, and to disseminate information on improved responses to family violence incidents.

Funds to administer training and technical assistance programs were provided by the Department of Health and Human Services to the Office for Victims of Crime (OVC) within the Office of Justice Programs (OJP) from 1986 to 1992. OVC used these funds to support 23 Family Violence Training and Technical Assistance grants. The objectives of these projects were:

- To assess existing curricula materials, policies, practices, and protocol used by law enforcement personnel to respond to victims of domestic violence;
- To develop model procedures, protocol, policies, and practices to enhance law enforcement's response to victims of domestic violence;
- To develop training and technical assistance materials in order to instruct law enforcement officers on ways to develop an enhanced response to the needs of victims; and
- To disseminate the products of the program to the law enforcement community (Office for Victims of Crime, 1992, p. 23).

Background and Legislative Intent

The FVPSA projects supported law enforcement training during a period of sweeping changes in awareness of, and responses to, domestic violence. Since its passage in 1984, state statutes pertaining to domestic violence changed dramatically, and in some states, annually. Legislation was passed that expanded law enforcement's arrest authority; made domestic violence a separate offense in many areas; strengthened the penalties for offenders; expanded the range of relationships covered by existing statutes to include couples living together or having a child in common; expanded access to, and remedies available under, civil protection orders; and criminalized protection order violations (Finn, 1989; Finn & Colson, 1990; Hart, 1992; Lerman, Livingston & Jackson, 1983; National Council of Juvenile and Family Court Judges, 1994).

More comprehensive and aggressive law enforcement responses to domestic violence accompanied these statutory changes. Spurred by the 1984 Report of the Attorney General's Task Force on Family Violence, and the Family Violence Demonstration grants awarded to eleven jurisdictions, interagency coordinating committees with representatives from law enforcement, court, victim advocate, shelter, and social service agencies were established in many communities to produce and implement model policies and practices (Harrell, Roehl, & Kapsak, 1988; Hofford & Harrell, 1990). Research findings supporting the efficacy of arrest in family violence cases (Sherman & Berk, 1984), although currently under challenge, led to the introduction of pro-arrest or mandatory arrest policies in many jurisdictions and a move away from on-site mediation by officers responding to disputes. Court judgements holding law enforcement agencies liable in domestic violence cases further contributed to pressure for law enforcement agencies to adapt to growing legal and social intolerance of spousal assault (e.g., *Bruno v. Codd*, 1978; *Sorichetti v. City of New York*, 1985; *Thurman v. City of Torrington*, 1984).

The rapid pace of social change has increased demand for law enforcement services and the need for training. Agencies need to keep abreast of changing laws, provide officers with an understanding of their legal responsibilities, and develop detailed procedures for responding to calls. Training is needed to address a lack of understanding of the dynamics of family violence among officers from commanders to recruits. Accustomed to a climate in which violent disputes were treated as family matters, not criminal matters, many officers discounted the seriousness of incidents, while at the same time avoiding intervention in cases reputed to be dangerous to the responding officer. But gradually, many law enforcement agencies accepted the need to change. As officers became more involved in interagency coordinating committees, some recognized the key role their agency could play in linking victims to needed services offered by shelters, advocates and social service agencies.

The unique potential of law enforcement agencies to act as agents of change in the community's response to domestic violence is central to the training and technical assistance provisions in the Family Violence Prevention and Services Act. Law enforcement officers are often the first contact with an official source of help for many victims. Often reluctant to seek aid or admit to abuse, many victims are first identified only when a crisis occurs in which a

family member or neighbor calls the police. By supporting training and technical assistance projects, the Act encourages law enforcement involvement in assisting victims and communities with the goal of preventing continued violence. Like other efforts to link law enforcement to social service interventions, the training provided under the Family Violence Prevention and Services Act envisions law enforcement officers as participants working with other agencies, victims, and community groups (e.g., shelters, advocacy organizations) in a coordinated response to a crime problem. The training emphasizes a professional approach based on a better understanding of the underlying causes of criminal behavior and of alternative resources available for intervention to prevent crime and assist victims.

Evaluation Methods and Organization of the Report

The research design includes three major stages of inquiry, project summaries of all training grants, process evaluation based on case studies at six selected sites, and victim surveys at two of the case study sites, to address process and outcome evaluation questions through both qualitative and quantitative methods.

The project summaries, presented in Chapter Two, are based on a review of the files of all the FVPSA-funded training projects, interviews with the OVC Project Manager, and telephone interviews with key project staff. The accomplishments of the training project follow descriptions of the resources available and the context in which training was developed, as well as the goals and organization of the projects. The case study findings, described in Chapter Three, were based on qualitative interviews to explore in more depth the important factors and issues raised in the project summaries. The projects conducted in New York, Texas, Massachusetts, Tennessee, Kentucky, and Indiana were selected for site visits. These sites vary considerably on important contextual and project characteristics, including type of grantee; time period of the award; demographics; state laws governing arrest in domestic violence calls at the start of grant activities; law enforcement domestic violence response and training policies when grant activities began; training goals; and unique features of the approach used.

Evaluation questions addressed in the case studies, based on findings of the project summaries, include:

- *How was the grantee agency type related to project planning, goals, and activities? What other community agencies were involved in project activities, and how were they involved?*
- *How did the project's goals and activities relate to antecedent characteristics such as the legislative and policy environments, and state demographics?*
- *How did the content of the training curricula address project goals and law enforcement needs, and enhance trainees' job performance and attitudes toward domestic violence?*

- *What barriers and facilitators to project implementation were encountered, and how were obstacles addressed?*
- *What were the effects of educational techniques used in the training, including mode of instruction (e.g., videos, speakers' panels, class exercises) and numbers and types of trainers (e.g., officer/advocate pairs, guest experts)?*
- *What are the important issues around funding and the federal role in these endeavors?*
- *What types of project products were produced and what formats did they use (e.g., training manuals and videos, officers' handbooks)? How were these products helpful or not helpful to trainees?*
- *How did the participation of trainees (including how many, the types of professionals, and the agencies they represented) address the project's goals? How did the number and types of sessions address the project's goals?*
- *What was the impact of the training on trainees' attitudes, knowledge, and beliefs; on relevant laws and policies; and on offense and arrest rates?*
- *How was the training disseminated beyond those sessions specifically identified as grant-funded? What was the demand for training, for both first and subsequent generations of training? Was the training institutionalized into departmental or academy training programs?*
- *What were the findings from any evaluation activities undertaken?*
- *How has the project impacted on interagency relationships? What are the plans for future training efforts?*

Site visit interviews were held with a variety of on-site staff. These included:

- training project staff, who are most intimately involved with the project and provided crucial information on the full range of antecedent, process, and outcome questions.
- advisory panelists and collaborating agency staff, who were involved in the planning, conduct, and/or oversight of the training.
- law enforcement personnel, including executives, managers, trainers, and line officers, who were involved in the training as planners, trainers, and/or trainees.
- other criminal justice system personnel, such as district attorneys and judges, whose work is affected by law enforcement policies and practices.

- service providers, such as victims' advocates, who have a unique insight into the effects of law enforcement policies and practices on victims and abusers.

Follow-up surveys of victims, presented in Chapter Four, were conducted in cooperation with state advocacy personnel in New York and Texas. The goal of these surveys was to obtain victims' perspectives on attitudes and services provided by law enforcement officers, and how their attitudes and behaviors may have changed over time, from the period prior to training activities to very recent encounters with officers. Questionnaires were distributed to every domestic violence service program across the state in each of the survey sites. Statistical analyses identified patterns in victims' experiences with law enforcement officers and how they may vary over time in conjunction with the training done in each state.

The FVPSA Law Enforcement Projects

This chapter presents an overview of the training provided under the FVPSA. It is based on a review of project documents maintained in the OVC project files. Telephone interviews were also held with the principal contacts at 20 of the 23 grantee organizations (all that could be reached by phone over a three-week time period) to verify and supplement information obtained from the file reviews. These were supplemented by interviews with the Office for Victims of Crime Project Manager. From these sources we extracted and summarized key pieces of descriptive information on each project.

Project descriptors are categorized as antecedent, process, and outcome characteristics. Antecedent characteristics include the type of grantee agency implementing the project, and the demographic, legal, and policy contexts within which grant activities operated. Examples of process variables are training goals and objectives, resources provided, and implementation strategies used. Outcome factors include materials developed and training delivered, evidence of training impact, and institutionalization of training procedures past the funding period. See Exhibit A for a listing of the variables examined.

Projects included in the summaries were funded between 1986 and 1992. The earliest grants were large awards to agencies whose work took a national scope, holding scores of training sessions at various locations across the country. Their goal was to provide training and other resources for policy development and officer training on as broad a basis as possible, to reach a large number of agencies. To increase the participation and acceptance by local law enforcement agencies, subsequent awards were made to state-level organizations, or to regional (within the state) organizations with ties to other bodies across the state. This approach was used to maximize the balance between breadth of dissemination and acceptability to the target agencies.

The strategies, materials, and program administration used by the training projects varied widely, in part due to the needs and resources of their states and localities. Grantee agencies included state law enforcement training academies, local law enforcement agencies, victim advocacy organizations, and state departments of social services. Trainees included law enforcement executives, managers, trainers, and officers as well as advocates, judges, attorneys, and other justice system personnel. Training sites included central locations with a general, statewide curriculum, and localities with a curriculum and faculty tailored to the community. Training materials and content included manuals, videotapes, officers' handbooks, presentations by victims and abusers, and details on laws and policies specific to the state or municipality. The context in which the training projects were undertaken also varied -- in resources for and barriers to training implementation and in the legislative and policy context within which the training was conducted. Selected antecedent characteristics, descriptors of the process followed in the projects, and training delivered to law enforcement agencies are summarized in Exhibit B.

Exhibit A***Factors Assessed in the Evaluation***

Antecedents	Process	Outcomes
<ul style="list-style-type: none">• grantee organization characteristics• relations between grantee and other relevant agencies• state and local domestic violence laws• law enforcement agencies, organizational structure• law enforcement response policies• law enforcement training policies• other criminal justice system issues and influences• state demographics	<ul style="list-style-type: none">• funding levels• project timeline• project goals• planning process• collaboration with other agencies• training techniques and content areas• trainers' characteristics• implementation barriers and creative solutions• technical assistance given and received• evaluation activities• the federal role• other project activities• other concurrent events	<ul style="list-style-type: none">• number and types of trainees• number and types of training sessions• type and content of training products• impact on trainees' attitudes, knowledge, behavior• impact on laws, policies• impact on offense and arrest rates• demand for training• dissemination of training procedures• institutionalization of training procedures• local evaluation results• impact on interagency relationships• impact on victims• future training plans

Exhibit B***Selected Project Summary Findings***

Antecedent Characteristics

type of grantee agency:	11 private non-profit victim advocacy/assistance agencies; 4 law enforcement training authorities; 2 police departments; 4 state agencies; 1 professional association; and 1 university
domestic violence laws:	wide variety, from none to preferred arrest to mandatory arrest
law enforcement policies:	wide variety, from no written policies to various types of arrest policies and various types of mandates on training
target areas:	2 projects were national in scope, 2 focused on specific cities, 19 took state-wide focus

Process Characteristics

funding levels:	over \$2.4 million total, average of nearly \$107,000 per grant, range of \$45,000 to \$500,000
project timelines:	1986, 1988-1992 award dates; range of 17 to 39 months, average of 25 months
planning process:	all used collaborative methods but specifics differed
project goals:	encourage development and implementation of arrest-oriented policies by training various levels of law enforcement and other personnel

Outcome Factors

number of training sessions:	over 225, average of 10 per project
number of trainees:	over 16,000
products:	model policies, training manuals for trainers, students' manuals, various types of curricula, pocket handbooks, videotapes, overheads/handouts, automated training sessions, guidelines to local services, notifications of victims' rights and services

Training Resources and Context

Exhibit C presents information on who received training grants, when, and for how much. It also includes demographic, policy, and legislative information to describe the context in which the training was conducted.

Training Resources. Grantees typically fall into three general categories: private, non-profit victim advocacy or assistance organizations, state government executive branch agencies (human services agencies or agencies specifically concerned with domestic violence), and law enforcement bodies with authority over training issues. The few exceptions include local police departments (Detroit and Fort Myers, Florida), a professional association (National Organization of Black Law Enforcement Executives), and a university academic department (Marshall University of West Virginia). Some grantees brought extensive experience with law enforcement and law enforcement training to their efforts, while others' expertise was more in the area of domestic violence (and some grantees enjoyed both advantages).

The two largest grants, which funded training sessions across the nation, were awarded in 1986 and 1988. Beginning in 1989, four to six grants for city- or state-level training were awarded every year through 1992; no new grants have been awarded since then. The funding period ranged from 17 to 39 months, averaging just over two years per grant. The most recent grant closed in April, 1995.

Award amounts ranged from \$45,000 to \$500,000, averaging \$106,715. Excluding the two largest grants of \$400,000 and \$500,000, which were for national-level training, the range of grants for city- and state-level training was \$45,000 to \$112,750, and the average was \$74,021. Most of the grantees provided some sort of match to the federal funding. In-kind matches were frequently donated, and cash matches were sometimes quite large (\$100,000 or more), exceeding the amount of the federal funding.

Exhibit C
Training Resources and Context

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws and Policies
Victim Services Agency (VSA)/national level	non-profit victim assistance agency	10/86-7/89	\$500,000		Training efforts were national in focus.	Tremendous variation across the nation.
National Organization of Black Law Enforcement Executives (NOBLE)/national level	professional association	10/88-7/90	\$400,000		Training efforts were national in focus.	Tremendous variation across the nation.
VSA and the Alabama Coalition Against Domestic Violence/Alabama	private non-profit victim advocacy group	10/89-9/92	\$112,750		South Moderately urban/rural Relatively large African-American population Relatively low per capita income	Under half the surveyed agencies had written DV response policies prior to training. Two hours DV training was required of police recruits, but sheriffs' offices had no requirements.
Detroit Police Dept./City of Detroit	police department	10/89-12/92	\$55,772	\$87,991 cash match	Midwest Urban Predominantly African-American population Relatively low per capita income	Recruits were required to receive some DV training, but in-service officers were not. Response policies did not specify arrests for DV.

Exhibit C. Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Kentucky Domestic Violence Assoc./ Kentucky	private non-profit victim advocacy group	10/89-6/91	\$65,267	In-kind and \$5964 cash matches	South Relatively rural Relatively medium African American population Relatively low per capita income	Few agencies had written response policies; those which did varied widely. No DV training requirements. Some mandatory, some preferred arrest laws.
Massachusetts Criminal Justice Training Council/ Massachusetts	state agency responsible for training criminal justice personnel	10/89-11/91	\$65,715	In-kind and \$57,435 cash matches.	New England Relatively urban Relatively large Asian and medium Hispanic populations Relatively high per capita income	No mandatory in-service DV training requirements, recruits typically receive about 1 day DV training. Written policies required by law but varied widely. Mandatory arrest laws.
North Dakota Council on Abused Women's Services/North Dakota	private non-profit victim advocacy group	10/89-9/91	\$45,000	In-kind and \$5000 cash matches.	Northern plains Relatively rural Relatively large Native American population Relatively low per capita income	No DV training requirements prior to grant. Legislative requirement for written response policies, but little enforcement of this law prior to grant.
Pennsylvania Coalition Against Domestic Violence/Pennsylvania	private non-profit victim advocacy group	10/89-9/91	\$67,016	Cash match of \$16,229.	Northeast Relatively urban Relatively medium African-American and Asian populations Relatively moderate per capita income	Response policies varied considerably across the state prior to training. In-service training was legally mandated prior to grant activities.

Exhibit C. Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Connecticut Coalition Against Domestic Violence/Connecticut	private non-profit victim advocacy group	10/90-12/92	\$108,673	In-kind matches.	New England Relatively urban Relatively medium African-American and Asian, and large Hispanic populations Relatively high per capita income	Written response policies and DV training were required by law prior to the grant period. Mandatory arrest laws were in effect.
Indiana Family and Social Services Administration/Indiana	state social service agency	10/90-6/92	\$59,819	Cash match of \$100,000.	Midwest Moderately urban/rural Relatively medium African-American population Relatively moderate per capita income	Response policies varied across the state, with most agencies not having written policies. Training required by law. Preferred arrest statutes.
New York Office for the Prevention of Domestic Violence/New York	state advisory and assistance agency in the executive branch	10/90-3/93	\$109,035	In-kind and \$26,798 cash matches.	Northeast Relatively urban Relatively large African-American, Asian, and Hispanic populations Relatively high per capita income	Law enforcement DV response policies were not uniform across the state prior to the grant. About one week DV training required for recruits, but none for in-service officers.
Tennessee Task Force Against Domestic Violence/Tennessee	private non-profit victim advocacy group	10/90-12/92	\$96,678	Cash match of \$9655.	South Moderately urban/rural Relatively large African-American population Relatively moderate per capita income	Response policies varied across the state; one hour DV training required. Mandatory arrest for protection order violations only.

Exhibit C Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Virginia Department of Criminal Justice Services/Virginia	state agency responsible for training criminal justice personnel	10/90-2/93	\$65,144	In-kind matches.	South Moderately urban/rural Relatively large African-American and Asian, and medium Hispanic populations Relatively high per capita income	Law enforcement DV response policies were not uniform across the state prior to the grant; some agencies didn't have written policies. No training in DV was specifically required.
Vermont Criminal Justice Training Council/Vermont	state agency responsible for training criminal justice personnel	10/90-	<i>157306</i> <i>Box 235</i> <i>Page 13</i> <i>(missing from orig.)</i> <i>Thanks</i> <i>Heck</i>		New England Relatively rural Relatively small minority populations Relatively moderate per capita income	Response policies varied across the state prior to grant activities, and DV training was not required at that time. Preferred arrest laws were in effect.
District of Columbia Coalition Against Domestic Violence/City of Washington, D.C.	private non-profit victim advocacy group	10/91-			East coast Urban Predominantly African-American population Relatively moderate per capita income	A pro-arrest policy was in effect at the start of the grant period. Training in DV is set at 8 hours for in-service officers and 20 hours for recruits, by law.

Exhibit C. Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Michigan Department of Social Services/Michigan	state human services agency	9/91-8/93	\$75,000	In-kind and cash matches of \$12,600.	Midwest Relatively urban Relatively large African-American and medium Native American and Asian populations Relatively moderate per capita income	In-service training on DV not required when training began; recruits must receive 4 hours' DV training. Response policies varied across the state.
New Jersey Coalition for Battered Women/New Jersey	private non-profit victim advocacy group	9/91-2/93	\$75,899	In-kind and cash matches of \$38,000.	Northeast Relatively urban Relatively large Asian and Hispanic, and medium African-American populations Relatively high per capita income	Most departments had response policies in compliance with legal mandates. "Some" DV training required; all recruits trained by few in-service officers.
Texas Center for Law Enforcement Education/Texas	non-profit formed of law enforcement personnel to administer grant	9/91-2/93	\$76,500	In-kind matches.	South/southwest Relatively urban Relatively medium African-American and large Asian and Hispanic populations Relatively moderate per capita income	In-service DV training required to maintain certification. Response policies varied across the state prior to grant activities. Preferred arrest legislation.

Exhibit C. Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Fort Myers Police Dept./ Florida	police department	8/92-4/95	\$50,860		Southeast Relatively urban Relatively large African- American and Hispanic populations, medium Asian and Native American populations Relatively moderate per capita income	Response policies varied considerably across the state. Domestic violence training is mandatory.
Georgia Advocates for Battered Women and Children/Georgia	private non-profit victim advocacy group	8/92-3/94	\$74,600	In-kind and cash matches of \$3000.	South Moderately urban/rural Relatively large African- American and medium Asian populations Relatively moderate per capita income	Response and training policies vary across the state.
Legal Aid of Western Missouri/Missouri	private non-profit legal assistance agency	7/92-6/94	\$73,200	Cash match of \$119,108.	Midwest Moderately urban/rural Relatively medium African- American population Relatively moderate per capita income	Response policies vary across the state. There are training requirements but no agencies to oversee training curricula.

Exhibit C. Continued

Grantee/Target Area	Grantee Agency Type	Funding Period	Justice Dept. Funding	Matching Funds	Target Area Demographics	Pre-Funding Laws
Seattle Office for Women's Rights/ Washington	state advisory and assistance agency in the executive branch	10/92-4/94	\$71,878		Northwest Relatively urban Relatively large Asian and Native American populations, medium Hispanic and African-American populations Relatively moderate per capita income	Response policies vary across the state. Nation's first mandatory arrest law in effect before training began.
Marshall University/ West Virginia	criminal justice department in a university	8/92-12/93	\$72,690	In-kind and cash matches of \$76,190.	South Relatively rural Relatively moderate African-American pop. Relatively low per capita income	Response policies vary across the state. A new law required DV training.

Training Context. The first two grants were designed to provide regional training across the nation, and the rest were targeted at specific states or cities. The two cities were Detroit and Washington, D.C. The 21 states which received the remaining grants are:

Alabama	Kentucky	New Jersey	Virginia
Connecticut	Massachusetts	New York	Vermont
Florida	Michigan	Pennsylvania	Washington
Georgia	Missouri	Tennessee	West Virginia
Indiana	North Dakota	Texas	

The 21 specific areas targeted for training (the non-national grants) varied on several demographic characteristics. About three-quarters of the grants were awarded to eastern states or cities, ranging from New England through the northeast and mid-Atlantic to the south and southeast. Several non-coastal southern states were also funded (e.g., Alabama and Tennessee), along with a city and a few states in the midwest (Detroit, Indiana, Michigan, Missouri), northern plains (North Dakota), and northwest (Washington). The two city-level grants were by definition focused on entirely urban areas; the states ranged from predominantly urbanized states¹ (such as New Jersey) to predominantly rural states (such as Vermont and North Dakota). Other states have a mix of urban and rural areas, such as Indiana and Tennessee.

Several racial/ethnic minority groups were represented to varying extents in the funded target areas.² Detroit and Washington, D.C. have predominantly African-American populations, while states such as Alabama, Tennessee, and Michigan have relatively large African-American populations. States with relatively large Hispanic populations include Connecticut, New Jersey, and Texas; large Asian populations are found in Washington, Massachusetts, and Virginia. North Dakota and Washington have relatively large Native American populations. One state, Vermont, has few minorities of any type.

Target areas' affluence³ ranged from relatively low per capita income levels (such as Detroit, Alabama, and West Virginia) to relatively high per capita income levels (such as Massachusetts, Virginia, and Connecticut). Just over half (11 of 21) fell in the moderate income range.

¹ An urban/rural dimension is assessed with ranked Census data on the percentage of the total population of the state residing in metropolitan areas. States ranked from 1 to 15 are reported as relatively urban; states ranked from 16 to 35 are considered moderately urban/rural; and states ranked 36 to 50 are described as relatively rural.

² Minority group populations are reported in Exhibit C for states ranked in the top half for a given group. Minority populations are considered large for those states ranked in the top 15, and relatively medium in size for those states ranked 15 to 25.

³ Per capita income rankings are reported for each state, with those in the top 15 considered to have relatively high income levels; those ranked 16 to 35 relatively moderate income; and those 36 and below as having relatively low income levels.

Several very important contextual factors which affected the training projects were law enforcement's policies on responding to domestic violence calls; domestic violence training requirements for officers; and laws regulating officers' arrest powers and provision of other services. These factors are important determinants of what areas the training should emphasize (e.g., is training in policy development needed? what should officers be taught about conditions for making arrests?) and the possible demand for training (if training is required there are likely to be fewer obstacles to motivating interest and recruiting participants).

Many of the grantees began their work with state-wide surveys of agencies to identify how many had written policies, and their content. In a few states most or all law enforcement agencies had written domestic violence response policies when the training project began (e.g., New Jersey), while in most states only some or no agencies had written policies. In states in which at least some agencies had written policies, the content of these policies often varied widely from agency to agency. Similarly, some states had minimum recruit and/or in-service domestic violence training standards (such as Indiana) while others did not. In some cases the time to be devoted and topics to be covered in domestic violence training are clearly specified by law (such as Florida), while other states require "some" training, or none at all. Training requirements may also vary by type of law enforcement agency; in some states training may be required for police officers but not sheriffs or deputies (e.g., Alabama).

Another important and widely divergent contextual factor is the law governing arrest in domestic violence cases. Some states have mandatory arrest laws (Connecticut, Massachusetts); others have preferred arrest laws (Washington, D.C., Indiana); others have a mix of mandatory and preferred arrest, depending on the specific offense (e.g., Kentucky); and others do not have arrest legislature specific to domestic violence cases. Other aspects of police response besides arrest, such as victim assistance and reporting procedures, were even less likely to be legislated and so varied widely both within and across states.

Design of the Training Projects

At a fundamental level, the goals of the training projects were essentially similar: to facilitate the development (where needed) and implementation of progressive response policies by providing training and/or training materials to diverse ranks of law enforcement personnel, as well as other professionals who work with victims or perpetrators of domestic violence. Beyond that, specific project goals were tailored to the context in which the training was conducted. These are summarized in Exhibit D. For example, policy development was a greater focus in states without consistent written policies. In addition, some states specifically sought to foster community networks among agencies through interagency conferences (such as Detroit and North Dakota), by conducting interagency training sessions (for example, Tennessee and Connecticut), or by explicitly discussing network-building in training materials (such as New York).

The goals of the project determined the types of personnel targeted for training. Some projects sought to train every officer in the target area (such as Washington, D.C. and Vermont), while most sought to establish regional teams of trainers who would then disseminate the

training in subsequent, non-funded sessions (as in Massachusetts and Texas). To the extent policy development was emphasized, executives and managers were recruited as trainees; projects which placed more emphasis on training officers how to respond to calls were more likely to train managers, trainers, and line officers.

Another key characteristic in project design is the strategies the grantees used for collaborating with other agencies, also shown in Exhibit D. The advantages of a collaborative approach include bringing a wide range of perspectives to the grantee's work, increasing the acceptability of grant activities and products to a wider audience, and improving interagency relationships for future collaborative efforts, among others. The establishment or use of collaborative working relationships between agencies was universally recognized as essential, whether it took the form of an interagency advisory panel formed to oversee project activities, drawing project staff from various agencies, having state or local agencies sponsor and/or provide trainers at local training seminars, or hiring previous grantees or other experts as contractors to assist on project activities.

The types of networks and cooperative relationships with other organizations varied by the kind of agency serving as the grant recipient. Grantees who were not the organization responsible for developing, accrediting, and/or implementing law enforcement training curricula in the state often needed to make extra efforts to involve the official law enforcement training agencies to win acceptance of the training materials developed under grant funding. However, most projects found it was essential to involve a range of participants in the training development and implementation. Essential team members included law enforcement experts or practitioners, victim advocates or service providers, and law enforcement training authorities. Some projects also benefitted from the involvement of attorneys, judges, and corrections personnel.

Training Project Accomplishments

Project accomplishments are presented in Exhibit E. Nearly all the projects conducted at least a few training sessions for various ranks of law enforcement personnel (and sometimes other justice system, advocacy, and service provider personnel as well), and some (such as Tennessee) held many sessions. Workshops at state or national conferences were sometimes used as training sessions, but more often special sessions were held at departments or training academies across the state. Several projects made use of technology opportunities in training sessions. The Detroit project developed a computer-based training curriculum for officers to use in self-administered training sessions, allowing much flexibility in scheduling. In Tennessee, two three-hour training sessions were broadcast live by satellite, reaching many officers across the state, some in very rural areas which might not have been accessible to training otherwise. These sessions were videotaped for use in later training sessions. In total, over 225 sessions which trained over 16,000 individuals were held during the projects' funding periods.

Exhibit D
Project Design Features

State/Grantee(s)	Project Goals	Collaboration Strategies
Victim Services Agency (VSA)	To develop model policies, procedures, and training resources, and to provide standardized training to 750 executives and trainers in various regions across the nation.	Multidisciplinary advisory board formed to oversee project activities. Several professional associations (International Association of Chiefs of Police -- IACP -- and National Organization for Victim Assistance -- NOVA) provided support for implementation tasks.
National Organization of Black Law Enforcement Executives (NOBLE)	To provide technical assistance and training for policy-makers through 8 regional workshops across the nation.	Multidisciplinary advisory board formed to oversee project activities. Worked with National Sheriff's Association, Police Management Association, IACP, and VSA.
VSA and the Alabama Coalition Against Domestic Violence	To facilitate the establishment and use of written response policies by training policymakers and trainers. Also sought to train at least 100 policymakers and trainers across the state.	Multidisciplinary task force formed to oversee project activities.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
Detroit Police Dept.	To facilitate community networks through an interagency conference, and to revise and distribute computer-based training courses.	Multiagency planning committees were used to oversee project activities.
Kentucky Domestic Violence Association	To promote the development and use of written response policies by updating training materials and training policymakers and managers.	Multiagency advisory committee was formed to oversee project activities.
Massachusetts Criminal Justice Training Council	To promote policy development and improve training resources by training policymakers, trainers, and officers, and by establishing regional teams of officer/advocate trainers.	Collaborated with the Mass. Office of Victim Assistance and prosecutors' offices. A contractor was hired to develop training materials; training sessions were conducted by grantee staff, law enforcement personnel, and other experts. Materials from VSA, NOBLEE, and NOVA were used in training development.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
North Dakota Council on Abused Women's Services	To promote policy development and implementation, and enhance community networks, by training policymakers, trainers, other justice system professionals, and service providers, and sponsor a state-wide conference and initiate a state-wide task force.	Established a multidisciplinary state-wide task force to assist in project activities. Worked with state law enforcement training academy and Attorney General. Adapted VSA materials. Also facilitated the formation of five community response task forces.
Pennsylvania Coalition Against Domestic Violence	To promote the development and use of uniform response policies in accord with state task force recommendations, by training policymakers, trainers, officers, and other professionals.	VSA served as a consultant. Activities were often coordinated with local prosecutors and advocacy groups. Grantee worked with State Attorney General and State Police Commission on adoption of training materials.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
Connecticut Coalition Against Domestic Violence	To facilitate the development and use of uniform response policies. Efforts focused on increasing inter-agency collaboration, training advocates to serve as trainers, and establishing regional training teams to disseminate training.	Multiagency advisory committee was formed to oversee project activities. A contractor was hired to perform many project tasks. Community-based task forces were also formed.
Indiana Family and Social Services Administration	Improve compliance with legislative requirements by training a pool of trainers, to disseminate training to line officers.	Grantee collaborated with Indiana Criminal Justice Institute, formed a multidisciplinary steering committee, and hired a contractor to do many of the project tasks.
New York Office for the Prevention of Domestic Violence	To promote the development and implementation of uniform response policies across the state by training policymakers, managers, trainers, line officers, and advocates.	Police training agencies and professional associations within the state provided support, as did local advocates, law enforcement, and prosecutors.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
	The grantee's approach was designed to encourage collaborative relationships between law enforcement and community organizations.	
Tennessee Task Force Against Domestic Violence	To promote the development and implementation of uniform response policies across the state by training policymakers, trainers, and line officers.	Three multidisciplinary regional advisory committees were formed. Worked closely with the state police training academy and the state university.
Virginia Department of Criminal Justice Services	To promote the use of uniform response policies across the state by training law enforcement personnel, advocates, and other service providers as trainers.	Two state-wide victim advocacy groups worked on the project. Training sessions were often sponsored by local law enforcement and victim advocacy groups.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
Vermont Criminal Justice Training Council	To promote the use of uniform response policies across the state by training all law enforcement personnel in the state.	A multidisciplinary advisory committee was formed to develop model policy. A consultant was hired to undertake project activities.
District of Columbia Coalition Against Domestic Violence	To train all law enforcement personnel in the District to implement arrest laws.	Grantee worked with the department's training division, with many of the material development tasks done by a consultant.
Michigan Department of Social Services	To promote the use of a uniform pro-arrest policy by training policymakers, managers, and trainers, and by institutionalizing the training for dissemination to recruits and in-service officers.	Grantee collaborated with the state's law enforcement training authority, several state professional associations, and hired VSA as a consultant.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
New Jersey Coalition for Battered Women	To foster network development among law enforcement and victim advocacy organizations, and to train regional teams of trainers.	A multidisciplinary advisory panel was formed, and the grantee worked closely with the state law enforcement agencies.
Texas Center for Law Enforcement Education	To train policymakers, managers, and trainers with updated training materials, and to have these materials institution- alized into academy curricula for post-funding training efforts.	Grantee worked closely with the state law enforcement training authority, a state-wide victim advocacy group, and several community victim service agencies. A multidisciplinary advisory panel was formed to develop materials.
Fort Myers Police Dept.	To promote interagency coordination and the consistent use of a preferred arrest policy across the state by providing updated training materials state-wide.	Grantee worked with the state-wide victim advocacy group and the state police agency. A policy advisory board assisted with curriculum development, and a consultant was hired to coordinate tasks.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
Georgia Advocates for Battered Women and Children	To standardize response and training policies by training policymakers, trainers, managers, and line officers. Also trying to enhance interagency cooperation by forming networks among community agencies.	Worked with the State Commission on Family Violence. Received consultation from the Tennessee grantee, and used materials developed by VSA and NOBLEE. Formed an advisory panel and hired a consultant to be responsible for project tasks.
Legal Aid of Western Missouri	To develop model policy and training curriculum, and provide training in regional policy development seminars.	Grantee collaborated with state police, state Association of Sheriffs and Police Chiefs, Dept. of Corrections, police training authority, and U.S. Marshalls Service. An advisory committee was also established for oversight.

Exhibit D. Continued

State/Grantee(s)	Project Goals	Collaboration Strategies
Seattle Office for Women's Rights	To provide the law enforcement community with model policies, procedures, and training resources, based on a community policing approach.	Grantee collaborated with the state's law enforcement training authority, the state Association of Sheriffs and Police Chiefs, and convened a multidisciplinary advisory panel. A consultant coordinated activities. Several attorneys' groups also participated. Adopted training materials developed by Pennsylvania grantee and others.
Marshall University	To train policymakers and trainers, and develop model policies, procedures, and training materials for training in-service officers and recruits.	Grantee worked with the state police and the state victim advocacy group. New York grantee consulted. Multidisciplinary advisory panel was formed. State sheriffs' agency provided support.

Exhibit E

Training Project Accomplishments

State/Grantee(s)	Training Conducted	Major Products	Continuation Activities	Evaluation
Victim Services Agency (VSA)	Over 1500 law enforcement executives and trainers participated in 19 seminars across the nation and workshops at two national conferences.	A trainers' manual, two videotapes ("Agents of Change" and "Albuquerque Journal"), a national legislative guide, and an executives' manual (including model policy guidelines) were developed.	Many subsequent grantees have drawn on VSA resources and products in their training projects.	Post-training survey found that many trainees reported development or enhancement of written response policies in law enforcement agencies.
National Organization of Black Law Enforcement Executives (NOBLE)	Eighteen training seminars were held in 16 states and reached approximately 885 participants. Another 470 law enforcement professionals participated in five workshops at national conferences.	A training manual in policy development and a resource library of information on law enforcement and domestic violence were developed.	NOBLEE products used by subsequent grantees.	Post-training survey found that about half of trainees enhanced their policy after the training (but survey response rate was low).
VSA and the Alabama Coalition Against Domestic Violence	Over 680 policymakers, managers, trainers, officers, judges, attorneys, task force members, victims' advocates, and mental health and other social service workers were trained in various sessions held across Alabama.	A revised training curriculum, tailored to Alabama laws and based on previous VSA work and the results of a policy survey, was developed.	The state-wide task force was made permanent, with a mission of coordinating law enforcement training activities across the state.	Trainee feedback forms indicated positive impact.
Detroit Police Dept.	219 participants from 71 agencies attended a state-wide conference. At least 300 officers received automated training program.	Two manuals and two versions of a computerized training curriculum were developed for both recruit and in-service training, and disseminated to law enforcement and other agencies across the state. Officers' handbooks were also produced and distributed.	Training materials were incorporated into Detroit's police training academy curricula.	Conference feedback forms and informal feedback from computer-based training users indicate positive reactions.
Kentucky Domestic Violence Association	Over 400 policymakers, trainers, and officers were trained in seven seminars. Prosecutors, judges, and social service personnel also participated in these sessions.	A model training curriculum, a revised training manual, a short video and accompanying study guide, and a model policy for use by agencies across the state were developed.	All training academies have incorporated at least part of the curricula developed. Advisory committee and grantee agency continue training activities.	Follow-up surveys show policy development and improved police response to calls (although response rates were low).

Exhibit E. Continued

State/Grantee(s)	Training Conducted	Major Products	Continuation Activities	Evaluation
Massachusetts Criminal Justice Training Council	Two statewide training sessions for trainers and two sessions for policymakers were held, training over 260 law enforcement personnel, as well as advocates and prosecutors.	Trainers' and students' manuals, a line officers' pocket handbook, a training videotape, and model policy guidelines were developed and disseminated.	All academies have adopted curricula for recruit training; trainees agreed to disseminate training to four area agencies.	
North Dakota Council on Abused Women's Services	Over 127 participants at two conferences, one for policymakers and one for trainers, were trained. Other trainees included judges, law enforcement officers, advocates, and other service providers. Worked with Native American Tribal Police from all four reservations in the state.	Various manuals and guidelines were developed, including a model policy, a training manual, a pocket guide for officers, answers to frequently asked questions, and a description of counseling programs for abusers and victims. A library of special training resources for Native American communities in the state was also created.	Both training academies in the state incorporated at least part of the curricula developed. All agencies received training materials. Additional sessions held after grant period for law enforcement and prosecutors. State-wide task force continues to provide support to training efforts.	Evaluation forms for conference attendees provided positive feedback.
Pennsylvania Coalition Against Domestic Violence	Seven sessions were held, training several hundred trainers, judges, advocates, and social service workers.	Several versions of a trainers' manual were developed.	Training approach focused on training regional officer/advocate teams to disseminate training to line officers in their region.	
Connecticut Coalition Against Domestic Violence	Approximately 100 advocates and police trainers were trained in three training sessions.	Model policy guidelines were updated and the training curriculum and manual were revised.	Training academies have incorporated training materials. Additional training sessions have also been conducted by the grantee with law enforcement and prosecutors.	Evaluation was done through follow-up contacts with trainees and victims.
Indiana Family and Social Services Administration	270 trainers were trained in nine sessions, and have in turn trained at least 956 line officers.	Two videotapes (one under state funding), a training manual, and a reference handbook for officers were developed.	All training academies have incorporated training materials, and all county agencies have received the materials.	Trainee feedback data and pre- and post-tests of trainee attitudes and knowledge showed positive impact.

Exhibit E. Continued

State/Grantee(s)	Training Conducted	Major Products	Continuation Activities	Evaluation
New York Office for the Prevention of Domestic Violence	A total of 18 training sessions were held and included 550 policymakers, trainers, managers, and officers, with a sprinkling of victim advocates in each session.	Two videotapes, trainers' and students' manuals, and a bibliography documenting family violence resources were developed.	Academies incorporated parts of curricula, and grantee continues training sessions.	Trainee feedback forms and pre- and post-tests show positive impact.
Tennessee Task Force Against Domestic Violence	Over 1,800 law enforcement policymakers, trainers, officers, and recruits, with a few attorneys and advocates, were trained in 20 sessions. In addition, a videotaped seminar was broadcast to 40 sites across the state, reaching another 3,200 law enforcement personnel.	Two training manuals and other classroom materials, three videos (two are videotaped training sessions), and two versions of the training curricula were developed (one for in-person and one for video training).	Training academy incorporated materials, and regional training sessions for line officers were held after the funding period.	Trainee feedback forms provided data showing positive effects. Agency surveys showed positive impact on policy development, although response rates were low.
Virginia Department of Criminal Justice Services	Thirteen training sessions were held across the state, training 226 policymakers, managers, trainers, line officers, victim advocates, prosecutors, and military personnel.	The training manual was revised and two curricula (one for first-time and one for repeat training) were developed.	Training materials were distributed to all training academies. Additional sessions were conducted past the grant period.	Trainees provided positive feedback.
Vermont Criminal Justice Training Council	Over 1,350 law enforcement personnel (all in the state) were training in 50 regional sessions, along with a handful of advocates trained to be trainers.	A training manual, videotape, informational package, and a model policy were developed.	130 executives across the state received informational packages and the videotape. Training academies have adopted the curricula.	Agency survey showed that about half had enhanced their policy, and provided positive feedback on the training.
District of Columbia Coalition Against Domestic Violence	329 sergeants and officers were trained in 18 pilot sessions, and 2,100 law enforcement personnel (all in the District) were subsequently trained.	Three training curricula were developed for recruit, in-service, and manager training.	Multiagency advisory committee was formed at the end of the grant period to continue activities.	Review of law enforcement statistics showed increased report and arrest rates after the training period.

Exhibit E. Continued

State/Grantee(s)	Training Conducted	Major Products	Continuation Activities	Evaluation
Michigan Department of Social Services	215 policymakers, trainers, and other justice and social services professionals were trained in three seminars. Training materials were also pretested with 100 recruits at four academies.	A model policy was developed, along with a trainer's manual and a video.	All training academies are using training materials.	Pre- and post-tests provided useful information in pilot testing for revising materials.
New Jersey Coalition for Battered Women	Nine regional training sessions for 549 trainers from 377 agencies (mostly law enforcement, also some advocates' and prosecutors' officers) were held.	A training manual and video were developed.	Training academies adopted the training materials, and regional training teams have conducted training sessions.	
Texas Center for Law Enforcement Education	242 policymakers, managers, and trainers participated in 14 sessions across the state.	An instructors' manual, a students' workbook, a videotape, a review of domestic violence state laws (including a police reference section), and model policy guidelines were developed.	Curricula have been adopted by state training academies and disseminated to many of the department training units. Additional regional sessions have been held.	Pre- and post-tests showed improvements in trainees' knowledge and attitudes.
Fort Myers Police Dept.	Two 5-day sessions were held for curriculum development, but no training sessions per se were conducted.	An instructor's guide, a student's guide, a set of overheads and slides, and a computer-based test were produced for use in in-service training by departments.	Training materials were disseminated to agencies and academies across the state. State training authority adopted these materials for use at academies.	
Georgia Advocates for Battered Women and Children	One session for executives and one session for trainers, officers, and advocates was held, for a total of 85 trainees from various regions of the state. A third session was held toward the end of the grant period.	A training manual and three policy surveys were developed.	Materials were incorporated into training academies. A follow-up trainee survey found that about two-thirds of trainees had in turned trained over 840 officers.	Follow-up survey also found that over half of trainee agencies had improved their response policies.

Exhibit E. Continued

State/Grantee(s)	Training Conducted	Major Products	Continuation Activities	Evaluation
Legal Aid of Western Missouri	Nine training sessions were held.	Training manuals and handbooks were developed, along with a model policy.	The state's four training academies will incorporate materials. Training manuals and handbooks were widely disseminated.	A follow-up survey found that 90% of trained agencies had enhanced their policies, and 67% had trained about 200 officers.
Seattle Office for Women's Rights	Three training seminars were held.	Produced a model policy, a training manual, and a training videotape.	Model policy was incorporated agency accreditation program. Training academies adopted materials, which were distributed to all regional academies. Several trainers' sessions have been held since the grant period.	
Marshall University	Approximately six sessions held to train regional teams of trainers and executives.	Developed a model policy, curriculum, video, trainers' and students' manuals, and disseminated across the state. Curriculum for college course was also developed and has been offered several times.	Advisory board made permanent and will conduct a state-wide training conference and oversee additional training. Model policy adopted by executive agency as mandatory for all law enforcement agencies. Curriculum adopted by state training academy. Trainees held 28 sessions for 1328 officers, nearly all in the state.	Trainees provided positive feedback.

Materials which were produced under OVC funding include training manuals, model policies, students' manuals, pocket handbooks for officers, videotapes, other visual aids such as overheads and handouts, guidelines to victims' rights and services, and training curricula on computer disk. Most of the grantees produced training manuals by revising or compiling existing training materials used in their states or previously developed by prior grantees. The Victim Services Agency's products were particularly widely used by later grantees.

All the grantees made special efforts to institutionalize products or other aspects of the training projects, so that training would continue past the expiration of grant funding. Many of the states' law enforcement training authorities approved project materials for incorporation into training academy curricula, so that new recruits (and in some cases in-service officers as well) receive at least part of the training. Many grantees also disseminated training materials directly to law enforcement agencies for use in departmental training. In several projects, multidisciplinary advisory boards or task forces formed to guide project activities have become permanent bodies providing oversight for law enforcement training efforts across the state. Several projects focused specifically on developing teams of trainers for subsequent regional training sessions. While mechanisms were rarely instituted to assess the extent to which additional, post-funding training has occurred, feedback in several sites (such as Indiana, Texas, and Georgia) indicates that the training approach continues to be used for recruit and in-service training.

These projects did not feature strong evaluation mechanisms to assess the impact of the training. Many used trainee feedback forms to get immediate input on the training sessions attended. This can provide valuable information for revising training procedures for future use, but says little about any changes the training may have produced in trainees' attitudes, knowledge, beliefs, or job performance. A few projects did use pre- and post-tests, and typically found that the training enhanced trainees' attitudes, knowledge, and beliefs. This bears on immediate impact but does not address long-term changes or behavioral changes. Several projects also conducted follow-up surveys with trainees, and commonly found improvements in response policies and law enforcement services by those who responded, but response rates were often low. One project (that in Washington, D.C.) examined changes in official statistics and found that report and arrest rates increased after the training period.

Summary

Overall, the FVPSA supported law enforcement training in 20 states and the District of Columbia and supported two national projects. The awards by the Office of Victims of Crime totaled \$2,454,452. The grantees provided over \$690,000 in documented matching funds, although our interviews with program staff and case studies indicate that far larger undocumented contributions were made by agencies and individuals collaborating in the training development and implementation. Although training attendance numbers were not available for all projects, the figures that are available indicate that over 16,000 attended sessions sponsored by the projects. While most participants were law enforcement officers, participants also included policy makers, trainers, managers, judges, social service workers, victim advocates,

prosecutors. The projects also established mechanisms to continue training activities. A key feature of almost every project was collaboration between law enforcement and victim advocates and efforts to engage a broad range of relevant agencies and leaders in the training planning. This is expected to have continuing benefits to local efforts to respond effectively to domestic violence.

As part of the core project strategy, trainees in several projects returned to training academies or local jurisdictions to train others. Continuation activities included dissemination of training materials such as videos, manuals, and resource lists; incorporation of the training in whole or in modified form in the curriculum offered by law enforcement training academies; and continuation of collaborative planning for training in this area. The Federal investment thus seems modest in view of the outreach achieved; if only the number of participants trained in projects which kept attendance numbers are counted as the only training delivered, the cost was approximately \$153 per person. When this is spread across the numbers who received secondary training or assistance from the videos, manuals, and other training materials, the cost per person is likely to be much lower. For example, if one assumes ten secondary trainees for each person who attended, the cost estimate is lowered to under \$14 per person.

One difficulty we encountered in this study was the scarcity of outcome data from project records to support either: (1) that the training changed police knowledge, attitudes or behavior; or (2) that the training resulted in better services and protection for victims. Searching for evidence of impact in projects implemented without strong plans for evaluation is difficult. Projects may not be able to keep records of training provided by personnel they trained. Some other outcomes, such as changes in policies and services, are hard to measure and require resources well beyond those provided in the grants. It was not possible in this research to proactively collect evaluation data addressing impact questions since this study was funded after most of the training projects had been completed.

This evaluation used two strategies for assessing project impact. The first involved identifying potential effects of training projects and reviewing materials and records provided by the projects for evidence of progress toward these objectives. The second involved assisting two projects, one in Texas and one in New York, in conducting mail surveys of victims served by domestic violence programs. Although the victim surveys, described in Chapter Four, provide some impact data, the evidence is based on cross-sectional surveys conducted well after the training period. Our recommendation for the future is that including evaluation at the time of implementation would permit more rigorous evaluation of their impact.

Implementation of the FVPSA Law Enforcement Training

Six training projects were selected for case studies to provide analyses of diverse training models. These sites were selected to achieve heterogeneity on antecedent and process factors, including type of grantee agency, time period of the award, and jurisdictional demographics and relevant legislation. The six sites were visited between November, 1993 and June, 1994. During the visits, semi-structured interviews were conducted with 77 individuals, including training project staff, victim advocates and other service providers, law enforcement personnel from executives to managers to line officers, staff of state law enforcement training authorities and law enforcement associations, and other justice system personnel such as prosecutors, judges, corrections staff, and state justice planning agencies.

The six sites selected for fieldwork vary considerably on important contextual and project characteristics, including type of grantee; time period of the award; demographics; state laws governing arrest in domestic violence calls at the start of grant activities; law enforcement domestic violence response and training policies when grant activities began; training goals; and unique features of the approach used.

- Grantee type: Most projects were conducted by one of three types of grantees: state agencies such as social services, law enforcement agencies, or private advocacy organizations. Each agency type is represented among our selection; the grantees in Indiana and New York were state social service and domestic violence agencies; the Massachusetts project was conducted by a law enforcement agency and the project in Texas was conducted by law enforcement personnel who formed a private organization for training purposes; and the Kentucky and Tennessee grantees were private victims' advocacy groups.
- Time period: The regionally-focused grants (excluding the first two awards for nationwide training) were awarded between 1989 and 1992 and typically extended between one-and-a-half to three years. Since we are interested in studying how projects which were "ground breakers" functioned as well as how later projects drew on others' previous experiences, we chose projects with start dates spanning this time period (two in 1989, three in 1990, and one in 1991). We did not select either of the most recent awards (start dates in 1992) since they were still ongoing and we felt we could obtain more information from completed projects (such as final products and post-funding impact and continuation activities).
- Demographics: We sought to maximize variety on the demographic indicators of region of the nation, population distribution, per capita income, and presence of minority group populations. The selected sites represent all regions of the country to which grants were awarded: New England (Massachusetts), the Northeast (New York), the South (Kentucky, Tennessee, and Texas), and the Midwest (Indiana). Population distributions range from relatively rural states (Kentucky) to mixed urban/rural states (Indiana and Tennessee) to predominantly urban states (Massachusetts, New York, and Texas). Per

capita income levels include relatively poor states (Kentucky), states with relatively moderate income levels (Indiana, Tennessee, and Texas), and relatively affluent states (Massachusetts and New York). Finally, the sites selected for intensive review include relatively large populations of Asians (Massachusetts, New York, and Texas), Blacks (New York and Tennessee), and Hispanics (New York and Texas).

- Domestic violence arrest laws: State laws around arrest in domestic violence situations vary a good deal and are clearly quite influential in police policies and procedures. Since arrest laws at the time the training project began were an important contextual factor in determining the focus and goals of the training, we chose projects from states with a range of arrest statutes, including strong mandatory arrest laws (Massachusetts); preferred arrest legislation for most situations, although arrest may be mandated under some situations such as restraining order violations (Indiana, Kentucky, Tennessee, and Texas); and no specific domestic violence arrest legislation (New York).
- Law enforcement response and training policies: Current law enforcement policies at the start of the training project were another very important contextual factor which influenced the shape of the training efforts. The six sites selected for further research represent substantial variety on these factors, including projects working in states where most agencies did not have written response policies (Indiana and Kentucky) to those where many agencies had policies but they varied widely across the state (Massachusetts, New York, Tennessee, and Texas). Training policies also varied widely, from states where no or very little training in domestic violence was required (Kentucky and Tennessee), to states that required some training for recruits but none for in-service officers (Massachusetts and New York), to states with laws requiring in-service training to maintain certification (Indiana and Texas).
- Training goals: All projects aimed to promote the development and implementation of uniform, written law enforcement policies across the state. Some projects had as additional goals to enhance community networks (e.g., New York), and to ensure continued training activities past the funding period by establishing regional training teams (e.g., Massachusetts) or institutionalizing training procedures into academy curricula (e.g., Texas).
- Unique features: We are also interested in studying projects with innovative approaches to training activities and special evaluation efforts. Some projects included special teaching techniques such as structured student workbooks (Texas), policy development workshops with homework assignments and reviews (New York), broadcast video training (Tennessee), and pocket handbooks officers could carry with them on duty (Indiana and Massachusetts). Special evaluation efforts (beyond post-session trainee feedback forms) included victim surveys (Kentucky and New York), agency follow-up surveys to assess policy development (Kentucky, New York, and Tennessee), and pre/post comparisons of law enforcement statistics such as arrest rates (Massachusetts).

We used these characteristics as the basis for selection of sites for further research, as we believe that maximizing variety on these factors will assist us in the goal of documenting diverse training models, developed in response to diverse local conditions. Future grantees should find this information useful in designing training projects suited to their own local needs and conditions.

This chapter presents a synthesis of the findings from the six case studies, focusing on major dimensions of the training projects: project implementation processes, training provided, training products developed, trainers and training techniques, project impact, and future efforts to sustain the projects' accomplishments and promote other needed changes.

Project Implementation: Organizational Issues

The Lead Agency. The training grants were awarded to several different types of agencies: private, non-profit victim advocacy organizations in Tennessee and Kentucky; a state victim advocacy organization in New York; a private, non-profit law enforcement training agency in Texas; a state law enforcement training agency in Massachusetts; and a state social service agency in Indiana. Each of these agencies had organizational or individual experience in law enforcement training, or hired contractors as key staff who had this experience. Each of these different types of agencies had networks of relationships with other key community and state-level agencies at the time the grant was awarded, and each developed relationships with additional agencies for project implementation purposes.

While all kinds of agencies successfully implemented police training, different kinds of lead agencies brought different strengths and needs to the project. Having a law enforcement professional in the room during the training is absolutely essential. Setting up arrangements with police departments and training academies is important in institutionalizing the products of the training and ensuring dissemination. These tasks were often easier to achieve when the lead agency was in law enforcement. Advocacy agencies sometimes had to work harder to make the contacts and establish networks to achieve these goals. One the other hand, the advocacy agencies brought an understanding of what policies and procedures needed to be changed, and how, was not as obvious to law enforcement professionals. In general, the key factor was that the lead agency establish good working relationship with a broad range of agencies and establish procedures for engaging them in the police training activities.

Interagency Collaboration. A collaborative approach to project planning, material development processes, and training implementation was used in all projects. This approach was critical for developing comprehensive training materials, fostering a sense of ownership in the project by various types of agencies across the state, and gaining access to personnel to serve as trainers and trainees. The roles various agencies played in the project are described below.

Law enforcement agencies: 1) contributed officers who served on advisory committees and as trainers, 2) sponsored training sessions, and/or 3) sent officers to attend the training.

Law enforcement training agencies: 1) sent staff to serve on advisory committees, 2) endorsed training materials, 3) provided facilities and trainers for training sessions conducted during the federal project, and/or 4) incorporated training materials into academy curricula. For example, staff of the Texas Commission on Law Enforcement Officer Standards and Education (TCLEOSE) served on the material development oversight committee, endorsed and sponsored the training sessions, provided training credits to trainees, and incorporated the curricula into training academies across the state for use in future standard training. Their participation was critical in gaining the acceptance and credibility needed for the project to reach a large audience and have a significant impact on their policies and practices. In Tennessee, the Law Enforcement Satellite Training Network (a joint venture of the Tennessee Law Enforcement Training Authority, the University of Tennessee, the Sheriffs' Association, and the Police Chiefs' Association) was an important collaborator in the production and dissemination of the live video training.

Law enforcement professional associations: 1) participated in the material development process by reviewing plans and products, 2) provided professional endorsement of the training, and/or 3) provided access to trainees. For example, the New York Sheriff's Association assisted the lead agency in recruiting law enforcement trainees by providing mailing lists of member agencies and endorsing the training in the recruitment letter sent to agencies.

Victim advocates and organizations: 1) provided expertise for material development, 2) served as trainers, and/or 3) served as trainees who then disseminated the training to line officers in subsequent training sessions. In Massachusetts and Tennessee, there was an emphasis on building bridges between advocacy and law enforcement agencies in communities and developing advocate-officer training teams for dissemination training, so advocates were included as trainees in many of the training sessions.

Court personnel, including prosecutors and judges: 1) participated in the development and review of training materials, 2) served as trainers, and/or 3) participated as trainees in some sessions. A judge in Kentucky who attended one of the sessions as a trainee invited the trainers to conduct a special session for judges in his community and made arrangements for the session.

State agencies: 1) provided funds, 2) helped develop materials, and 3) provided staff to serve as trainers. Examples include the Indiana Criminal Justice Institute, which channeled significant levels of state funding to the project, and staff from the Kentucky Department of Social Services who were extensively involved in material development and conducting training sessions.

In general, projects should strive to include a broad range of collaborative partners. Agencies who participate in planning activities, material development, and training have a greater sense of ownership and acceptance of the changes training requires. Experience indicates that it is essential that the collaborative partners include law enforcement agencies and advocates. Engaging professional law enforcement training academies was a major plus, because they can provide credit and professional recognition for training, may offer facilities in which to

conduct training, and can assume ongoing training efforts after the development period. A few projects were able to involve prosecutors or judges. This is a major advantage because one point of resistance to training by police is a belief that their efforts at enforcement may not be backed up by the courts. Judges and prosecutors who participate in the projects should gain in their understanding of domestic violence and the issues facing police at the scene of incidents which may increase the likelihood that police enforcement efforts will result in court action.

Role of the Office for Victims of Crime. Staff at each of the training projects felt that federal sponsorship was critical in gaining support for and acceptance of the training among state and community agencies. OVC funds were frequently the only source of financial support (although the Indiana project did receive significant funding from a state agency), with state and local agencies sometimes providing in-kind support.

Staff reported generally very positive working relations with OVC. Project Monitors were very supportive of project needs and flexible when special issues arose that affected the project schedule. The cluster conferences for grantees held in Washington, DC were especially helpful for getting to know federal staff and getting their input on the projects, and for networking with other grantees for cross-fertilization of ideas and methods, and sharing materials. In general, project staff reported that OVC cash flow, budgeting, and reporting requirements were fine, with a few projects experiencing some delays in receipt of initial payment, and some difficulties with federal regulations on speakers' fees and payment for working lunches.

Project staff had several suggestions for changes in Department of Justice procedures for similar future projects. Some suggested the Department build in and fund a technical assistance component in training grants to support the provision of assistance to other grantees. Some grantees stated that providing their materials to other projects, while they were happy to be of assistance, was financially burdensome and time-consuming. Others noted that it was sometimes time-consuming to get materials from other grantees and they were somewhat expensive. Another suggestion was that the Department serve as a central archive for storing and disseminating training materials, and provide basic guidelines and oversight to avoid duplication of efforts.

It was also suggested that an evaluation component be required and funded for each training grant, to provide for efforts to assess the dissemination of training and its impact on trainees, their agencies, and the community. For example, a system for keeping records on additional training provided by trainers trained in these projects, and any changes seen in trained agencies' policies and trained officers' practices would be desirable. This would provide useful feedback for the grantee and others to use in planning future training efforts and estimating their impact.

Another suggestion for Department of Justice consideration is the funding of additional projects to enhance community coordination efforts around domestic violence. While it is important to promote changes in key elements of the justice system, such as law enforcement, it

is also quite important to take specific initiatives to help the several agencies work together and function more effectively as a system.

Program Development

Setting Goals and Objectives. The goals of the police training were specified in the legislation. Most projects emphasized their intention to: 1) stop ongoing and recidivist violence; 2) ensure officer and victim safety; and 3) send the message that domestic violence is a form of crime which will not be tolerated, by making arrests and providing other services to victims as per relevant state laws. The philosophy guiding most projects, as summarized by one trainer in Tennessee, was that law enforcement officers are responsible for providing victims with their constitutional rights to equal protection under the law and that domestic violence cases should be treated the same way other types of crimes are treated. Agreement on the need to change police policies and practices to attain these goals was universal among those we interviewed.

However, the professionals we interviewed were divided on the need for training directed specifically at the goal of changing attitudes. Taking an active, pro-arrest approach to domestic violence may represent a significant change for some officers who are accustomed to the more traditional mediation or non-intervention approaches. Not all officers accept the view that domestic violence is criminal behavior and that intervention is an appropriate use of police powers. Some officers may be tolerant or accepting of domestic violence and view law enforcement intervention as an inappropriate intrusion into private family matters.

Most of those interviewed believed that attitude changes would be helpful in producing changes in officers' behaviors on domestic violence calls, and some argued that attitudinal changes were essential to ensure consistent behavioral changes, as officers will not thoroughly and consistently enforce laws that go against their personal opinions. Others, however, held the view that these attitudes are based in deep-seated values and beliefs that can rarely be changed by a time-limited training course, and that anyway individuals are entitled to hold whatever attitudes they please as long as their behaviors conform with laws and established policies. Respondents with this view felt that officers will generally enforce the law even if it is contrary to their personal attitudes. Regardless of which of these views was adopted in specific projects, all the training projects used materials designed to increase trainees' understanding of the nature of domestic violence, the reasons that changes in the law enforcement approach are necessary, and new procedures on calls.

The process for translating the overarching goals into specific objectives varied across projects depending on the prior involvement of the lead agency in enforcement in domestic violence cases. In Tennessee, staff who worked closely with the lead agency had a long history of working on domestic violence issues in law enforcement and had participated in one of the first national grants under the Act. With this background, project staff were able to move directly to modifying the materials developed by the national project to meet local needs. In other projects, staff needed to devote time to collect information on existing laws, policies and practices and solicit input from professionals on the kinds of changes which were needed. In

Indiana, the project director personally conducted an extensive review and systematically visited law enforcement agencies for input during the process of formulating project objectives and plans.

The training projects undertook various activities to implement their underlying goals while taking into consideration factors of particular importance to law enforcement agencies' functioning. While the specific methods used varied somewhat across the projects, their work generally included efforts to:

- Develop comprehensive and up-to-date training materials, using various media and covering a range of topics, including the nature of domestic violence, current legislation, model policies and procedures, civil liability issues, the usefulness of arrest at stopping violence, and issues of special interest such as officer safety and children of domestic violence.
- Facilitate the development, dissemination, and implementation of progressive domestic violence policies by training law enforcement executives on elements of model policies and policy development procedures; training supervisors on policy elements and implementation; training trainers on how to train line officers on policy implementation; and training line officers on model policies and implementation procedures.
- Disseminate this training to law enforcement agencies and training academies across the state, thereby laying the groundwork for training to continue beyond the OVC funding period by developing a pool of trained trainers and institutionalizing training materials into academy curricula.
- Help law enforcement agencies comply with training mandates, where applicable, through the training sessions funded by OVC and the provision of materials developed under OVC funding for use in future training.
- Facilitate coordination efforts between law enforcement and other community agencies by including representatives of other agencies (such as advocates, prosecutors, judges, correctional personnel) as trainees, trainers, and/or on committees to develop or oversee development of training materials.

Planning Issues. Our evaluation identified a number of factors which affected the impact of the training projects and need to be considered during the project planning phase. These included:

The law. Law enforcement policies and officers' services on the scene of domestic violence incidents are determined to a large extent by the powers and responsibilities granted them under the law. Many changes have been made in state codes across the nation in recent years, with a focus on expanding officers' powers of arrest for misdemeanor assaults,

criminalizing violations of court orders (such as no-contact, protection, and restraining orders frequently used in domestic violence cases), and requiring officers to provide certain services and information to victims. One of the most important functions of the training projects was to provide officers with up-to-date information on relevant laws and enforcement procedures. This was particularly critical for arrest legislation, which has changed drastically in recent years to allow, encourage, or mandate arrest under various circumstances. Some officers may feel that mandatory or even pro-arrest legislation limits their use of discretion (and veteran officers may be used to exercising a considerable amount of discretion), and resentment of this loss may lead to unintended applications of arrest powers, including arresting the victim as well as the abuser. It was especially important for these training projects to explain how new laws provide guidance on the exercise of arrest powers, including how to avoid dual arrest by determining the primary aggressor and arresting that party only.

Formal police department policies. Law enforcement agencies' policies are also quite important in determining how officers respond to calls. An important goal of the training projects was to encourage the development and implementation of policies which reflect current legislation and best-practices approaches to domestic violence. Personnel at all the training projects recognized that it was essential to gain the support of agency executives, other opinion leaders in law enforcement agencies, and other community leaders (such as local prosecutors and politicians), where possible, for the development and adoption of progressive policies. Furthermore, as staff at the New York project pointed out, policies must be not only developed and officially instated by agency executives, but must also be communicated, supervised, evaluated, and revised as needed for implementation to occur in a meaningful way. This required that training project reach out not only to executives, but also to trainers and managers who inform line officers of policies and oversee their implementation of the policies through review processes.

Community influences also impact on how officers respond to domestic violence calls and their openness to change. Communities in which domestic violence is not seen as a priority are less likely to have interagency coordination efforts, support from community leaders for strong initiatives, or vigorous prosecution and sentencing practices in the courts. All these factors influence how law enforcement treats domestic violence cases, so many of the projects attempted to increase broad-based support for law enforcement interventions through efforts to mobilize other community agencies as well, and increase coordination efforts between law enforcement and advocates, prosecutors, judges, and corrections.

Organizational concerns contribute to law enforcement's willingness to change their policies and practices on domestic violence cases. There is widespread concern over civil liability issues engendered by a number of cases in the last fifteen years in which police departments have been held liable for officers' failure to protect victims through arrest and other forceful interventions. There is also a degree of concern over false-arrest liability, which has been cited as a reason not to make arrests in these cases, although no major domestic violence false-arrest liability cases have been lost by law enforcement agencies. These concerns are a strong motivator for agencies to ensure their policies and practices protect them from liability;

the training projects focused on clarifying liability issues and showing how progressive policies and practices can protect agencies from civil liability.

Officer attitudes. Attitudes at the individual level can also be a useful tool for change. Many of the respondents noted that officers generally are concerned for the children of violent households, are concerned for their own safety on these calls, and have a strong desire to enforce the law as a means of stopping violence. These concerns were good motivational tools for the training projects to address and show how new procedures represent an improvement over old policies, in their goal of changing how officers handle domestic violence calls. Other common attitudes represented challenges for the training projects to overcome, such as apathy and cynicism about domestic violence cases (resulting from experiences with victims who don't cooperate and courts which don't reinforce police actions), the view that domestic violence calls are not "real" police work but are more in the line of social work, and a general tendency to resist change of any type, especially among more experienced officers. An important goal of the projects was to overcome these obstacles by providing training and new information to law enforcement personnel which would motivate them to implement new practices.

State training mandates and resources. Training mandates, such as those in Texas and Indiana requiring domestic violence training for both recruit and in-service police officers, helped increase law enforcement's willingness and ability to receive training, as did pay incentives for officers with more training (provided for Kentucky officers). On the other hand, some law enforcement personnel had no training mandates, such as elected sheriffs in several of the states. Also, inadequate resources to allow access to training (e.g., lack of funds to pay officers overtime for their training hours, or insufficient numbers of officers to schedule coverage for officers while they are in training) limited the extent to which training could be disseminated. Given limited resources, agency executives sometimes had to weigh competing training demands, with the need for domestic violence training balanced against training needs on other topics such as drug enforcement, use of force, firearms, and hot pursuit. In the Massachusetts project, legislative changes occurring during the training period necessitated revision of some of the training materials to reflect the most current laws.

Development of Materials. Project materials were developed in a variety of ways.

Contractors were hired by the projects in Indiana and Massachusetts to serve as principal project staff and undertake material development. The contractors reviewed existing policy and training materials and literature and developed drafts of the training products. These products were then reviewed by a multidisciplinary advisory committee, whose input was used to make needed revisions prior to conducting the training sessions.

Multidisciplinary committees of experts developed the materials in Texas and Kentucky. The project staff served primarily to coordinate committee activities and provide review and assistance where needed.

Project staff modified training materials developed earlier to adapt to local conditions by adding sections on state laws and policies. The Tennessee project based their materials on the work of an original national OVC grantee (Victim Services Agency). The New York grantee used materials it had developed prior to the grant award, with federal funds used primarily for training implementation and dissemination.

Staff at each of the sites were pleased with the material development processes used. Some noted that "turf issues" sometimes arose when personnel from different types of agencies worked together, and that it was helpful to have knowledgeable project staff with good interpersonal skills to help resolve such conflicts and note the positive results of conflicts, which brought new issues to light or new ways of looking at issues.

Other Planning Activities. Preparation for successful training also involved careful attention to logistical details. These included efforts to publicize the training. Announcements of training availability were usually mailed to law enforcement agencies in the target region, often with sign-up sheets. These were much more effective if they included endorsements by official police training academies or professional associations. Planning for training also needed to locate times and places for training that minimized travel time and costs for lodging. Arranging appropriate places for training was important. In general, police training academies or places normally used for educational activities provided fewer distractions and a more neutral setting than law enforcement offices or offices of advocacy groups.

Motivating law enforcement personnel to come to training sessions was not a major challenge for most projects. The sites typically found there was much demand for domestic violence training, often due to liability concerns. In New York and Massachusetts, where there were no in-service training mandates, the demand for training slots frequently exceeded the number available. Training was also in heavy demand in states that had training mandates, such as Texas and Indiana. Surveys of new officers in Kentucky, six months out of recruit training, have found much demand for in-service training on domestic violence.

Training and Other Services Provided

Training Structure and Format. The training sponsored by the federal grant ranged from half-day to 4-day sessions, with 2- or 3-day sessions being most typical. Trainers' sessions focused on teaching them how to train line officers and providing them with materials for use in training line officers, who are the ultimate law enforcement target of these training and policy development initiatives. The planned line officers' training sessions ranged from 15-minute roll call sessions to two-day sessions; there was considerable diversity of opinions on the optimal length of training for line officers. Training was structured differently at each of the six projects included in the case studies.

In New York, the OVC-funded training sessions were part of an ongoing training initiative by the grantee agency which began prior to the funding period and continued past project funding. During the funding period, the grantee held 18 regional 2-day or 3-day training

sessions for executives, managers, trainers, and line officers. Regional sessions were held to increase accessibility to trainees. A total of over 1100 trainees (most law enforcement but some from other justice system agencies) were trained during the grant period. These sessions were held separately for each of several types of law enforcement personnel; of the 18 sessions, there were three for executives (focusing on policy development), eight for managers (discussing policy implementation), four sessions for trainers (for dissemination of training to line officers), and three sessions for line officers. The grantee also held 11 meetings at various communities across the state to provide technical assistance to local personnel.

In Texas, the training project held 14 training sessions at various locations around the state. This project also divided sessions by professional role of the trainees, with eight sessions for executives, six sessions for trainers, and a number of sessions for line officers. A total of 242 executives and trainers, and 540 officers, were trained in these one-day sessions.

In Massachusetts, the project also held separate regional sessions for executives and trainers. About 180 executives participated in the two 2-day sessions, and about 80 trainers and advocates participated in the two regional trainers' sessions. The trainers' session was opened to advocates as the approach was to develop a pool of trained officers and advocates who could serve as training teams for further dissemination to line officers; these trainers were asked to commit to training the line officers of four departments after receiving the training themselves.

In Tennessee, the project trained many staff from various agencies in a number of mixed-group sessions. Three regional 3-day sessions for law enforcement executives trained 151 personnel, of whom about two-thirds were law enforcement executives and the rest were advocates. A central 3-day trainers' session was attended by 79 people, of whom about 60% were law enforcement trainers and the rest were advocates. Two 4-day specialized schools were held for law enforcement managers, training about 70 personnel during the grant period. In addition, 19 one-day or half-day sessions trained over 1000 law enforcement personnel of various ranks, advocates, and other community agency personnel. Finally, two 3-hour training sessions for law enforcement personnel of various ranks were broadcast by the Law Enforcement Satellite Training network, reaching about 3000 officers. Law enforcement personnel from 75% of the counties across the state participated in some form of training.

In Kentucky, the project held seven one-day sessions attended by a total of about 400 professionals, most of whom were law enforcement executives, with some city and county attorneys and one judge also in attendance. These sessions were held at various locations across the state to increase accessibility to trainees. An additional lunchtime session was held for judges in one community, on the initiative of the judge who attended one of the full-day sessions and was so impressed he invited the project trainers to conduct this special session.

In Indiana, training concentrated primarily on reaching law enforcement trainers, so they could then disseminate the training to line officers in compliance with training mandates. Nine regional 2-day sessions were attended by a total of 270 law enforcement trainers from 192 agencies in 85% of the state's counties.

Respondents were asked in the interviews for their recommendations on certain characteristics of training, including the length, size, and setting of training sessions, and the optimal mix of trainees in a single session.

Most respondents felt that roll call training was generally not very effective, as officers tend to be distracted by the environment and the demands of their upcoming shift. Some respondents, however, pointed out that roll call training is preferable to no training when this is the only other alternative, and that this can be a good format for providing specific information on legislative updates and specific policy provisions, subsequent to more lengthy training. Some trainers felt that one day of in-service training is sufficient, while others felt two days' training is necessary. There is certainly enough material to cover on domestic violence to occupy as much as a week of officers' training time, but this is rarely feasible. It would seem the best guidance for domestic violence trainers is to try to obtain as much of the officers' training time as possible, and prioritize training materials to fit the time available, focus on the most pressing issues including any legal updates needed, and to complement and enhance any previous training received.

There was much more agreement on the optimal group size of training sessions. Respondents preferred groups of 25 or fewer trainees, wherever possible, to facilitate group discussion and interaction. Respondents also generally preferred conducting the training at training academies, which are a familiar setting that lend credibility to training offered there. Training conducted at law enforcement agencies may be much more accessible to some officers, but may also be prone to distractions from phone calls and other aspects of day-to-day work life.

Trainers used various models of trainee group composition. Some trainers, such as staff from New York and Kentucky, trained groups of only law enforcement personnel of homogenous ranks (chiefs or other executives were trained in their own groups, as were middle managers, trainers, and line officers). The advantages of this approach are that it allows for very specific tailoring of the content of the training to the role of the trainees, and that it should minimize any rank or status issues that might inhibit open group discussion. Other projects trained groups of law enforcement personnel of mixed rank and role, sometimes using breakout groups to form smaller, more homogenous groups for discussion of role-specific issues (such as policy development issues for executives, or specific response procedures for line officers). This approach is probably a more feasible option under circumstances in which it is not practical to conduct multiple sessions with homogenous groups.

Another aspect of group composition involves multidisciplinary training groups, with law enforcement personnel trained in the same session with advocates, prosecutors, judges, and others. While many respondents felt this is an essential approach for fostering mutual understanding, interagency coordination, and a unified systemic response so badly needed in domestic violence cases, there are some challenges to be met when attempting this approach. Finding a location for these sessions may be the first task, as only law enforcement personnel can be trained at some law enforcement academies, and the same may be true for institutional settings used with training other personnel. Careful attention should be paid to "turf" and other

status issues which may arise in multidisciplinary training; breakout groups by profession may again be a helpful device for addressing the need to tailor training content to specific roles, and to address status issues that may arise with larger mixed groups.

Alternative approaches to breakout groups can be used when the objective is to increase cross-fertilization and coordination. This may involve breaking larger groups of solely law enforcement personnel into smaller heterogeneous groups based on agency, so that the smaller groups are composed of personnel from different departments, to facilitate sharing different perspectives and approaches. Another approach is to facilitate the coordination of personnel from different agencies by taking larger, multidisciplinary groups and forming break-out groups composed of staff from different agencies in a single community, as was done in some Tennessee training sessions.

Dissemination of Training Beyond the Grant Period. In most cases it was impossible to obtain accurate quantitative indicators of how widely the training was disseminated through additional training by the personnel trained during the grant period, as no mechanism was established to measure dissemination. There were some quantitative indicators of dissemination in the states with legal training mandates; in Indiana, records indicated that the trainees had in turn trained nearly 1000 line officers within six months of receiving the training themselves. Records kept by the state training authority in Texas indicated that over 600 line officers were trained, using grant-funded materials and trainers, within a year of the initial training period, but this figure was felt to be a significant underestimate of the actual extent of dissemination.

Other indicators of training dissemination include requests for additional training manuals and technical assistance from trained trainers planning to train line officers; these requests continue to come in several years after the initial training period. Advocates from various communities reported in our interviews that they were often invited by local law enforcement personnel to serve as co-trainers in local training sessions, using training materials developed under OVC funding. It should be noted that in some subsequent training initiatives the complete package of materials were used without changes, while in other cases they were shortened, if training resources were scarce, or expanded when conditions allowed. When the curriculum was shortened, information on domestic violence dynamics was often deleted, and information on legislation and response procedures was retained.

Institutionalization of Training into Academy Curricula. All the projects made a special effort to have the training materials adopted by law enforcement training academies, to ensure that the training approach and materials would be used in future training with recruit and in-service officers. These efforts generally met with considerable success, determined partially by the number and organization of academies.

In some states there are a large number of regional training academies and a state agency which serves as a central authority for accrediting and recommending training materials for use at the academies. For example, there are about 40 regional training academies and many individual agencies which do their own training in New York; in Texas, there are about 100

academies and approximately 200 law enforcement agencies which are authorized to provide in-service training to their officers. In less populous states, such as Kentucky, Tennessee, and Indiana, there were fewer academies and only several large departments that conducted their own training, overseen by a central training authority, such as POST or a similar body.

Academies in all states have adopted the training materials developed in these projects, at least in part, sometimes adapting them to fit their individual needs and resources, and sometimes with additional materials to update certain sections. Dispersion and use of the materials is more difficult to assess in states with larger numbers of academies and agencies that do their own training, but there seems to be considerable institutionalization of training procedures in each of the states. For example, even in a state as large as Texas, there was significant dissemination of materials, with materials sent to nearly all the 100 regional academies, all the 60 shelters across the state (for use by co-trainers from the advocacy community), and 50 of the 200 departments which do their own in-service training (project staff wanted to send materials to all of these trainers as well, but funding levels did not support full dissemination).

Training Products

Each of the training projects developed several types of materials which were used in the training sessions, given to trainees for use in future training, and disseminated to training academies for further use. Separate manuals were sometimes developed for use with different types of trainees -- executives, trainers, managers, or line officers -- for sessions of varying length, from 15-minute roll-calls in Massachusetts to 40-hour specialized schools offered in Tennessee. Typically the training curriculum developed for use with in-service line officers was for a one-day session. These manuals covered a variety of topics as discussed in more detail below. Videos using various formats and resources, and other visual aids such as slides (over 120 slides were used in Indiana), overheads, and handouts (extensively used in the Texas project), were developed. Reference handbooks for police officers were produced in Massachusetts and Indiana.

In some of the sites, the materials developed and used under OVC funding represented the first uniform curriculum available for training on domestic violence issues across the state (for example, in Massachusetts), so having these products available helped to standardize training across the state. In other sites, training materials were based on materials which already existed but needed modification and updating (such as the Kentucky site). The availability of detailed, complete, and up-to-date training packages was generally seen as one of the most important contributions of the projects. These packages make it much easier for trainers to conduct high-quality and uniform training sessions, as long as enough flexibility is allowed in the curriculum for trainers to tailor it to local conditions, such as unique features of each law enforcement agency's policies.

Other features of these products which contributed to their usefulness include use of jargon-free, everyday language (as one respondent remarked about the Indiana materials), and the provision of structured written materials for students to use in taking notes from oral and

visual presentations (which was a unique feature of the Texas training materials). These supplementary written materials reinforced the information presented through visual and auditory sensory channels, and helped focus trainees' attention on the major points of the materials

Training Manuals. Manuals were the primary product developed in each training project and were used in the training sessions conducted under OVC funding as well as in additional sessions by trained trainers. Various resources were used in producing the training manuals, including materials developed by other grantees (e.g., the Tennessee site used Victim Services Agency's materials and adapted them by adding materials on state laws); Department of Justice and Congressional reports; informational materials from advocacy groups; materials from law enforcement associations, such as the International Association of Chiefs of Police's model policy; policies of various law enforcement agencies across the state; magazine, newsletter, and journal articles; and court documents and other information on domestic violence cases, especially civil liability cases against law enforcement agencies.

Major sections of the training manuals include introductions and instructions to users; understanding domestic violence; traditional police responses and liability problems; current legislation; and state-of-the-art policies and procedures to use on calls. Training content and approach sometimes varied by the type of trainee. For example, policy development is more likely to be emphasized in training for executives than training for patrol officers; training of supervisors and managers will place more emphasis on policy implementation and oversight; training of trainers is more likely to stress how to train line officers; and line officers' training will likely place more emphasis on laws and agency policies for response procedures, and how to implement them.

Some respondents preferred an approach which first addressed attitudes toward domestic violence and then gave factual information and "how-to" procedures, while others preferred a reversal of this schedule. These preferences may vary with the trainer's goals, with those who emphasize changes in attitudes toward domestic violence placing this material first.

Understanding domestic violence. Information on domestic violence dynamics and victimology was widely seen as essential, although not always the trainees' primary area of interest (some officers may be more interested in acquiring practical "how-to" information). Many of the professionals we interviewed stated that information to help officers understand why victims may stay with or return to abusers, and why they sometimes don't cooperate with law enforcement efforts or follow up on other justice system interventions, is critical for debunking domestic violence myths and promoting more enlightened attitudes toward domestic violence calls. Many police officers may believe, for example, that victims who do not take steps to distance themselves from the abuser or accept protections offered by community agencies do not really want to end the abuse, or do not deserve efforts made on their behalf. Inducing greater understanding and more positive attitudes is, in turn, expected to lead to more helpful responses from officers on domestic violence calls (for those to whom attitude change is an important goal of the training).

Several very interesting techniques for promoting better understanding of and empathy for victims of domestic violence were described. A trainer in Massachusetts discusses the "Stockholm syndrome," whereby prisoners of war and prisoners of terrorist attacks may come to identify with their captors and resist outside interventions on their behalf, and how this phenomenon is quite similar to the experiences of victims of domestic violence. This metaphor can be particularly effective in that it relates the experiences of female domestic violence victims to a form of victimization most often experienced by men, being held prisoner of war (thus bridging the gender gap between male police officers and female domestic violence victims). Trainers in Tennessee and Indiana related their approaches for increasing sensitivity to the victim's position by pointing out that both police officers and victims will stay "on the job" for a variety of other reasons, even though they know a physical assault is inevitable.

Another important topic in understanding domestic violence is a discussion of how abusers may deceive and manipulate not only their victims, but law enforcement officers and the justice system as well. This can serve as an "eye-opener" to officers who are accustomed to dealing with abusers who appear very charming and persuasive, and help the officers in their task of determining who was the primary aggressor and therefore subject to arrest.

A somewhat contentious topic in discussions of the nature of domestic violence is whether domestic violence is gender-neutral (both men and women are commonly abusers as well as victims) or non-gender-neutral (in nearly all cases, men abuse women). Most of the trainers stressed that domestic violence is not a gender-neutral phenomenon, such as the New York and Tennessee projects, to which trainees whose experiences led them to perceive women as frequent abusers sometimes took exception. Anticipating this reaction, trainers often made this an explicit topic of discussion with trainees early in the training sessions, to "clear the air," and used the results of research and statistical studies to bolster their argument. Some trainees remained unconvinced (according to a respondent in Tennessee) and some stated that an approach which strictly maintained the non-gender-neutral nature of domestic violence damaged the trainer's credibility by making him or her appear to officers as extremist, unrealistic, and politically motivated. Other projects took the approach of emphasizing that most domestic violence is perpetrated by men on women, but that there may be cases in which the identity of the abuser may be ambiguous, when victims may deceive officers, and when women may physically abuse men. This approach may be more palatable to some officers being trained, but may not change attitudes to the degree desired. How to address this issue remains an area of controversy in many domestic violence initiatives, including law enforcement training projects.

Other information commonly taught on domestic violence dynamics included violence as an abuse of power and control (New York trainers used the Duluth Domestic Abuse Intervention Project's "wheel" diagram to illustrate the different types of abuse and their source in power/control issues); the cycle of violence; the effects of violence on children, the elderly, and the disabled; violence in gay and lesbian relationships; myths around domestic violence; and how society, including the justice system, has long tolerated domestic violence as a private family matter.

Traditional police responses and liability issues. Information on the nature of domestic violence relates to material on changes in social attitudes in recent years, including the realization that domestic violence is a criminal matter and should be treated as such by law enforcement and the justice system. This is designed to move thinking away from the traditional mediation or non-intervention approach, and toward more vigorous law enforcement interventions. Research on the use of arrest in domestic violence (such as the Minneapolis experiment) was commonly discussed to demonstrate the potential for law enforcement intervention to prevent further violence, as a means of motivating officers to support and implement pro-arrest policies. Another point of discussion to increase officers' motivation to arrest was civil liability in failure-to-protect cases such as *Thurman vs. Torrington*; the New York project, for example, included extensive written materials on this case and a number of other relevant cases in which law enforcement agencies have lost lawsuits in domestic violence cases for failing to take actions.

Current legislation. Considerable attention was also devoted to current legislation related to domestic violence enforcement in each of the training sites. Relevant laws include those allowing or mandating warrantless arrest for misdemeanor assaults with probable cause; service and enforcement of court orders; and other services for victims of domestic violence, such as notifications of legal rights, referrals to other community agencies, and transportation services. The manual developed in Texas, for example, included an extensive section giving citations, definitions, and applicable circumstances for many laws under which officers are empowered to arrest. This material is obviously of significant importance to personnel charged with enforcing the law, training or supervising others on law enforcement, or formulating policies to implement legislative directives.

Policies and procedures. The projects also discussed specific response procedures in some detail, illustrated by model policies. Different approaches were taken to the task of encouraging agencies to adopt model policies. In Texas, Kentucky, and Massachusetts, a centralized approach was used in which project staff developed a comprehensive model policy which was presented in training with encouragement to agency officials to adopt the model policy, tailoring it to unique circumstances as needed (Massachusetts law required all law enforcement agencies in the state to develop written response policies containing specified provisions). The model policies used in training were based on the work of law enforcement associations such as the International Association of Chiefs of Police, other grantees' policies, and surveys of existing policies at agencies across the state.

In New York, a more interactive model was used in which executive trainees were presented with information on important policy elements and several good models in the first day of a two-day training session, then encouraged to work with their staff and staff from other agencies in their communities to develop their own policies. The trainer provided significant technical assistance for this process, in the form of legal consultation and review of proposed policies on the second day of the executives' training sessions, scheduled several months after the first day to allow for this policy development process. The goal of this approach was to provide support for and input into the policy development process by the grantee agency, while

still allowing for the flexibility, individual tailoring, and sense of ownership and commitment engendered from having police executives work with others in their community to develop their own policy.

In Indiana, the training materials included exemplar policies from a variety of sources, and executive trainees were encouraged to develop policies similar to these, in consultation with other professionals in their communities.

Whatever approach was used in policy development, training included much information on state-of-the-art procedures to use in responding to domestic violence calls. Procedural information included material on dispatch procedures for prioritizing calls for service; officer use of databases to check on criminal history and current court orders in effect, where available; response by two officers whenever possible; and procedures for approaching the scene and gaining entry. Guidance on officer behavior on the scene of the incident included officer safety concerns; sensitivity to one's general demeanor and attitude toward the situation, and how this might positively or negatively affect victims; establishing control and ensuring no further violence occurs in the officer's presence; the importance of interviewing the parties and witnesses in privacy; tips on how to interview children sensitively; collection of physical evidence; determining probable cause, identifying the primary aggressor, and making arrests; serving and enforcing court orders; and providing victims with notifications of their rights and services available where specified by law or policy. Officers' reporting responsibilities, including writing up incidents reports and referring child maltreatment cases to the appropriate authorities, were also covered in the training. In Kentucky, which has an Adult Protective Services agency to receive mandated reports of domestic violence, these reporting procedures were also discussed in the training.

Two particular issues in officers' handling of domestic violence cases are prone to much misunderstanding and need particular emphasis in training. One involves the enforcement of protection order violations in situations where the abuser alleges that the victim initiated the contact forbidden by the court order. Many officers are reluctant to make an arrest on a criminal charge for violation of the court order (where allowed by law), or even on a charge for any other criminal conduct which may have occurred in the incident, as they may feel that the victim may "deserve" whatever happened as a consequence of initiating the contact, or may have even entrapped the abuser by initiating contact. As trainers in Massachusetts pointed out, it is critical to stress to officers that court orders, such as no-contact orders, forbid the abuser from having any contact with the victim, but do not forbid the victim from doing anything. While initiating contact may seem to the officer to be a foolish or risky act for the victim, it is neither in violation of the order nor does it vacate the order -- only the court can vacate a court order -- and therefore does not protect the abuser from criminal charges for violating the order.

Another area for special emphasis in training is dual arrests, as trainers in Kentucky pointed out. Under pro-arrest and especially mandatory arrest laws, officers may feel pressured to make arrests under circumstances in which both parties allege that the other was the abuser, and both parties may show physical injuries to support their claim. Fear of liability arising from

not arresting the aggressor can add to this pressure, so some officers tend to arrest anyone alleged to have committed acts of violence, even when laws and policies direct officers to arrest only the primary aggressor. It can be a difficult task to determine which party was the primary aggressor under these circumstances, so it is especially important to train officers in how to make this determination, such as identifying which wounds are more likely to indicate self-defense and which are more likely to result from self-initiated aggression, and to arrest only the primary aggressor.

Other training topics. Other issues covered in some of the training projects include community networking, which could be addressed on a structural level in executives' training, or in terms of day-to-day interactions with other community agency personnel for line officers. The highly sensitive issue of police officers who are personally involved in domestic violence as abusers or victims needs to be addressed in policy and training, as respondents at several sites noted. While this is acknowledged to be an extremely important issue, and some respondents called it a "litmus test" of an agency's commitment to vigorous intervention in domestic violence cases, there seems to be no consensus on policies and procedures to follow under these circumstances. Some approaches treat these cases as internal administrative matters or allow for special internal review procedures to determine whether an arrest should be made, while others specify that an arrest should be made by the officer on the scene just like any other domestic assault case.

There were a few other substantive issues which were not always anticipated and included in the content of the training, but which spontaneously arose in some training sessions. Trainers in Tennessee, for example, noted that some officers approached the trainers after class, in privacy, to discuss their own or loved ones' experiences as abusers or victims. Future training efforts should consider having counseling and referral information available for trainees who are or have been involved in domestic violence, including any specialized programs which may be available specifically for law enforcement personnel involved in violent relationships.

Another issue not explicitly addressed in the content of the training at any of the sites was innovative steps officers could take to increase victim safety, in addition to making arrests and providing other services to victims such as referrals and transportation. While these are certainly critical actions which officers are responsible for taking, and their underlying goal is oriented toward victim safety, future training projects may wish to consider the possible role of other, more innovative services officers can provide to increase victim safety. Possible services of this type include provision of information and referral on devices to promote physical safety (such as locks, alarms, pepper spray) and self-defense training. Given the clear understanding that promoting victim safety is the most fundamental goal of society's interventions in domestic violence cases, non-traditional methods of reaching this goal are certainly worthy of study and consideration. Jurisdictions which promote community-oriented and problem-oriented policing approaches may be particularly interested in these possibilities.

Demographic factors. Certain characteristics of the state and its population were also considered in the training materials. Special issues for law enforcement in rural areas were

incorporated into the training where appropriate. For example, rural law enforcement agencies frequently cover large jurisdictions with few or poor roads, have few officers on staff, and have low funding levels. These conditions can make it difficult for these agencies to get training; video training, such as Tennessee's use of live training broadcast across the state, can help overcome this barrier. Conditions of rural law enforcement can also make it quite difficult for responding officers to comply with certain policy provisions, such as having two officers respond to each call, transporting victims to shelter or medical facilities, and having all incident reports reviewed by other staff to ensure consistent and appropriate policy implementation. To help address these issues, the training projects discussed such measures as calling for back-up personnel from other agencies with overlapping jurisdiction (typically the state police), and having periodic staff meetings to discuss cases and policy implementation.

Population demographics were also important in the training content. States with ethnically diverse populations included readings and other materials on cultural and linguistic issues (for example, New York included special readings and one of the Texas trainers discussed common colloquialisms in other cultures with which officers may not be familiar). Special issues for immigrant victims and abusers, such as legal status and grounds for asylum on the basis of abuse, also need to be included in training materials. States with multilingual populations need to provide information in the languages spoken; for example, the officers' handbook developed in Massachusetts provided the legally required written notice of victims' rights in 13 different languages.

Training Videos. Videos took various formats. Some presented discussions by law enforcement officials, prosecutors, and victims of their personal or professional experiences and approaches (for example, the Massachusetts video). Others presented vignettes of domestic violence calls with exemplar and problematic law enforcement responses (for example, Kentucky and Indiana videos). Others used clips from a wide diversity of presentations in the mass media, including sample calls, interviews with victims and offenders, and presentations by authorities (used in the Texas project). Others interspersed expert presentations (law enforcement officers and victims) with sample call vignettes in a live broadcast, which included a call-in question-and-answer session (two such videos were produced in Tennessee). The broadcast video was also used in later training, although no longer a live presentation and without the call-in component.

Feedback on the variety of video models was generally positive. Some respondents reported that the more dynamic videos with a "real-life feel" were more engrossing to officers than the panel discussion formats. The use of videos *per se* can be quite helpful in disseminating training to rural areas, which may face resource and access barriers to in-person training. However, video production is quite expensive. Several projects encountered problems in obtaining permission to reproduce copyrighted excerpts from television news.

A substantial challenge in developing both manuals and videos intended for use in training sessions over several years' time arises when changes in the law, policies and procedures, or information on community resources may necessitate revisions of training

materials to keep them current. Training projects need to anticipate the need for revisions or replacement of segments of manuals and videos, and build in updating mechanisms during the material development process. For example, the Texas training manual was distributed in a loose-leaf binder notebook so that sections could be updated, distributed, and used to replace outdated materials on an ongoing basis. Video developers should plan to revise or replace segments within the tape as necessary, or script videos to focus on topics which don't change rapidly, such as domestic violence dynamics and victimization experiences.

Reference Handbooks. Two of the training projects, those in Massachusetts and Indiana, developed pocket-sized handbooks containing condensed summaries of relevant information for officers to use on domestic violence calls. This information included legal definitions and arrest statutes, guidelines around actions to take under various situations, notices of victims rights (printed in 13 languages in the Massachusetts handbook), and listings of community services available to victims across the state. The officers' pocket handbooks were widely disseminated (over 11,000 in circulation in Indiana) to the extent feasible (they were only able to get about half the needed number out to some localities in Massachusetts). Officers seemed to like the format and use the information very frequently. An important feature of the handbooks is that they present key information officers need when responding to domestic violence calls in a compact, organized format (officers often get deluged with readings in other training sessions, and may have educational limitations on the usefulness of some readings, in addition to time constraints). However, as with manuals and videos, their usefulness declines over time as conditions change (such as legislation, policies, and information on other community services), so updating mechanisms need to be built in from the start to prolong the useful life of these and other training products.

Training processes: Trainers and Training Techniques

Characteristics of Effective Trainers. Project trainers included law enforcement personnel of various ranks from within and outside the state; officials and trainers from law enforcement academies; advocates from private, non-profit advocacy groups, a state victim advocacy office, and victim advocacy/assistance units within law enforcement and prosecutor's offices; prosecuting attorneys; service providers from other state and local agencies such as adult and child protection services, and batterer treatment programs; expert speakers on particular issues such as civil liability; college and university professors; and abusers and victims of domestic violence. Diversity in the profession and personal training style of trainers was viewed as an advantage by the projects.

Police Officers as Trainers. Generally, law enforcement personnel were widely used as trainers in these training projects and were seen as potentially the most effective type of trainer. Experienced fellow law enforcement officers have high credibility with law enforcement trainees because they are seen as very knowledgeable in issues of policing, in domestic violence cases, and in laws and enforcement procedures. When law enforcement personnel serving as trainers are also victims or former victims and share their experiences, this can be very valuable in helping expand trainees' definitions of who can be a victim (breaking down stereotypes about

what victims are like), helping them to empathize with victims when someone with whom they already identify is discovered to be a victim, and has even resulted in trainees sharing their own victimization experiences.

Several factors are important in selecting officers to conduct the training. Trainers should have very enlightened views of domestic violence, support progressive law enforcement policies, and not be invested in traditional law enforcement response procedures such as mediation. It may be difficult to find such a person in agencies most in need of training. Even with a highly qualified trainer who is also a law enforcement professional, the use of an in-group member to train other members of a very cohesive, homogenous group does little toward expanding trainees' understanding of how other community agencies function and how this impacts on their work, nor does it bring in new ideas and fresh perspectives which staff from other agencies may offer.

Advocates as Trainers. Advocates serving as trainers can offer a great deal in the way of different approaches and perspectives on domestic violence cases. Their knowledge of domestic violence issues is widely recognized and lends essential credibility. Training teams composed of officers and advocates can also be quite valuable at role-modeling cooperative relationships that may be beneficial to the trainees' own work. These teams will also frequently be male/female teams, which is another type of cooperation important for role-modeling. Our respondents offered a number of caveats, however, when considering advocates as trainers of law enforcement officers. In some communities there may be a history of tense or adversarial relationships between law enforcement and victims' advocates; officers may not be receptive to training provided by groups seen as hostile without careful attempts to mend fences prior to the training. Even without a background of organizational conflicts, individual advocates who are seen as overly critical or negative toward police, as biased or narrow-minded in their perspective on domestic violence, or as politically motivated can be discounted by law enforcement trainees. Even without these challenges, law enforcement trainees might still see advocates as "outsiders" who don't understand policing issues and have no business telling police officers how to do their jobs. Many of the training projects addressed this potential obstacle by having law enforcement/advocate training teams, and matching the professional role of the trainer to the content of the material, so that law enforcement personnel trained on policies and procedures for officers, and advocates trained on domestic violence dynamics and services available to victims. It should be noted, however, that one training project deliberately reversed this match in an effort to undermine trainees' preconceptions by showing an advocate knowledgeable in policing issues and a law enforcement trainer who understood victims' issues, and felt this approach worked well.

Despite these potential problems, most respondents still felt that advocates could be extremely effective trainers, and that having advocates involved in training could help to mend any problems in police/advocate relations, increase familiarity and mutual understanding between the two professions, and build bridges for better coordination and cooperation in the future. Recommended approaches for advocates to take to increase their effectiveness as trainers include emphasizing that their work with victims can help improve officers' functioning in their

own jobs; acknowledge officers' potential for being helpful to victims and past incidents when their actions have been important in helping improve victims' situations; convey an attitude that emphasizes building on officers' strengths rather than correcting their deficiencies; and do a few ride-alongs to learn more about how policing works and demonstrate that they realize the need for some "hands-on" experience and understanding of the officers' perspective when dealing with domestic violence calls.

Trainers from Other Professions. Other community professionals who served occasionally as project trainers included prosecuting attorneys and service providers such as adult and child protective service workers, mental health providers, and batterer treatment providers. While not usually involved as trainers in sessions conducted under OVC funding, these professionals were often invited to co-train in subsequent dissemination training. They offer different perspectives on their areas of expertise and their involvement in law enforcement training can be very valuable at establishing or fostering interagency linkages. Some of the same concerns with advocate trainers also apply to trainers from agencies outside law enforcement -- such as limited credibility when training on law enforcement response procedures -- and can be overcome through many of the same avenues, such as placing emphasis on how their work with victims, abusers, and children can benefit the work of the law enforcement trainees.

In a few of the projects, experts in specific substantive areas served as guest trainers. For example, training in Kentucky included a presentation on civil liability issues by a Loss Prevention Specialist with the state's liability insurer. The participation of an expert with high credibility (on this particular topic) was thought to be very effective at underscoring many of the points central to the training effort, such as clarifying liability issues and emphasizing the need for written policy, thorough training, and active supervision to minimize liability exposure.

Two of the projects employed academic faculty as central project staff and/or key trainers. Their role was felt to work quite well because they were familiar to law enforcement personnel, had a long history of working with police agencies, and were quite familiar with policing through ride-alongs and previous training. Other professors without these qualifications would probably not have enjoyed the credibility of these individuals, and would likely have been much less effective in their role on the training project.

Victims and Abusers as Trainers. Some trainers were not involved with domestic violence in a professional capacity, but rather had personal experience as abusers or victims. Abusers rarely served as trainers, although one respondent pointed out that presentations by former abusers can be useful for addressing issues around abusers' tendency to deceive and manipulate both the victim and the justice system. This may help officers have a better understanding of why victims stay in abusive relationships, as well as what indicators to look for in determining probable cause to arrest for an assault when the abuser is denying that an assault took place, or alleging that he is actually the victim.

Victims frequently served as trainers and the general consensus was that they were quite effective. It should be noted that one project did not use victims as trainers out of concern that

discussing victimization experiences could be a traumatic experience, especially if the law enforcement trainees were not sensitive to victim issues. Some trainers at another project which used victim-trainers did report a few situations in which tensions arose during the victims' presentations, but most felt that having victims serve as co-trainers was an extremely valuable experience for both the victim and the law enforcement trainees. Victim presentations can be very useful in helping officers better understand the victims' perspective and victimology issues important in shaping their attitudes toward victims; to provide feedback from victims on how law enforcement interventions can be helpful or unhelpful; and to help eliminate stereotypes by placing victims in a context where they can show themselves as calm and rational individuals (the assaultive situations in which officers usually encounter victims do not lend themselves to calm give-and-take discussions with officers on fundamental issues of victimology).

Recommendations to increase the effectiveness of victim-trainers include adopting a positive approach by emphasizing officers' helpful interventions rather than solely criticizing their responses, and scheduling victim presentations after information on domestic violence dynamics, so the trainees have this context within which to meet victims.

Training Styles. There was generally wide agreement on what characteristics, aside from trainers' professional role and expertise, contribute to trainers' effectiveness. Good trainers are highly knowledgeable in policing issues, domestic violence issues, relevant laws, the functioning of other justice system agencies, and pertinent community conditions and practices. This knowledge will most likely be credited when the trainer has law enforcement experience and can "talk the talk." Such knowledge increases the trainers' credibility, the value of the information they provide, and their ability to answer questions. Personal experience with domestic violence also tends to enhance a trainer's credibility.

Effective trainers also have strong interest in and attitudes against domestic violence and in favor of progressive policies and vigorous law enforcement intervention. Trainers are generally more effective when they are seen by trainees as non-political, objective, and sufficiently thick-skinned to hold their own with argumentative police officers (according to several officers we interviewed).

As with trainers on any other topic, domestic violence trainers should have strong teaching and public speaking skills, and be motivational, versatile, articulate, flexible, and compassionate. Good trainers are timely, follow the structure and packaging of course materials, are well-prepared, are effective at building rapport and fostering group interaction, and have good listening skills.

Effective Educational Techniques. Staff at all the training projects we visited emphasized the importance of using multisensory educational techniques in training sessions. This is important to provide diversity and retain trainees' attention, and is valuable for reaching individuals who have different preferred learning channels.

Lectures were used in much of the training to convey information on many topics. The lectures were reinforced with written materials in the form of training manuals, supplementary

readings, structured note-taking guides, handouts on various topics, and reference handbooks. These resources are quite valuable in the federally-funded training sessions and for use in subsequent training, but it is important to be aware of educational levels and literacy issues to make sure the materials developed are useful to officers.

There was some disagreement over the use of humor in training sessions; staff at one project felt it might inappropriately denigrate the seriousness of domestic violence, while staff at a few other projects felt it was effective for capturing the trainees' attention and making them more comfortable and open to new ideas. Humor could probably be an effective tool if carefully used, making sure it does not belittle the importance of the topic and is not derogatory in any way.

Visual materials included videos, overheads, and slides. These materials were used to reinforce the lectures, covering various topics such as domestic violence dynamics, law enforcement policies, and model response procedures. A few of the respondents we interviewed felt that videos and other visuals induce a passive response in trainees, who are already saturated with training using this format, but most felt it is an effective teaching medium. It is recommended that educational methods which do not require active participation by the trainees, such as lectures and use of visuals (which may require dimming the lights), not be scheduled first thing in the morning or right after lunch.

There was nearly unanimous agreement on the importance and effectiveness of using educational techniques to induce active trainee participation. These might include focused group discussions, whether in the full group or specially formed breakout groups; question-and-answer sessions with the trainers; role-plays or vignettes of sample domestic violence calls and model response procedures; and other methods of experiential learning. Several trainers noted that group discussions can be very useful in letting trainees air their grievance and attitudes, and in shaping attitudes through peer influence processes, which can be more powerful than persuasion processes using experts' lectures or presentation of statistics or other objective information.

The trainers' sessions in Massachusetts featured question-and-answer sessions as the first activity on the training schedule, to ascertain trainees' baseline knowledge and areas of particular interest or concern. To make this session as productive as possible, they mailed the training materials to the trainees several weeks in advance so they would be familiar with the topics to be discussed and have questions prepared in advance. Trainers in New York made an explicit effort to mix informally with the trainees during class breaks, to make the learning atmosphere less formal and get more candid input on their interests and reactions. One trainer described a very creative experiential learning approach he uses in training sessions to induce empathy with victims of sexual assault. Before the lunch break, he tells the trainees that several of them will be called upon to describe specific details of their last sexual encounter to the group after lunch. After pondering this possibility for about an hour, the trainees return from their lunch break and are told that none of them will actually be called upon for this task, but they should now have some idea of what sexual assault victims are forced to do with law enforcement and court personnel many times in the aftermath of the attack, and how emotionally difficult it is to

recount the incident. The trainees are also reminded that when sexual assault victims describe the attack it is actually much more traumatic than the experience they were anticipating, as the victims are discussing a terrifying, painful, and coerced sexual act, while the trainees would have (assumedly) discussed a pleasant, consensual encounter.

Project Impact: Effects on Law Enforcement, Other Community Agencies, and Victims

Project goals. The following positive outcomes of training were identified in our review of project proposals and interviews with project staff:

- 1) enhanced standardization and availability of training for officers who respond to domestic violence calls resulting from improved training materials and a pool of trained trainers;
- 2) improved continued training resulting from the support and resources for dissemination of the training;
- 3) more uniform and progressive domestic violence policies across the states which served as project sites as a result of the policy training;
- 4) improved attitudes, better knowledge of important issues, and eventually more consistent implementation of policies;
- 5) improved response procedures on calls, increases in arrests, and better victim services as indicated in higher arrest rates and greater victim satisfaction with police services;
- 6) more vigorous and arrest-oriented responses from law enforcement officers may lead to changes in how other community agencies, such as courts, corrections, and victim service providers, handle domestic violence cases; and
- 7) improved working relationships among community agencies, and the establishment of mechanisms to improve system coordination resulting from the collaborative planning and development processes used in project implementation.

Evidence of Impact From Formal Evaluation Mechanisms. Project evaluation was not a central focus of the training projects, and few of them were able to institute strong mechanisms to assess project impact, given funding priorities and resources. The primary measures used to assess training impact were trainee evaluation forms, pretests and corresponding posttests to assess changes in trainees' knowledge base, and surveys of agency policies.

Trainee evaluations of the training sessions, administered at the end of the sessions, showed uniformly high ratings of various aspects of the training, such as the trainers, training materials, and training techniques. This may be a favorable indicator of the likelihood that trainees would disseminate the training to other officers, but the training projects had no way to

measure training dissemination with any precision. The state training authorities in many of the sites did not keep track of how many officers had received the OVC-sponsored training, although two states with training mandates (Texas and Indiana) were able to access records which indicated widespread dissemination.

Most of the projects used a pretest/posttest approach to measure the impact of the training on trainees' attitudes and knowledge of domestic violence and law enforcement issues. These measures indicated positive effects, but it should be noted that this approach provides no indication of the staying power of these changes, nor does it directly address the project's impact on agency policies or trainees' on-the-job performance.

Several of the projects undertook surveys of law enforcement agencies to assess policy changes which may be attributable to participation in the training sessions. These surveys did show some changes in policies, but interpretation of these results must be limited by the low response rates obtained in the survey efforts (for example, the survey in Tennessee had only a 12% response rate). As one respondent pointed out, agency officials may be quite cautious about releasing information on agency policies and procedures due to liability concerns.

Future training projects would be enhanced by the incorporation and funding of mechanisms to assess project impact, such as follow-up surveys of trainees to assess long-term impact on attitudes, knowledge, and behavior; enhancement of training authorities' capacity to keep records on training dissemination and policy changes; and enhancement of agencies' capacity to keep records on domestic violence cases indicating rates of arrest and victim services provided. These mechanisms should be an integral part of training projects, with evaluation planning beginning at project inception so the data can be collected and used to improve training procedures and follow-up as necessary.

Evidence of Impact From Case Study Interviews. This evaluation began after the training projects were concluded, so it was not possible to conduct prospective data collection using a strong evaluation design to provide rigorous measures of training impact. As a result, the qualitative case study approach featuring interviews with key informants was used to collect information on implementation procedures and issues, and to assess respondents' perceptions of project impact in a number of areas.

Respondents felt that the development of high-quality training materials and pools of trained trainers were among the most important contributions of the training projects. Because of the training projects, training resources are now more uniform, of higher quality, and more widely available to line officers. Where resources and political will are available to support the dissemination of training, this has resulted in a better-trained staff for many law enforcement agencies.

At least some agencies developed or improved their policies for domestic violence response procedures after participating in OVC-funded training, although this impact cannot be measured with much accuracy due to low response rates on follow-up surveys. Estimates of the

percentage of agencies with strong policies varied from site to site, but all indicated marked increases across the training period. Our interviews indicated that the training was a significant boon to policy development within many agencies, and that the model policies provided in the training materials were often used as a basis for agencies' policies. Some of the larger agencies have also established special domestic violence units as an outgrowth of policy approaches advocated in the training projects.

For policies to be effective, they must not only be developed and officially adopted, but must also be supervised and monitored for consistent and accurate implementation. It was clear from interviews with officers that many agencies had accomplished all these tasks; however, it was also apparent from several interviews that policy supervision and implementation was not always consistent, even within a single agency, with some shift supervisors taking a more active approach to policy supervision than others. This may result in inconsistent responses to domestic violence calls from officers within the same agency, and underscores the need for strong leadership from agency executives to ensure thorough and consistent policy implementation.

Trained officers' attitudes toward domestic violence and law enforcement intervention, knowledge of laws and policies, and the quality of services offered on domestic violence calls were widely reported as improved by training participation. Some respondents reported marked differences within the same county or jurisdiction between officers from agencies that participated in training and officers from agencies which had not received training. While many law enforcement agencies do not keep databases on call and arrest rates and changes across the training period, personnel from some agencies were able to share arrest statistics which showed notable increases from pre-training to post-training periods. Respondents from victim service agencies often stated that victims report more positive experiences with trained officers, greater willingness to call for police intervention, and appreciate provisions of progressive policies, such as mandatory arrest, because it takes the pressure off them to initiate legal proceedings and thereby risk retaliation from the abuser.

However, the extent of improvements in officers' functioning still varies from officer to officer, even among trained officers, possibly due to individuals' attitudes toward domestic violence and the propriety of certain police procedures (e.g., some officers are still reluctant to enforce protection order violations when the victim initiated contact with the abuser), and a perceived lack of support for strong interventions from other elements of the justice system. For example, in discussions with several line officers we found that even trained officers who endorse progressive policies may still not make arrests with probable cause, and may not sufficiently guard against making dual arrests. We also found some anecdotal evidence that not all trained officers have a thorough understanding of mandatory arrest legislation. Several respondents noted that certain other areas of police functioning still need improvement, such as evidence collection and report writing. It is probably fair to say that the training projects have had a significant impact on many trainees' functioning (both those trained in project sessions and in subsequent sessions), but there is still some variance across trained officers, and there are many officers yet to be trained.

Personnel from other community agencies discussed ways in which the training projects, among other influences, have affected their work. For example, a respondent from a batterer treatment agency noted that his staff feel their input has been taken more seriously, due to law enforcement training efforts, in discussions with law enforcement officers about dangerous clients. A judge reported that as a result of his participation in a training session, he has changed the way he handles domestic violence cases, citing that he no longer issues mutual protection orders as an example. At another site, issues brought up in the training sessions have led to the development of new tools which are useful to courts and law enforcement in protection order issuance and service; a form was developed in Massachusetts for the victim to use in giving locating information on the abuser to assist in service of the order. In several communities, prosecutors now take more vigorous responses to domestic violence cases, such as establishing no-drop policies and domestic violence units. Probation personnel in one state have undertaken domestic violence training and policy development similar to that implemented for law enforcement officers. In another site, a state-level domestic violence task force issued a model policy for law enforcement, prosecutors, and judges quite similar to the model policy produced under OVC grant funding.

Many of the respondents reported positive impact of the training projects on cooperation and coordination between law enforcement and other community agencies. For example, advocates are frequently asked to serve as co-trainers in line officer training, and several communities have formed multidisciplinary task forces from networks and working relationships established during the training process. Many of the personnel we interviewed also noted that day-to-day working relationships between staff from historically adversarial agencies, such as law enforcement and advocates, have improved a great deal. In another community, the political will to fund and organize a shelter for victims was sparked, at least in part, by the training project and its success at facilitating interagency networks and collaboration.

The most fundamental indicator of the impact of the training projects and all the various changes they inspired is the extent to which the safety of victims and their children has been improved. Nearly all our respondents felt that victim safety has been much improved by these efforts, and some statistics indicate lower homicide rates, but several key factors need careful consideration in attempts to change law enforcement policies and practices.

Probably the most important factor to consider is the criminal justice context in which law enforcement interventions occur. Without strong responses from prosecutors, courts, corrections, and service providers to support and reinforce law enforcement interventions, their efforts may backfire and actually imperil victim safety rather than promote it. Strong arrest policies, for example, may serve only to give abusers another excuse for retaliation on the victim (some communities have seen increased homicide rates), when jails don't hold abusers, prosecutors undercharge or drop cases, or judges give lenient sentences or do not sufficiently supervise probation conditions. It is imperative that the justice system function more effectively as a system; law enforcement cannot stop domestic violence on its own.

It is also important to anticipate and plan responses to unintended consequences of enhanced law enforcement interventions. For example, some communities have found that as officers become more proactive in making arrests, abusers come to realize this and will be more likely to flee the scene before the officers arrive than they were in the past, when arrest was less likely. When this happens, it is important to follow up on the incident by issuing an arrest warrant and locating the abuser to make the arrest later, so abusers will learn they cannot avoid arrest simply by leaving the scene of the incident.

Beyond the Training Project: Efforts Needed to Sustain Accomplishments and Promote Other Needed Changes

The work performed through the federally-funded training projects has gone a long way toward enhancing law enforcement's response to domestic violence calls. Additional efforts are required to sustain the improvements made, and to effect other changes needed in a variety of agencies to improve services to victims and support and enhance law enforcement's efforts to combat domestic violence.

Continued Support for Law Enforcement Training. Additional resources would be helpful in efforts to support further dissemination of the training and training materials. Only about half the number of handbooks needed for line officers in Massachusetts, for example, could be distributed under project funding, and fewer than half the training facilities in Texas received the manual and other training materials. Additional resources to support ongoing training of line officers and trainers (as previously trained trainers take on other responsibilities or leave law enforcement) would be useful to ensure the training continues to be put in use. Support for technical assistance from project staff would benefit subsequent training using the resources developed under OVC funding.

It is also essential that training materials stay up to date, to make sure ongoing training efforts are timely and relevant. Several methods can be used to disseminate information on new legislation, current issues of importance to law enforcement, innovative response policies and procedures, and update information on other community agencies. Several of the projects mail periodic bulletins or newsletters to law enforcement agencies to provide update information. One of the projects specifically planned for incorporation of new information into the training materials past the project period by producing training materials in loose-leaf binder notebooks, so that old information could be discarded as it became outdated, and replaced with current information.

Brief refresher training sessions, such as roll call training, can be quite helpful in keeping officers informed of new developments and updates of training materials. They can also be useful in reinforcing key policy elements and as a tool in policy implementation and supervision.

Efforts to Support Law Enforcement Professionalization. Quite a few respondents suggested the need for fundamental changes in how law enforcement agencies are structured and staffed, and needed enhancements of resources to promote optimal functioning. Some suggested

that law enforcement agencies' efforts toward greater professionalization could be enhanced by requiring higher qualifications from applicants; providing better pay to attract and retain qualified personnel; implementing stricter mandates for in-service training, written policies, and policy implementation mechanisms; instituting special domestic violence units in the larger departments; and improving agencies' record-keeping capacities. Improved data collection efforts could be beneficial in efforts to identify and respond to patterns of domestic violence rather than isolated incidents, in line with problem-oriented and community policing approaches. Law enforcement databases to which other law enforcement agencies in the jurisdiction and other community justice system agencies had access would improve interagency information-sharing and the agencies' ability to function effectively as a cohesive system. Systematic information on domestic violence calls and officers' responses would also be very helpful in policy supervision, evaluation, and revision. Law enforcement agencies would also benefit from the increased availability of other tools necessary to perform their jobs well, such as an adequate number of cameras to carry on calls for documenting physical evidence of assaults.

Efforts to Enhance Other Agencies' Responses to Domestic Violence. Law enforcement personnel do not function in a vacuum and cannot be expected to make a real impact on domestic violence without the reinforcement and support of the many other community agencies who have contact with these cases. These include prosecutors, judges, magistrates, court clerks, corrections personnel, batterer treatment service providers, child and adult protective service workers, other youth service providers, and community agencies which provide prevention, early intervention, and public education services. In addition, the involvement of other community agencies who have contact with domestic violence cases is necessary, such as the clergy, personnel in educational institutions, the health care system, job training programs, and financial and housing assistance agencies.

Many of these agencies need training and additional resources to support their services to domestic violence victims and their children. Perhaps the most fundamental change needed is the shared understanding that the goal of any agency's intervention in domestic violence cases is to stop violence and ameliorate its impact on victims, rather than the more organizationally-oriented goals of resolving cases, winning prosecutions, clearing court dockets, treating injuries, and so on. As with law enforcement agencies, training for others should include consideration of attitudes, knowledge, progressive policies, structural innovations (such as specialized domestic violence units or resources), methods for keeping and sharing information on domestic violence cases, and the very important issue of coordination with other community agencies. Training on media relations is also important, as how the media reports domestic violence cases and system responses can have quite an impact on public perceptions and political pressures. Multidisciplinary community-based training sessions may be useful in promoting mutual understanding and fostering networks and community task forces to enhance coordination, but such training should give careful consideration to turf issues and the professional role of trainers and their perceived credibility.

As is true for law enforcement agencies, resources are needed to support the changes and innovations advocated for other agencies who serve domestic violence cases. Specialized

prosecution units and domestic violence courts, for example, require appropriate funding, staffing, and facilities to be effective. As charging, prosecution, and sentencing practices become stricter, additional resources will be needed for corrections facilities and batterer treatment service providers to effectively deal with the increased caseload. Additional resources are needed for victim service providers, such as shelters and court advocates, to provide the services victims need to be follow through on prosecution, protection orders, and other services designed to protect them from further victimization.

Another type of resource which can enhance agencies' services in domestic violence cases is progressive legislation designed to offer better protection and services to victims, in the form of new statutes or provision of funding and other resources. Law enforcement's ability to intervene in domestic violence cases was greatly expanded by legislation enabling warrantless arrest for misdemeanors not occurring in the officer's presence, given probable cause. Additional legislation could be quite useful in improving law enforcement's and other agencies' ability to serve domestic violence cases more effectively. Such efforts undertaken at several of the project sites include provisions for removing weapons from the possession of abusers, providing supervised visitation centers for the safe exchange of children, increasing the physical security of public facilities such as courthouses, imposing minimum holding periods on arrestees, providing mandatory sentences for criminal offenses, ensuring closer supervision by the courts of mandatory batter treatment, and improving victim notification and allocation procedures.

Domestic Violence Victim Assessments of Law Enforcement: Two Surveys

Mail surveys of victims of domestic violence were conducted in two states. These surveys provided quantifiable data on law enforcement responses to domestic violence calls from the perspective of the ultimate beneficiaries of the training projects, victims served by law enforcement personnel. This approach complements the site visit approach by including quantitative as well as qualitative data collection methods, and by collecting information from service recipients as well as service providers (law enforcement officers and their trainers) and related professionals. The primary objectives of the survey were to find out, from victims who had contact with a variety of law enforcement officers over a broad time span, what their experiences and evaluations of law enforcement services are, how law enforcement interventions have changed over time, and how the quality of services and changes may relate to the training funded under the FVPSA. This information should be useful in assessing the current state of law enforcement practices and areas for future policy development, training, and advocacy efforts.

The two states selected as survey sites, New York and Texas, were chosen for several reasons. One important reason pertains to training dissemination. Both states' training efforts were designed to reach as wide an audience across these large states as possible. In New York, 18 regional sessions were held with 550 trainees of diverse ranks; 14 regional sessions for executives, managers, and trainers were held in Texas. Trainees have disseminated the training to officers in their agencies, and training academies in both states have incorporated training materials into their curricula for training recruit and in-service officers. The high level of dissemination increases the likelihood that victims in the survey may have encountered officers exposed to training experiences and materials related to grant activities.

These states were also selected because victim advocacy groups in each state were planning or had conducted similar surveys, could provide access to victim service programs and their clients, and were interested in collaborating on this effort. Advocates in Texas had conducted a survey of victims' experiences with law enforcement and other justice system agencies before the training was implemented, providing a baseline sample for comparisons of results of pre-training and post-training victim surveys.

In addition, the selection of Texas and New York also provides diversity in both geographical location and population demographics. Further, these two states represent the second and third most populous states in the nation, and the two most populous states to receive FVPSA training grants (since California was not a grantee state).

Survey Development

The surveys were developed and fielded in collaboration with the Office for the Prevention of Domestic Violence and the State Coalition Against Domestic Violence in New York, and with the Texas Council on Family Violence. Staff from these agencies were instrumental in developing the survey instrument, providing access to an eligible sample pool of victims, and administering or facilitating the administration of the survey. Preliminary

instruments were drafted by Urban Institute staff based on prior or in-progress surveys at both sites, and on the needs of this study, and were reviewed by staff at the collaborating agencies. Very similar, but not identical, instruments were used at the two sites. To respond to the special insights, interests, and experiences of the collaborating agencies, a few additional items and elaborated instructions were included in the New York survey. In addition, somewhat different response formats were used for certain items, but these items were coded to permit cross-state comparisons where appropriate. The final versions used in each state are presented in Appendix A.

The survey instrument was developed with several critical objectives in mind. The primary consideration was coverage of key subject areas: the history of abuse, characteristics of the victim-abuser relationship, demographic characteristics of the abuser and the victim, community demographics, the history of law enforcement contacts, the services received by law enforcement officers, and victims' evaluations of these services. Two screening items were used to identify respondents with the experiences needed for sample inclusion. All those included in the sample reported a history of physical or sexual abuse; and all those included in the analysis of law enforcement services reported at least one previous contact with law enforcement officers. Please see Appendix B for a detailed discussion of the contents of the survey and differences across the states.

We sought to develop a user-friendly format which could be readily self-administered or completed with the assistance of a victim service provider. Items similar to those used in the Texas baseline survey for pre/post-training comparisons, and to those used in a survey developed and pretested in New York, were given priority in developing the questionnaire.

Sampling and Response

Every program serving victims of domestic violence in each of the states was mailed a package containing a cover letter from the local advocacy organization, ten copies of the survey, and a return envelope. New York programs also received a cover letter and survey instructions (in a question-and-answer format) from the Urban Institute. Service providers were asked to distribute the questionnaires to victims of physical or sexual abuse who had contact with law enforcement officers, and to provide assistance or instructions as needed. The programs which were sent survey packages are listed in Appendix C, and supporting documents are presented in Appendix D.

The logistics of survey administration varied between the two sites. In New York, the advocacy organizations provided a list of service programs and most of the packages were mailed directly from the Urban Institute in late January, 1995. We provided postage-paid return envelopes for mailing surveys directly back to the Institute by a requested deadline of March 1, 1995. A total of 128 programs received 1,240 surveys (120 programs received ten surveys in the original mailing, and eight programs received five surveys in a mid-February mailing).

In Texas, the advocacy organization mailed the survey packages to the 62 programs across the state in mid-December, 1994 (for a total of 620 questionnaires), and had the programs mail completed surveys back to them by late January, 1995, which were then forwarded to the Urban Institute. Follow-up postcards were mailed in late February and early March to programs in both states which had not returned any completed surveys, requesting their cooperation and extending the deadline to March 31, 1995.

The final sample of eligible respondents consists of 547 victims: 326 contacted through 53 programs in New York, and 221 contacted at 33 programs in Texas. More details on sampling procedures and response rates are provided in Appendix E.

Analysis Plan

The analysis examines a number of issues related to the law enforcement response to domestic violence:

- 1) What kinds of law enforcement services are reported by victims of domestic violence in Texas and New York? What kinds of services are offered most frequently? What types could be enhanced?
- 2) How satisfied are these victims with the law enforcement services they received? How effective is law enforcement intervention, and what kinds of changes have they seen in services over time?
- 3) How are five key dimensions of law enforcement services -- call responsiveness, peacekeeping services, victim support, victim assistance, and utilization of law enforcement strategies -- related to the abuse history, the characteristics of the couple, the community setting, and the history of law enforcement contacts?
- 4) How are victims' evaluations of law enforcement services related to these five dimensions, and to the history of law enforcement contacts?
- 5) Does any evidence suggest that improvements in the law enforcement response in these two states followed the implementation of training under the Family Violence Prevention and Services Act?

The first step is a description of the two samples of victims to provide an adequate context for interpreting the data on law enforcement experiences and satisfaction. The demographic characteristics of the victim and abuser as well as characteristics of the couple and the communities represented in the samples are compared, and significant differences noted. This is followed by analysis of the history of law enforcement contacts, types of services received, and the way victims rated their experiences with law enforcement in each state.

The data from Texas are compared with the results of a victim survey conducted by the Texas Council on Family Violence prior to the FVPSA training in that state. In the spring of 1992, the Texas Council conducted a state-wide survey of victims working with domestic violence programs, using sampling and survey administration methods quite similar to those of the present survey. A sample of 263 respondents was obtained; demographic data show general similarities between this sample and the present sample on gender, age, race/ethnicity, number of children, employment status, and education. Because this survey assessed victims' experiences with the justice system in a number of areas, of which law enforcement was only one, the number of questions and level of detail related to law enforcement were much greater in the present survey. Although response formats are different across the two surveys, precluding direct statistical comparisons, there was some overlap in item content, allowing qualitative comparisons of patterns of findings.

Using data from the current survey in both states, the relationships of the five key dimensions of law enforcement responses -- call responsiveness, peacekeeping services, victim support, victim assistance, and utilization of law enforcement strategies -- with abuse history, the characteristics of the couple, the community setting, and the history of law enforcement contacts are examined using multiple regression models. This is followed by multiple regression analysis of the relationship of victims' ratings of law enforcement with services received (using scaled measures of the five key dimensions) and the history of law enforcement contacts. In this analysis, differences in law enforcement before and after the FVPSA police training is assessed by including a measure of whether victim contacts with law enforcement occurred: 1) only in the pre-training period; 2) only after the training; or 3) in both periods.

Description of the Sample

In the following description, results are presented for the combined sample from both states, unless the differences between states were significant.⁴

Abuse History. The abuse experienced by the victims is described in Table 1. Abusive experiences have been grouped into five categories: physical abuse, emotional abuse, psychological abuse, economic abuse, and sexual abuse. Physical violence was the most common, at over 90% of respondents, and emotional and psychological abuse were reported by more than three-quarters of the sample. Over half reported economic and sexual abuse. The average number of different types of abuse experienced was approximately four, with New Yorkers reporting more types than Texans.

The date of the first incident of physical or sexual abuse ranged from June, 1948 to February, 1995, and the date of the most recent incident ranged from December, 1964 to March, 1995. The length of time over which respondents experienced abuse ranged from a single incident to 46 years, with an average of 8.2 years across the states. The most recent incident of

⁴ It can be assumed that 90% or more of the eligible respondents answered the item, unless otherwise noted in the text.

Table 1
Abuse History

	New York (N=326)	Texas (N=221)	Significance
Percent who experienced:			
• physical abuse	93%	94%	n.s.
• sexual abuse	58%	53%	n.s.
• economic abuse	67%	60%	n.s.
• emotional abuse	94%	83%	$\chi^2(1)=15.8, p<.001$
• psychological abuse	90%	81%	$\chi^2(1)=8.7, p<.003$
Mean number of different types of abuse	4.2	3.9	$t(312)=2.6, p<.01$
Mean duration of abuse (years)	8.0	8.5	n.s.
Median recency of abuse (months)	4	1	n.s.
Mean age at first abuse (years)	25	24.1	n.s.
Percent reporting abuse frequency at:			
• more than once/week	27%	23%	n.s.
• once every week or two	25%	26%	n.s.
• once a month	16%	18%	n.s.
• once every several months	17%	20%	n.s.
• once every six months to a year or less	15%	13%	n.s.
Percent reporting partner had ever used or threatened with a weapon	66%	---	---

abuse, as of the date of survey completion, ranged from under one month to approximately 30 years previously, with a mean of one year and a median of four months prior to survey participation. At the first incident of abuse, the victims were anywhere from 15 to 56 years old, averaging 24.7 years across the sites (based on data available from 87% of the total sample).

Frequency of abuse was also reported at high levels. Taking cross-state averages (since there were no significant differences between the states), 25% of the aggregate sample reported that abuse had occurred more than once a week, and 26% report occurrence once every week or two, so that just over half the sample reported frequency of abuse in the two response categories indicating highest frequency. Another 35% reported abuse occurrence at once a month or once every several months; and 14% reported the lowest frequency category, once every six months to a year, or less.

The New York survey included a yes/no question on whether the abuser had ever used a weapon, as a measure of abuse severity. Two-thirds of the New Yorkers reported use or threats with a weapon, indicating victimization by potentially life-threatening abuse.

Abuser and Victim Demographics. Demographic information for the victims and their most recent abusive partner are shown in Table 2. In the total sample, 99.3% of the partners were male⁵; of the four female abusers, three were in same-sex relationships and one was the partner of a male victim. The majority of abusers in both samples were White, but the representation of minority groups differed between states. In Texas, the predominant minority groups was Hispanic, while Blacks represented most of the minorities in the New York sample. Partners' ages ranged from 15 to 68, averaging 35.8 years.

There were cross-state differences in partners' employment status. Texas partners were more likely to be employed full time and less likely to be unemployed than New York abusers. Partners were not highly educated, with over two-thirds of the sample having a high school diploma or less.

Nearly all (99.6%) of survey respondents were women.⁶ Of the two male victims who completed the survey, one was in a same-sex relationship and one was abused by a female partner. Victims' ages ranged from 16 to 67, averaging 32.9 years old. Victims were also mostly White, and, as with partner, New York minority victims were more likely to be Black and Texas minority victims were more likely to be Hispanic.

As with abusers, victims in Texas were more likely to be employed full time and less likely to be unemployed than New York victims. Victims' educational levels were also typically toward the lower end of the scale, with just over half having a high school diploma or less.

⁵ Since nearly all the partners (abusers) are male, the masculine pronoun is used to refer to partners/abusers.

⁶ Since nearly all the respondents (victims) are women, the feminine pronoun is used to refer to respondents/victims.

Table 2
Sample Demographics

	New York (N=326)	Texas (N=221)	Significance
<u>Abuser Demographics</u>			
Sex:			
• male	98.4%	100%	n.s.
• female	1.6%	0%	n.s.
Race/ethnicity:			$\chi^2(5)=20.2, p<.001$
• White	60%	55%	
• Black	21%	16%	
• Hispanic	12%	25%	
• Asian	1%	0%	
• Native American	4%	2%	
• other	1%	2%	
Mean age	36	35.5	n.s.
Employment status:			
• full-time	45%	64%	$\chi^2(1)=19.7, p<.001$
• part-time	7%	8%	n.s.
• unemployed	39%	27%	$\chi^2(1)=8.8, p<.003$
• other (student, retired)	8%	1%	n.s.
Educational status:			n.s.
• less than high school diploma	34%	37%	
• HS diploma or GED	33%	34%	
• some college	20%	14%	
• college degree	8%	8%	
• some graduate work	3%	2%	
• graduate degree	4%	4%	
<u>Victim Demographics</u>			
Sex:			
• male	0.6%	0.5%	n.s.
• female	99.4%	99.5%	n.s.
Race/ethnicity:			$\chi^2(5)=26.5, p<.001$
• White	64%	62%	
• Black	14%	10%	
• Hispanic	13%	26%	
• Asian	2%	0%	
• Native American	6%	1%	
• other	2%	0%	
Mean age	33	32.6	n.s.

Table 2. Continued

	New York (N=326)	Texas (N=221)	Significance
Employment status:			
• full-time	22%	40%	$\chi^2(1)=19.3, p<.001$
• part-time	15%	12%	n.s.
• housekeeping/child care	18%	19%	n.s.
• unemployed	47%	32%	$\chi^2(1)=12.2, p<.001$
• other (student, retired)	0%	0%	n.s.
Educational status:			
• less than high school diploma	22%	24%	
• HS diploma or GED	30%	30%	
• some college	30%	35%	
• college degree	11%	8%	
• some graduate work	3%	1%	
• graduate degree	5%	2%	

Victim-Abuser Relationship. Table 3 presents data on the nature of the relationship between the victims and their most recent abuser, using seven response categories. The categories differentiate between ongoing and former relationships, as well as between married vs. several types of unmarried relationships. About 87% of both samples reported ongoing relationships, but Texans were more likely to be married to their abusers, while New Yorkers were more likely to have a boyfriend/girlfriend relationship. Similarly, 79% of the total sample reported they were living with their abuser at the last incident and another 17% reported they were not then living with him but had in the past, so that the vast majority of these cases did not represent casual relationships.

Respondents had been involved with this abuser from less than a month to about 47 years, averaging at 8.3 years. Victims had an average of 2.3 children, with 92% of the sample having at least one child. New Yorkers were also asked whether the most recent abusive partner was also the parent of the respondents' children. In 80% of these cases, the abuser was the father of all or some of these children, again indicating the serious nature of the victim-abuser relationship.

The status of the victim relative to the abuser may influence both the likelihood of abuse and the reactions of law enforcement officers. Differences in status between the victim and abuser were examined, using the data on age, race/ethnicity, employment, and educational level. On average, the abuser was 2.9 years older than his victim, but could be anywhere from 23 years younger to 41 years older. Employment status for each partner was scaled along a three-point dimension as not employed, employed part time, or employed full time, and scale scores were compared within couples. These difference scores ranged from -2.0 (indicating the partner is unemployed and the victim works full time) to 2.0 (indicating the reverse). The mean score of .44 indicates that, on the average, partners' employment status was about one-half a point higher than victims'. However, victims were likely to have higher educational levels than their partners; on a six-point scaling system formed in a similar fashion, the status difference was -.32

within couples. This indicates that women were, on average, about one-third a point better educated than their partners. In addition, nearly one-fifth of the couples (19%) were racially or ethnically mixed.

Community Demographics. Communities differ in the resources and demands on law enforcement agencies, the kinds of agencies active in law enforcement, and agency policies and practices. Agencies in more affluent communities or areas with lower crime rates may have more resources to devote to domestic violence calls, and so provide more or different types of services. Population density may be important in that more urban areas may make greater demands on law enforcement services, and so officers respond differently to domestic violence calls than officers in more rural areas.

The communities represented by law enforcement agencies named as having provided services in domestic violence incident were categorized for median income level, population density, serious crime rate, and region of the state, using state-wide Census data (Bureau of the Census, 1994). The characteristics of the communities of the service programs which recruited

Table 3
Victim-Abuser Relationship

	New York (N=326)	Texas (N=221)	Significance
Type of relationship:			$\chi^2(6)=14.4, p<.05$
• married	56%	69%	
• formerly married	3%	4%	
• boyfriend/girlfriend	26%	15%	
• former boyfriend/girlfriend	5%	3%	6
• engaged	5%	4%	
• dating	1%	0%	
• formerly dated	1%	1%	
Living arrangements at last abuse:			n.s.
• living together	78%	81%	
• formerly lived together	17%	17%	
• had never lived together	4%	2%	
Mean length of relationship (years)	8.3	8.4	n.s.
Mean number of children	2.3	2.4	n.s.
Childrens' parentage:			
• abuser father of all children	57%	---	---
• abuser father of some children	22%	---	---
• abuser not father	20%	---	---
Mean years abuser is older than victim	2.9	2.8	n.s.
Couples with race/ethnicity differences	20%	17%	n.s.
Mean employment status difference scores	0.42	0.46	n.s.
Mean educational status difference scores	-0.38	-0.22	n.s.

victims for the survey were used for the measures of community demographics when respondents did not identify which law enforcement agency they had contacted. A single index of income, population density, crime rate, and region of the state was created for each case, as explained in detail in Appendix F.

Respondents represented cities and towns with median household income levels ranging from approximately \$15,000 up to nearly \$95,000, based on data available from 85% of the sample. Texans were more likely to come from cities with somewhat lower income levels than New Yorkers. Please see Table 4 for the distribution of our sample across community income levels for each state.

Counties represented in our sample have population densities from under 50 persons per square mile to over 1000 persons per square mile. Texas respondents were more likely to come from lower-density areas, while New Yorkers were more likely to represent higher-density counties. Please see Table 5 for these sample distribution data.

The measure of serious crime rates ranged from about 1000 serious crimes per 100,000 population to a rate of over 11,000, with the New York sample drawn from low and moderately-high crime areas and the Texas sample representing medium and very high crime areas. Please refer to Table 6 for breakdowns of these figures.

In Texas, 39% of our sample live in the northern part of the state (area codes 817, 214, and 903, including the Dallas/Fort Worth area); 27% come from east Texas (area codes 409 and 713, including Houston); 19% come from south Texas (area code 512, extending from Austin through San Antonio and down to Brownsville on the Mexican border); 9% are from the Panhandle (area code 806, the area around Amarillo and Lubbock); and 6% are from west Texas (area code 915, including Abilene to El Paso).

In New York, 33% of our sample are in New York City (area codes 212, 718, and 516, including all five boroughs); 26% are from upstate (area code 315 and 518, including Albany, Syracuse, and most of the Canadian border); 15% are from suburban New York (area code 914, the areas north of the city such as Dutchess and Rockland counties); 14% represent western New York state (area code 716, including Buffalo and Rochester); and 12% are from the Southern Tier (area code 607, the Binghamton and Ithaca areas).

Law Enforcement Contacts

The majority of victims reported that law enforcement agencies had been called at least once, as Table 7 indicates. Only 16% reported that law enforcement had never been called. Although the number of calls was five or fewer in approximately half the cases in which law enforcement assistance was requested, 14% reported more than ten calls. New York respondents were asked to indicate whether they, their children, their neighbors, and other parties had placed the calls. The most common caller was the victim, with 69% reporting they had called for

Table 4*Distribution of Sample by Median Household Income Level, Using City-Based Census Data*

Income	New York (N=326)	Texas (N=221)	Examples
\$15,000-\$24,999	42%	45%	Plattsburgh, NY; Denton, TX
\$25,000-\$34,999	34%	45%	Saratoga, NY; Houston, TX
\$35,000-\$49,999	17%	6%	White Plains, NY; Garland, TX
\$50,000-\$69,999	6%	4%	Islip, NY; Plano, TX
\$70,000-\$94,999	1%	0%	Larchmont, NY

 $\chi^2(4)=12.4, p<.02$ **Table 5***Distribution of Sample by Population Density (persons per square mile), Using County-Based Census Data*

Population Density	New York (N=326)	Texas (N=221)	Examples
1-50	9%	20%	Belmont, NY; Laredo, TX
51-99	13%	9%	Corning, NY; San Angelo, TX
100-199	7%	22%	Oswego, NY; Waco, TX
200-349	12%	12%	Binghamton, NY; Lubbock, TX
350-499	2%	1%	Niagara Falls, NY; Corpus Christi, TX
500-699	3%	6%	Albany, NY; Galveston, TX
700-999	10%	1%	Buffalo, NY; San Antonio, TX
1000+	43%	29%	New York, NY; Dallas, TX

 $\chi^2(7)=49.7, p<.001$

Table 6*Distribution of Sample by Serious Crime Rate (per 100,000 population), Using County-Based Census Data*

Crime Rate	New York (N=326)	Texas (N=221)	Examples
1000-2999	24%	6%	Geneva, NY; Dumas, TX
3000-4999	40%	18%	Elmira, NY; Abilene, TX
5000-6999	16%	25%	Amityville, NY; Amarillo, TX
7000-8999	0%	35%	El Paso, TX
9000-10,999	19%	4%	New York, NY; Asutin, TX
11,000+	0%	12%	Ft. Worth, TX

 $\chi^2(5)=181.4, p<.001$ **Table 7***Calls to Law Enforcement*

	New York (N=326)	Texas (N=221)	Significance
Number of times law enforcement was called:			
never	15%	16%	n.s.
once or twice	33%	38%	
3-5 times	26%	24%	
6-10 times	11%	10%	
11 times or more	15%	11%	
Who called law enforcement:			
victim	69%	--	--
victim's children	11%	--	--
neighbors	25%	--	--
other	23%	--	--
Never had on-scene contact with officers	19%	28%	n.s.
Calls for service but never on-scene contact	7%	15%	$\chi^2(1)=7.0, p<.008$

services themselves. Many victims reported calls from multiple sources; the average number of different "types" of callers was 1.5.

About one-quarter of the victims said law enforcement officers had never come to scene of an incident. Using this information in conjunction with reports of calls for service, we found that 15% of the Texans and 7% of the New Yorkers reported that law enforcement had been called at least once but had never come to the scene. These differences in law enforcement practices are striking and statistically significant.

Additional information on law enforcement contacts at the scene of the incident is presented in Table 8. These data are from respondents -- 267 New Yorkers and 161 Texans -- who reported at least one on-scene contact with officers. Dates of first and most recent contacts indicated that the victims' earliest contacts ranged from June, 1959 to March, 1995; their most recent contacts spanned the period from October, 1963 to March, 1995. The period of time over which any single victim had law enforcement contacts ranged from one incident to 35 years, averaging 3.0 years (based on 89% of eligible respondents). Their most recent contacts with officers occurred a median of six months prior to survey completion (with a mean of 1.4 years), and ranged from less than a month to about 31 years previously.

To assess the impact of the FVPSA training on victims' experiences with law enforcement, we classified timing of contact into three groups: victims whose contacts were all before the training began; those who had law enforcement contacts only after the training period was concluded; and those whose contacts spanned these periods. Only 9% received law enforcement services in the pre-training period only (prior to November, 1990 in New York and prior to July, 1992 in Texas, at which time the FVPSA-funded training sessions began); 43% had only post-training contacts (all contacts since December, 1992 in New York and since August, 1992 in Texas); and 48% were in touch with law enforcement across these periods. This variable is used in subsequent analyses to evaluate training effects.

In response to questions about the number of contacts, nearly half of the victims reported only one or two lifetime contacts, and another 29% reported three to five such contacts. However, over one-fifth had more than five contacts. In the last 12 months, 28% had no law enforcement contacts, and those who did have contact were more likely to report lower numbers of contacts.

There were several significant differences across states on what types of agencies responded to domestic violence calls in our samples. New Yorkers were much more likely to receive services from the state police, while Texans were more likely to have contact with county sheriffs' offices. For both states, the most common service provider was local police departments. Only about 3% of respondents from each state received services from other law enforcement agencies; these few reported tribal police and the FBI, for example.

Table 8
Victims' Contacts with Law Enforcement

	New York (N=267)	Texas (N=161)	Significance
Mean time from first to last contact (years)	3%	3%	n.s.
Median recency of last contact (months)	6%	4%	n.s.
Percent whose contacts occurred:			n.s.
prior to the training period	7%	12%	
since the training period	45%	39%	
before, during, and since training	48%	49%	
Total number of contacts:			n.s.
1 or 2	44%	53%	
3 to 5	28%	30%	
6 to 10	15%	11%	
11 or more	13%	7%	
Number of recent contacts (last 12 months):			n.s.
none	30%	25%	
1 or 2	40%	52%	
3 to 5	21%	15%	
6 to 10	8%	5%	
11 or more	2%	3%	
Percent who had contact with:			
state police	15%	2%	$\chi^2(1)=22.6, p<.001$
local police agencies	62%	62%	n.s.
sheriffs	11%	24%	$\chi^2(1)=23.8, p<.001$
other	3%	1%	n.s.

Law Enforcement Services

Victims were asked to report the actions and attitudes of responding officers in a series of 32 individual items. These items capture information on the key services officers may or may not provide, and reflect important areas of emphasis in the training provided in both states. These items thus provide up-to-date information on the extent to which the types of services taught in the training are actually being put into practice on calls.

One way of synthesizing these data to look for patterns of findings involves separating those items which measure progressive actions and enlightened attitudes, such as those emphasized in the training projects, from items measuring more traditional approaches. We can then examine the mean scores for each of these items using a midpoint split of 3.0 (on a scale of one to five) to see whether law enforcement services were rated, on the average, in the lower end or the higher end of the scale. Item means are shown in Table 9. A three-point scoring system (with scores of

one, three, and five) was used for New York as well as Texas data to increase comparability between the sites.

Strong Points in Law Enforcement Services. Law enforcement strengths, indicated by victim ratings above the midpoint of the scale on items measuring high-quality services⁷, include:

- dispatchers who show concern when victims call for services
- quick response time from responding officers
- response by two or more officers -- this was particularly highly rated (top quarter of the scale)
- officers' insistence on seeing the victim when abusers try to prevent contact -- this was particularly highly rated
- conducting victim interviews in privacy
- showing interest in the victim's story, especially in Texas
- providing information on protection orders, and more so in New York
- checking for victim injuries
- giving victims a copy of the police report, but only in Texas
- showing concern for the victim

⁷ Items 1, 3, 4, 5, 7, 8, 9, 11, 17 (in Texas only), 26, and 29.

Table 9*Mean Scores (Response Rates) on Law Enforcement Actions and Attitudes Items*

Item	New York (N=267)	Texas (N=161)	Significance
1. When I called law enforcement to come out, the person who answered the phone seemed very concerned about my situation*	3.55 (84%)	3.58 (80%)	n.s.
2. Law enforcement officers didn't come even though they were called	1.89 (90%)	2.40 (91%)	$t(272.1)=3.0, p<.004$
3. When they came they got there pretty quickly.	3.73 (92%)	3.89 (95%)	n.s.
4. Two or more officers came to the scene of the assault.	4.27 (93%)	4.09 (96%)	n.s.
5. When the officers came, they insisted on seeing me even when my partner told them that everything was okay so they should just leave*	4.04 (53%)	4.10 (61%)	n.s.
6. They tried to calm things down by having my partner and me talk to each other.*	1.88 (72%)	1.74 (76%)	n.s.
7. They made sure they could talk to me in privacy without my partner overhearing.*	3.50 (74%)	3.60 (79%)	n.s.
8. They seemed very interested in what I had to say.	3.53 (94%)	4.19 (95%)	$t(376.9)=4.4, p<.0001$
9. They gave me information about getting a protection or restraining order. *	3.37 (87%)	2.99 (90%)	$t(375)=2.0, p<.05$
10. They checked to see if there were outstanding warrants on my partner, or for protection or restraining orders in effect.	2.59 (87%)	2.73 (91%)	n.s.
11. They asked or tried to see if I was injured.	3.64 (94%)	3.90 (95%)	n.s.
12. They offered to help with medical assistance if I needed it. *	2.90 (70%)	3.02 (74%)	n.s.
13. They helped me get away to a shelter or other safe place.*	2.31 (74%)	2.83 (80%)	$t(325)=2.6, p<.01$

Table 9. Continued

Item	New York (N=267)	Texas (N=161)	Significance
14. The officers talked to me about my rights as a victim and services available to me	2.76 (95%)	2.90 (97%)	n.s.
15. They gave me written information about my rights and services available to me.	2.34 (93%)	2.72 (96%)	$t(402)=2.0, p<.05$
16. They collected evidence of the assault (taking pictures, taking things that were damaged as proof of the assault, talking to witnesses, etc.).	1.65 (92%)	1.0 (95%)	$t(397)+2.2, p<.03$
17. They gave me a copy of their report.	2.27 (92%)	3.54 (94%)	$t(395)=7.2, p<.0001$
18. They asked my partner to leave, or took him/her away without making an arrest. *	2.75 (71%)	2.79 (72%)	n.s.
19. They arrested my partner after making me sign a complaint for the arrest. *	1.91 (79%)	1.76 (73%)	n.s.
20. They arrested my partner without making me sign anything in order to make the arrest. *	1.63 (76%)	2.32 (75%)	$t(201.5)=3.6, p<.0003$
21. They arrested me.	1.06 (90%)	1.17 (93%)	$t(220.3)=1.8, p<.07$
22. They issued an appearance ticket or an arrest warrant for my partner. *	1.88 (81%)	1.47 (76%)	$t(310.4)=2.8, p<.006$
23. They officers said there was nothing they could do about it.	2.58 (92%)	2.58 (94%)	n.s.
24. They discouraged me from doing anything about it.	2.20 (93%)	2.01 (93%)	n.s.
25. The officers or someone else from law enforcement contacted me after the incident to follow up on how I was doing	1.67 (94%)	1.48 (93%)	n.s.
26. They were concerned about me.	3.35 (92%)	3.38 (91%)	n.s.
27. They acted like they didn't believe me (like I was lying or crazy) or like I was getting upset over nothing.	2.39 (92%)	2.58 (91%)	n.s.

Item	New York (N=267)	Texas (N=161)	Significance
28. They took the assault seriously and treated it as a crime.	2.85 (91%)	2.92 (93%)	n.s.
29. While they were there, the officers made it clear they were in charge and they wouldn't allow any more violence.	3.41 (90%)	3.73 (91%)	$t(384)=1.8$, $p<.08$
30. They were neutral and business-like.	3.46 (90%)	3.71 (91%)	n.s.
31. They were hostile or nasty toward me.	1.86 (92%)	1.93 (93%)	n.s.
32. They sided with my partner.	1.98 (91%)	2.15 (93%)	n.s.

*Note: Higher scores indicate greater endorsement of the item, with scores ranging from one to five. Items with an asterisk also had a not applicable response category; these responses are not included here, so lower response rates would be expected on those items.

- taking control of the situation and prohibiting further violence; Texas officers were marginally more adept at this

Another item on which officers were rated in the higher end of the scale indicates they are likely to have a neutral and business-like demeanor; this might be a strength or a drawback, depending on the situation and one's perspective.

Another way of identifying strengths in services is by examining below-midpoint scores on items which reflect more traditional approaches, or actions and attitudes which do not serve the victim's interests. The lower mean scores on these items⁸ suggest that officers tend **not** to:

- fail to respond to calls for service, although this was something of a problem in Texas
- use a mediation approach by trying to get the victim and abuser talking with each other -- this was rated well on the lower end of the scale (in the bottom quarter)
- arrest the victim -- this was extremely rare but marginally more common in Texas

⁸ Items 2, 6, 21, 23, 24, 27, 31, and 32.

- say there is nothing they can do
- discourage the victim from taking action
- discount the victim's credibility or the seriousness of the incident
- treat the victim with hostility or nastiness -- this was fairly uncommon, with mean scores in the bottom quarter of the scale
- side with the abuser

Areas for Improvement in Law Enforcement Services. Below-midpoint scores indicate the need for improvement in the following areas of officer performance:⁹

- checking for outstanding warrants or protection orders in effect
- offering help with medical assistance
- helping victims get to a safe refuge, although Texas officers were rated more highly in this area than were New Yorkers
- giving oral notice of victims' rights and services
- giving written notice of victims' rights and services, although Texas officers were rated more highly in this area than New York officers
- collecting evidence of the assault -- this was somewhat low in New York and particularly problematic in Texas
- giving the victim a copy of the report, in New York only
- making officer-initiated arrests of the abuser -- this was in the bottom quarter of the scale in New York but significantly higher in Texas (although still in the lower half of the scale)
- issuing appearance tickets or arrest warrants for the abuser -- in the bottom quarter of the scale in both states but significantly better in New York than Texas
- making follow-up contacts with the victim -- this was in the lower quarter of the scale for both states
- taking the assault seriously and treating it as a crime

⁹ Items 10, 12, 13, 14, 15, 16, 17 (only in New York), 20, 22, 25, and 28.

Two other items on which scores ranked in the bottom half of the scale included removing the abuser from the scene without making an arrest, and arresting the abuser on the victim's signed complaint (scores on the latter item were in the bottom quarter of the scale). These reports may or may not indicate areas for improvement, depending on the circumstances of the incident and the availability of probable cause to making officer-initiated arrests.

Comparisons of New York and Texas. Generally, victims in New York and Texas gave similar ratings to law enforcement services. Areas in which officers in both states functioned well, but New York officers were particularly strong, include giving information on protection orders and responding to calls (this was something of a problem in Texas). Texas officers were rated relatively stronger in showing interest in the victim's story and taking control of the situation to prevent further violence. There was a marked and statistically significant difference between the states in giving victims copies of reports: Texas officers were rated on the high end of this scale, while New Yorkers' scores averaged in the low end. This is an area which may need improvement in New York.

Other potential areas for improvement in both states, but particularly in New York, are helping victims get to a safe place; giving written information on victims' rights and services; and making officer-initiated arrests. Areas in which officers in both states received low ratings, but Texas officers were rated lower, include collecting evidence of the assault (this seems to be a significant problem in Texas) and issuing appearance tickets or arrest warrants for abusers.

Comparisons with Texas Baseline Data. Some comparisons can be made between data from the 1992 pre-training survey in Texas and Texas data from this 1995 post-training survey. In the 1992 survey in Texas, 21% of respondents reported that law enforcement had never been called; in the 1995 survey, this figure was slightly lower at 16%. Similarly, 63% of those who had made calls for service in the 1992 survey had only made one or two such calls, while this figure fell to 45% by 1995. These figures may indicate a greater willingness to reach out to law enforcement over the last several years, although the research design and data analyses do not permit any definite conclusions.

In both surveys, the type of agency most often contacted was the police department (69% of respondents reported calling the police in 1992, and 62% of respondents reported police contacts in the 1995 survey). Data on officers' response to calls are not directly comparable but may indicate a trend in which 79% of the 1992 survey respondents reported that officers always responded to calls for service, while only 57% of the 1995 respondents reported that they "rarely or never" failed to respond to calls. Again, it should be cautioned that differences in findings may reflect differences in survey methods rather than differences in law enforcement services, so any apparent differences should be taken as tentative and suggestive rather than conclusive.

Most of the items on officers' actions and attitudes in the original survey were similar in content to some used in the later survey, but used a "check all that apply" format rather than a continuous, Likert-type format. Since statistical comparisons are thus not possible, our comparisons are limited to rank-orderings of the percentage of those who checked a given item in the original survey, compared with rank-ordered mean scores in the follow-up surveys. These

figures are given in Table 10. These comparisons may suggest that officers' actions have shifted away from a mediation/talking-oriented approach, but that their attitudes have remained quite similar across this time period. Any "findings" from this comparison can only suggest possible patterns and should be viewed quite cautiously.

Evaluations of Law Enforcement Services

The reactions of victims to the law enforcement services they received provides important information on the extent to which officers' services are viewed as satisfactory and effective by victims; any changes they've seen in officers' services; and whether they would want law enforcement intervention again.

Half the sample reported they were very or mostly satisfied with officers' services¹⁰ (versus mostly or very dissatisfied), as the scores in Table 11 show. This item was scored such that higher numbers indicate higher levels of satisfaction. The mean score on this scale is 2.5, which is the exact midpoint and so indicates that those who responded to this item (87% of the sample) were on average neither satisfied nor dissatisfied with law enforcement services.

Table 10
Comparisons of Selected Data From Pre- and Post-Training Surveys in Texas

Item Content	Texas 1992 Rank (N=263)	Texas 1995 Rank (N=161)
Actions:		
use of mediation/talking approach	1	4
provide written info on victim svcs	2	2
arrest the abuser	3	3
ask the abuser to leave	4	1
Attitudes:		
helpful/concerned	1	2
neutral, business-like	2	1
view incident as a crime	3	3
hostile toward the victim	4	4

¹⁰ Because separate items measuring satisfaction with actions and with attitudes were highly intercorrelated ($r(373)=.83, p<.0001$), the items were averaged to form a composite measure of satisfaction.

Table 11
Victims' Evaluations of Law Enforcement Services

	New York (N=267)	Texas (N=161)	Significance
Satisfaction with services:			n.s.
very satisfied	20%	23%	
mostly satisfied	31%	29%	
mostly dissatisfied	25%	25%	
very dissatisfied	24%	23%	
Mean satisfaction scores	2.5	2.5	n.s.
Effectiveness of services:			n.s.
very effective	17%	17%	
fairly effective	28%	23%	
slightly effective	34%	35%	
not at all effective	22%	25%	
Mean effectiveness scores	2.4	2.3	n.s.
Changes in services:			n.s.
gotten worse	11%	11%	
stayed the same	51%	51%	
gotten better	39%	39%	
Mean changes score	2.3	2.3	n.s.
Percent who would want law enforcement intervention again	89%	84%	n.s.

Victim endorsement of law enforcement effectiveness was also limited. Using a similar four-point scale, fewer than half (43%) said that calling law enforcement is very or fairly effective at preventing further violence, while 57% felt it is slightly or not at all effective. As a result, the mean score on the four-point scale of 2.37 was below the neutral point of 2.5.

When asked whether law enforcement has improved, stayed the same, or gotten worse¹¹, 39% reported improvements; 51% perceived no changes; and 11% reported services have gotten worse over time. Thus, while half report no change, over three times as many victims see improvements as see changes for the worse. A three-point scale, in which one indicates changes for the worse and three represents improvements, has a mean score of 2.3.

¹¹ Asked only of victims with more than one contact with law enforcement (75% of the 428 who had any law enforcement contacts). A composite measure of change was used since the two component items, measuring changes in attitudes and in actions, correlate at $r(311) = .69, p < .0001$.

Eighty-seven percent of respondents indicated they would want repeated law enforcement involvement and 13% said they would not, of those responded to the question (87% of the eligible sample).

To summarize, while evaluations of law enforcement services show only moderate levels of satisfaction, effectiveness, and changes, the vast majority of victims would nonetheless want law enforcement to become involved again if the need arose.

Comparison with Texas Baseline Data. The 1992 survey administered across Texas included an item assessing law enforcement effectiveness which was similar to this survey's item in content and response format, with the addition of a fifth response alternative of *neutral*. In 1992, 10% of the sample were neutral; 47% rated law enforcement as fairly or very effective; and 42% provided ratings of not effective or only slightly effective. In the 1995 survey data from Texas, 60% of victims reported the lower two levels of effectiveness, while 40% rated effectiveness on the higher end of the scale (there was no neutral category). There may be a trend toward lower effectiveness ratings in the more recent time period, in that respondents providing ratings other than *neutral* in the initial survey were more likely to report higher than lower effectiveness levels, while more 1995 survey respondents reported lower than higher ratings.

Dimensions of Law Enforcement Services

Another way of synthesizing victim descriptions of their law enforcement experiences is to combine items into scales measuring key dimensions of law enforcement services. Five scales were developed for this purpose::

- **Call responsiveness:** This scale, the mean of items 1-5, assessed law enforcement's responsiveness to calls for services. Higher scores on this scale indicate more concerned responses from dispatchers who received calls for service; quicker response time from responding officers; response by two or more officers; insistence on seeing the victim despite abusers' attempts to prevent contact; and less of a likelihood that calls for service were ignored.
- **Peacekeeping services:** This scale, the mean of items 7, 18, 23, 29, and 30, represents services designed to calm the situation and prevent further violence, but does not include specifically law enforcement-oriented services such as making arrests. Higher scores on this scale indicate a greater tendency to interview the victim in privacy; remove the abuser from the scene; take control of the situation and inhibit further violence; display a neutral and business-like demeanor; and less of a tendency for officers to say there is nothing they can do.
- **Victim support:** This dimension, the mean of items 6, 8, 21, 26, 27, 28, 31, and 32, represents officers' attitudes and actions which convey a message of belief and support to the victim, but do not involve concrete victim-assistance services. Services such as offering referrals or transportation assistance were combined to create a scale on which higher scores

indicate more likelihood that officers show interest in the victim's story; show concern for the victim; take the assault seriously; and less likelihood that they try to have the abuser and victim talk to each other; arrest the victim; discount the victim's situation; are hostile or nasty to her; or side with the abuser.

- **Victim assistance:** This scale, the mean of items 9, 11, 12, 13, 14, 15, 17, 24, and 25, measures concrete victim assistance services. Higher scores on indicate that officers were more likely to give the victim information about protection orders; assess for victim injuries; offer to help with medical assistance; help her get to a safe place; give oral and written notices of victims' rights and services; give the victim a copy of the report; make follow-up contact with the victim; and less tendency to discourage the victim from taking action.
- **Utilization of law-enforcement options:** This scale, the mean of items 10, 16, 19, 20, and 22, measures officers' responses oriented toward enforcing domestic violence laws through a greater likelihood of checking for warrants or protection orders in effect; collecting evidence of the assault; arresting the abuser, both with and without the victim's signature; and issuing an appearance ticket or arrest warrant for the abuser.

Items were grouped into scales based on correlational and factor analyses, confirmed and refined by content analysis. Scores were reversed for certain items within each scale so that higher scale scores indicate greater presence of each dimension of law enforcement services. Findings from statistical analyses of each state's data were remarkably similar, so that we were able to construct identical scales across the states.

The scale means and internal reliability (Cronbach's alpha) and a comparison of the two states is shown on Table 12. Internal reliability for the victim support and victim assistance scales was quite satisfactory for both states, but was lower for the other three scales.

Table 12
Properties of Law Enforcement Services Scales

Service Scale	New York (N=267)		Texas (N=161)		Significance
	Alpha	Mean	Alpha	Men	
Call responsiveness	.62	3.95	.59	3.86	n.s.
Peacekeeping	.52	3.32	.53	3.48	n.s.
Victim support	.82	3.80	.80	3.87	n.s.
Victim assistance	.82	2.81	.87	3.07	$t(402)=2.2, p<.03$
Law-enforcement	.63	1.98	.64	2.19	$T(296.6)=1.8, p<.07$

Note: Higher scores indicate greater levels of service of each type, with scores ranging from one to five.

Scales scores were similar in Texas and New York. Responding to calls and providing victim support were the most commonly reported services. Peacekeeping was given a middle ranking, and victim assistance and law-enforcement utilization were reported at the lowest frequencies. While none of these scales' scores fell in the top quarter of the scale (scores of 4.0 to 5.0), call responsiveness, peacekeeping, victim support, and victim assistance in Texas were rated in the top half, having mean scores over 3.0. Victim assistance in New York and law-enforcement in Texas fell in the bottom half but not the bottom quarter of the scale; only New York officers' use of law-enforcement approaches was rated in the bottom quarter of the scale (scores of 1.0 to 2.0). Statistical tests indicate that Texas officers are significantly more likely to practice victim assistance approaches than are New York officers, and marginally more likely to use law-enforcement orientations than New Yorkers (although both types of practices were reported at fairly low levels in both states).

Predictors of Law Enforcement Services

Multivariate analyses were used to address several types of questions useful in assessing current practice, policy, training, and victim service needs. We wanted to find out what characteristics are associated with cases in which officers are more or less likely to provide certain services, and how these services and other factors influence victims' evaluations of law enforcement involvement. For each state, multiple regression models were tested in which each of the five service dimensions¹² was hypothesized to be a function of each of five different categories of variables:

- characteristics of the abuse: the number of different types of abuse, frequency of abuse, use of weapons (in New York only), and duration of abuse over time.
- characteristics of the couple: race/ethnicity, employment, marital status, type of relationship, number of children, and differences between the victim's and abuser's race/ethnicity .
- characteristics of the community: income, population density, crime rate, and region of the state.
- factors describing law enforcement involvement in the case: the number of calls for service and responses to these calls, who has called for service (in New York only), the length of time law enforcement has been involved, the number and types of agencies involved, and the recency of law enforcement contacts.
- time period of law enforcement contacts: before, after, or both before and after training project implementation in each state.

¹² Since strict comparability between states is not needed here, the five scales of law enforcement services for the New York data use the full five-point, one-to-five coding system made possible by the response format used for the component items.

The analysis examined each of the five dimensions of law enforcement responses as a function of each variable or group of variables, listed above. This first level of regression modeling was used to determine whether there was a significant relationship between these factors and the law enforcement response. If two or more first-level regression models were significant, a second level of modeling was tested in which all variables which were significant in the first level models were included. The goal was to test whether the variables were significantly related to the law enforcement variables after controlling for other factors. Bivariate findings are presented when no regression models proved significant. See Table 13 for these statistics.

Call Responsiveness. In Texas, the level-one regression model using factors describing law enforcement involvement as predictors was the only significant model. Only one variable was significant in this model, the number of local police departments which responded to calls for service. In this analysis, greater responsiveness to calls was associated with fewer responding police departments. Since contact with multiple agencies is most likely to occur when victims have lived in several different cities or towns, this may indicate that calls from those with a longer history in the community, who may be better known to law enforcement personnel, may be given higher response priority.

In New York, regression models based on the characteristics of couples, the community, and law enforcement involvement were all significant in level-one regression analyses. The level-two model including these variables indicates significantly higher call responsiveness when the abuser is White, the couple is currently married, fewer calls for service have been received in the past, and when the victim is not the person who places the call for service. Marginally significant higher call responsiveness ($p=.09$) is reported in higher-income communities and when victims have fewer children. These findings seem likely to reflect the greater resources available to law enforcement agencies in more affluent communities with residents more likely to fit the above profile.

Peacekeeping. In analyses of Texas data, a level-two regression model including frequency of abuse, number of calls for services, number of police departments contacted, recency of contacts, and timing of contacts in relation to FVPSA training was significant in predicting peacekeeping scores. Within this model, peacekeeping services were more likely to be provided when the frequency of abuse was lower and fewer police departments had been contacted.

In New York, a level-two model found that all variables included -- frequency of abuse, duration of abuse over time, the abuser's employment status, the couple's marital status, and the number of the children the victim has -- significantly predicted peacekeeping services. New York officers were more likely to provide services designed to keep the peace when abuse was less frequent, the abuse occurred over a longer period of time, the abuser's employment status was lower, the couple was married, and the victim had fewer children.

Victim Support. In Texas, supportiveness for the victim was significantly more likely when the victim had suffered fewer different types of abuse and when fewer calls for service had been

Table 13

Significant Findings from Regression Analyses of Law Enforcement Services

Service Factors	New York		Texas	
	Significant Predictors	Significance of Model	Significant Predictors	Significance of Model
Call responsiveness	<p>abuser's race, $b=.39, p<.04$</p> <p>marital status, $b=.28, p<.04$</p> <p>no. calls for service, $b=-.11, p<.05$</p> <p>whether victim called, $b=-.58, p<.0007$</p> <p>community income, $b=.12, p<.07$</p> <p>no. of children, $b=-.07, p<.08$</p>	<p>$F(8,154)=6.7,$ $p<.0001, R^2=26\%$</p>	<p>no. of local police depts., $b=-.35, p<.04$</p>	<p>$F(10,132)=2.2,$ $p<.03, R^2=14\%$</p>
Peacekeeping	<p>frequency of abuse, $b=.09, p<.05$</p> <p>duration of abuse, $b=.02, p<.05$</p> <p>abuser's employment, $b=-.23, p<.0005$</p> <p>marital status, $b=.25, p<.06$</p> <p>no. of children $b=.09, p<.04$</p>	<p>$F(5,195)=5.0,$ $p<.003, R^2=11.3\%$</p>	<p>frequency of abuse, $b=.13, p<.06$</p> <p>no. local police depts., $b=-.35, p<.05$</p>	<p>$F(7,138)=3.1,$ $p<.005, R^2=13.5\%$</p>

Table 13. Continued

Service Factors	New York		Texas	
	Significant Predictors	Significance of Model	Significant Predictors	Significance of Model
Victim support	use of weapon, $b = -.25, p < .06$ abuser's race, $b = .43, p < .02$ no. of calls, $b = -.28, p < .003$ no. of contacts, $b = .19, p < .05$	$F(8,214) = 3.9,$ $p < .003, R^2 = 12.6\%$	no. of types of abuse, $b = -.15, p < .06$ no. of calls for service, $b = -.19, p < .02$	$F(4,132) = 4.2,$ $p < .004, R^2 = 11.3\%$
Victim assistance	use of weapon, $b = -.48, p < .003$	$F(4,217) = 3.7,$ $p < .005, R^2 = 6.5\%$	(See text for results of bivariate analyses)	
Law enforcement	educational status difference, $b = -.09, p < .06$	$F(9,184) = 2.6,$ $p < .008, R^2 = 11.3\%$	no. of sheriff's offices contacted, $b = .47, p < .009$ no. of calls, $b = -.28, p < .003$ post-training contacts, $b = .80, p < .04$	$F(7,130) = 3.17,$ $p < .004, R^2 = 14.6\%$

placed to law enforcement agencies, controlling for frequency of abuse and duration of abuse over time. This may suggest that officers are likely to be more emotionally supportive of victims in the earlier stages of the repeating cycle of domestic violence.

In New York, victim support is significantly less likely when a weapon is used in the incident, but significantly more likely when the abuser is White, when fewer calls for service are placed, and when the number of on-scene contacts with officers is higher, in a level-two model that also included number of children and recency of law enforcement contacts. These findings are similar to the findings in Texas, with the addition of the weapon and race-related factors, except that it is puzzling that greater supportiveness would be related to both fewer calls for service and greater numbers of on-scene contacts.

Victim Assistance. None of the regression models to predict victim assistance were significant with the Texas data. Bivariate analyses found that victim assistance was higher when the victim and abuser were from the same racial/ethnic groups (mean of 3.2 on victim assistance scale vs. mean of 2.6 when they're racially/ethnically different, $t(150)=2.2$, $p<.04$). Assistance was also higher when there are fewer calls for service ($r(154)=-.19$, $p<.02$) and fewer on-scene contacts ($r(147)=-.19$, $p<.02$), and when the partner's educational level is lower ($r(154)=-.16$, $p<.05$). Although these variables were significant in bivariate analyses, they did not prove significant in multivariate analyses which assess the unique contribution of each predictor controlling for others. In New York, victim assistance was significantly higher when no weapon had been used, in a level-one regression model.

Utilization of Law-Enforcement Strategies. Texas officers were more likely to use a law-enforcement orientation when the victim had had contact with a larger number of sheriffs' offices; when there were fewer calls for service; and when all the victim's contacts with law enforcement were in the post-training period, in a significant level-one regression model.

In New York, utilization of law-enforcement options was related only to educational differences between the victim and abuser, such that officers are more likely to employ this approach when the victim's educational level is higher than the abuser's, in a significant level-one regression model.

Discussion. Exhibit F summarizes the findings on the predictors of five dimensions of law enforcement. Some broad patterns may be identifiable in these data. In general, law enforcement services of various types seem to be offered at higher levels when abuse is in the earlier or less severe stages, or when the level of demand on law enforcement services is low. We may be seeing a "fatigue" effect, in which officers provide lower levels of services to cases with a history of many calls and contacts, having concluded that their services are not improving the situation. Some findings from demographic analyses were also significant, indicating that levels of several types of services may be higher for White married couples with fewer children, and when the abuser's educational or employment status is relatively low. The only finding

Exhibit F*Predictors of Law Enforcement Services from Regression Models*

Higher Levels of	New York	Texas
Call responsiveness	Abuser white Couple married Fewer calls for service Victim did not place calls Higher income communities Fewer children	Fewer police departments contacted
Peacekeeping	Lower frequency of abuse Abuse over longer periods Lower abuser employment status Couple married Fewer children	Fewer police departments contacted Lower frequency of abuse
Victim Support	Weapon not used Abuser white Fewer calls for service Number of contacts higher	Fewer types of abuse Fewer calls for service
Victim Assistance	Weapon not used	
Utilization of Law Enforcement Options	Victim's education higher than abuser's	More sheriffs contacted Fewer calls for service Contact after FVPSA training

Exhibit G*Predictors of Victims' Evaluations of Law Enforcement*

Higher Ratings on:	New York	Texas
Satisfaction	Higher call responsiveness Higher victim support Higher victim assistance	Higher victim support Recent contacts with law enforcement Contacts after FVPSA training
Improvement in law enforcement	Higher victim support	Higher victim support
Effectiveness of law enforcement intervention	Higher victim support Higher victim assistance	Higher victim support
Willingness to call law enforcement in the future	Higher victim support	Higher victim support

explicitly related to our measure of the FVPSA training is the result from Texas analyses, in which the law-enforcement oriented approach seems to be used more in the post-training period than it was in the pre-training period.

Predictors of Victim Evaluations

For each state, multivariate models were tested in which each of the four evaluation variables is proposed to be a function of:

- the five dimensions of law enforcement services.
- characteristics of past law enforcement intervention, including number of recent and lifetime contacts, number of police and sheriffs involved, and recency of the last contact.
- whether the law enforcement contacts occurred before or after the FVPSA-sponsored training period in each state, or both before and after.

See Table 14 for summaries of these statistics.

Satisfaction with Services. In Texas, victims' satisfaction with law enforcement services was significantly higher when officers offered higher levels of victim support, when the last contact with law enforcement was recent rather than in the more distant past, and when the victim's contacts had occurred after the FVPSA training, rather than before the training.

New Yorkers' satisfaction depended on the levels of services offered. Higher levels of call responsiveness, victim support, and victim assistance were significantly related to higher levels of victim satisfaction. Unlike Texas, none of the variables describing law enforcement intervention history was significantly related to victim satisfaction.

Changes in Services. The victims' opinions that law enforcement services had improved were positively related to higher levels of victim support in both states. None of the other variables were significant in regression analyses.

Effectiveness of Intervention. A similar pattern was found for victims' ratings of the effectiveness of law enforcement intervention, in which higher levels of victim support were associated with higher effectiveness ratings in Texas and New York. In addition, in New York higher levels of victim assistance were associated with significantly higher ratings of law enforcement effectiveness. No other variables were significant.

Willingness for Future Intervention. Higher levels of victim support significantly increased victim willingness to involve law enforcement in any future domestic incidents in both states, but no other variables were significant.

Discussion. These analyses, summarized in Exhibit G, provide quite consistent evidence that victims' reactions to law enforcement involvement, when measured in several different ways, are strongly influenced by the emotional support officers provide. In addition, victim assistance was important to New Yorkers in their assessments of satisfaction with and effectiveness of services, and call responsiveness influenced satisfaction. Services designed to keep the peace did not influence victims' evaluations, even though these services were offered

Table 14

Significant Findings from Regression Analyses of Victims' Evaluations of Law Enforcement Services

Victims' Evaluations	New York		Texas	
	Significant Predictors	Significance of Model	Significant Predictors	Significance of Model
Satisfaction with services	call responsiveness, $b=.15, p<.009$ victim support, $b=.57, p<.0001$ victim assistance, $b=.23, p<.0005$	$F(2,190)=34.6,$ $p<.0001, R^2=68.6\%$	victim support, $b=.73, p<.0001$ recency of last contact, $b=.04, p<.04$ post-training contacts, $b=.54, p<.02$	$F(12,116)=29.8,$ $p<.001, R^2=75.5\%$
Changes in services	victim support, $b=.33, p<.0002$	$F(12,154)=4.2,$ $p<.0001, R^2=24.5\%$	victim support, $b=.31, p<.0001$	$F(12,93)=4.3,$ $p<.0001, R^2=35.4\%$
Effectiveness of services	victim support, $b=.29, p<.02$ victim assistance, $b=.24, p<.02$	$F(12,191)=6.5,$ $p<.0001, R^2=28.8\%$	victim support, $b=.29, p<.05$	$F(12,118)=5.2,$ $p<.0001, R^2=34.7\%$
Willingness for future intervention	victim support, $\chi^2(1)=22.5, p<.0001$	---	victim support, $\chi^2(1)=17.9, p<.001$	---

fairly commonly. Neither did law-enforcement-oriented approaches, but they occurred so infrequently that the lack of effects may be due to low variance in the data.

The only evidence for training impact came from Texans' satisfaction ratings, in which victims with post-training contact were more satisfied than those with only pre-training contacts. Note that this measure is somewhat confounded with the recency of intervention (in that the more distant contacts are more likely to be in the pre-training period and the more recent contacts are more likely to be in the post-training period), and that the measure of recency was also significant. This means that increased satisfaction may be due to other changes which have evolved over time, along with changes which may have been brought about by the training project.

Implications for Law Enforcement Training and Policy

This survey provides valuable information on current practices in law enforcement services to victims of domestic violence in two states which conducted extensive training of officers. In short, the results are mixed and indicate a need for improvement in several areas. Half the victims were dissatisfied and half were satisfied with law enforcement services. Over half thought law enforcement was only slightly or not at all effective, but 87% would seek law enforcement assistance in the future.

The most consistent and powerful predictor of victim satisfaction with law enforcement was receiving emotional support during interactions. Victims reported receiving fairly high levels of support relative to other services, and clearly appreciated it. This finding highlights the value of including training material designed to influence officers' attitudes toward domestic violence and training in specific ways of interacting with victims.

Law enforcement actions rated particularly highly by victims include:

- officers' insistence on seeing the victim when abusers try to prevent contact
- response by two or more officers
- showing interest in the victim's story
- not using a mediation approach

These endorsements indicate that many of the training lessons were being implemented in the response to domestic violence calls.

Areas which seem to particularly need improvement include:

- collecting evidence of the assault

- arresting the abuser
- issuing appearance tickets or arrest warrants for the abuser
- making follow-up contacts with the victim

This list suggests that victim assistance services might be enhanced, and that law enforcement steps were often not taken. Relatively lower levels of the victim assistance services and more aggressive law enforcement may indicate external constraints (such as lack of probable cause to arrest in some situations, limits in departmental policies, or lack of community resources). However, this finding may indicate a special need for training efforts to focus on enhancing these services.

Across the different types of officer services, we found a general pattern in which fewer services are offered to cases which may be more entrenched in the cycle of violence, as indicated by frequent or severe abuse, or a history of many calls or contacts with officers. It seems likely this is due to officer fatigue or frustration with cases who do not seem to respond to their efforts. This indicates that it is particularly important for policy and training efforts to emphasize the need to continue providing services to repeat cases. It also seems quite important that factors which may be responsible for sustaining the cycle of violence and increasing officers' frustration, such as inadequate community services or court sanctions, be examined.

Several other findings may be relevant to future policy and training efforts. A fair proportion of calls for service, especially in Texas, seem to have gone without response by officers. This is a very serious issue and should be closely examined in policy development and training efforts. There were also a few differences in services by demographic characteristics of the abuser, the victim, or the couple. While these findings do not provide conclusive evidence of differential responding, they do point to the need for any potential differences to be closely examined.

Comparisons with an earlier survey in Texas and comparisons of victims served before the training to those served later provide some support for improvements following the FVPSA training. In Texas, victims whose contacts with officers were entirely in the pre-training period reported fewer services aimed toward enforcing the law (such as making arrests, collecting evidence, and checking for or issuing warrants), compared with victims whose contacts were entirely in the post-training period (and so were more likely to have received services from trained officers). Victims with pre-training contacts were also less satisfied with the services they received. Comparisons with the pre-training survey done in Texas may indicate that officers are now less likely to use a mediation approach than they were several years ago. No differences were found for the New York sample.

The absence of stronger evidence of impact may be due to the relatively weak power of an analysis based primarily on a post-intervention cross-sectional survey. The power of analyses to detect differences was further limited by the relatively few cases with only pre-training contacts (about 10%), compared with those with only post-training contacts (nearly half). In addition, it

was not possible to assess which victims in the post-training period actually did receive services from trained officers. The fact that some undoubtedly were served by officers who had not received training weakens the likelihood of detecting program impact. Thus, finding some evidence indicating improvements is encouraging, although changing social attitudes and laws in the area of domestic violence as well as law enforcement training may deserve credit for these changes.

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APPENDX A

New York and Texas Surveys

New York Survey on Domestic Abuse and Law Enforcement

Today's date: _____

Name of the program that gave you this survey:

The purpose of this survey is to get important information on what experiences victims of domestic violence have had with law enforcement and the justice system. This information will be useful in determining how law enforcement agencies could improve their services to victims of physical and sexual abuse, and in understanding policy and training issues.

Your help, by answering the questions on this short survey, will be very important in our work, and we appreciate your time and efforts. The survey should take about 20 to 25 minutes to finish, and **it is anonymous so please don't write your name anywhere.** The information you provide will be combined with information from several hundred others and analyzed and presented as a group, so it won't be possible to identify any individuals.

This is a survey of your experiences, not a test, so there are no right or wrong answers. Please answer the questions according to your personal experiences and opinions.

Thank you very much for your cooperation.

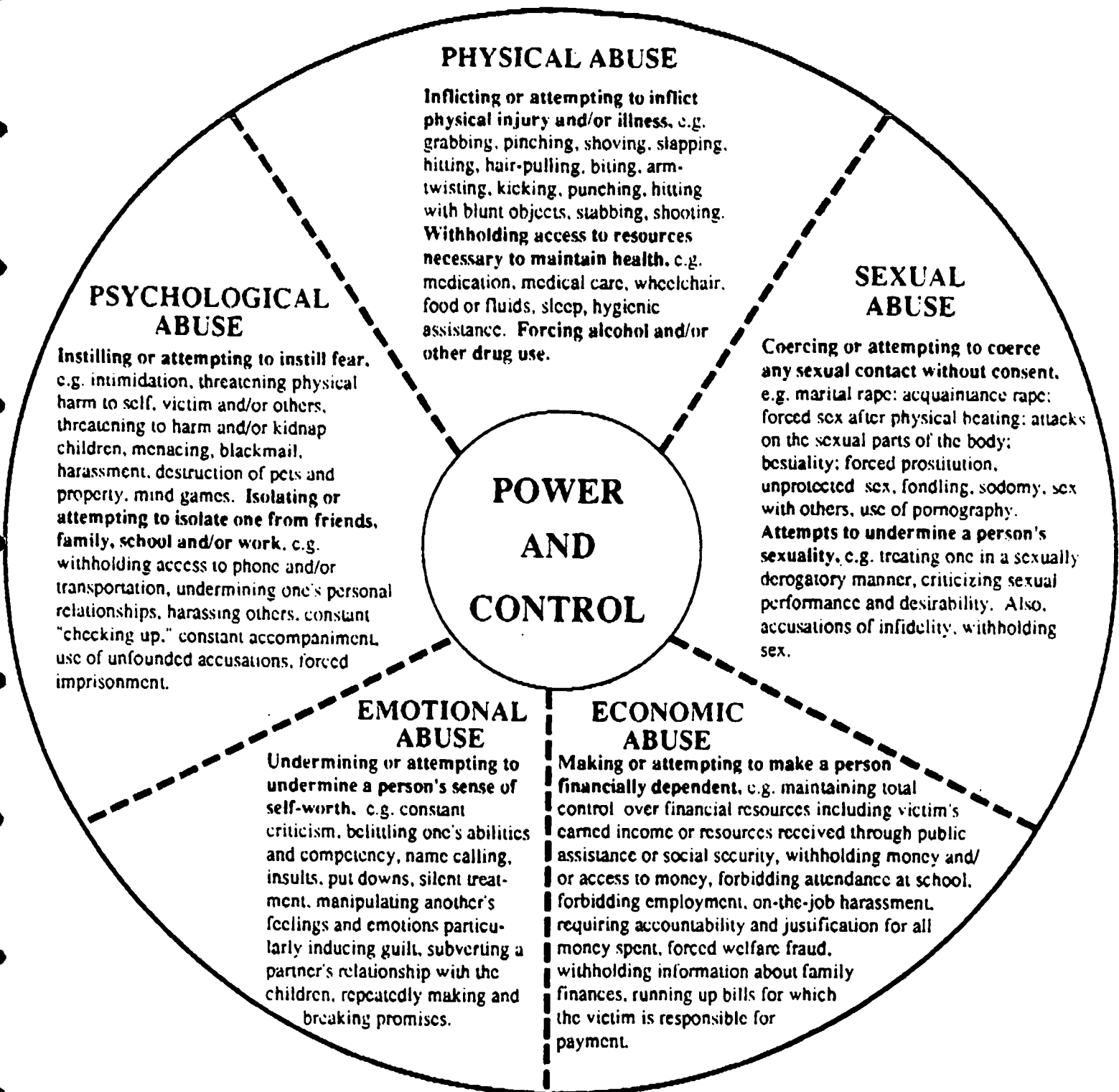
Let's start with some definitions and a few questions to get some background information.

1. There are different ways in which partners can be abusive. When we say "partner," we're talking about the person or persons with whom you had an intimate relationship and who abused you. This partner might be your spouse, ex-spouse, fiancé, boyfriend, significant other, or someone you dated. Considering the definitions of domestic abuse given below, please check off the types of abuse you have experienced from an intimate partner, and check as many as apply. (You can also refer to the "Power and Control Perspective" on the following page for more detail about each type of abuse.)

- ☐ *physical violence*: hitting, slapping, punching, kicking, choking, and other types of physical assault; also attempts or threats of physical assault
- ☐ *sexual abuse*: any type of sexual contact you didn't want or forced sexual behavior at a time you didn't want it, or attempts to force unwanted sexual contact
- ☐ *economic abuse*: when a partner forces you to be dependent on him or her for money, by controlling all the money or taking yours away from you
- ☐ *emotional abuse*: anything to degrade you or damage your sense of self-worth, such as constant criticism, put-downs, name-calling, insults, and so on
- ☐ *psychological abuse*: behaviors to control you, intimidate or make you afraid, or isolate you from other people

If you have experienced either physical or sexual abuse, please answer the following questions about these physically or sexually abusive incidents.

A POWER AND CONTROL PERSPECTIVE



If you have not experienced physical or sexual abuse, you have completed the questionnaire. Thank you very much for your cooperation.

2. When was the first time you remember being physically or sexually abused by any partner?

_____ month _____ year
(make your best guess if you can't remember exactly)

3. When was the last time you remember being physically or sexually abused by any partner?

_____ month _____ year
(make your best guess if you can't remember exactly)

4. Over the period of time from the first incident to the most recent, about how often did physical or sexual abuse usually occur? (please check only the one that best describes your experiences)

<input type="checkbox"/> more than once a week	<input type="checkbox"/> once every several months
<input type="checkbox"/> about once every week or two weeks	<input type="checkbox"/> once every six months to a year,
<input type="checkbox"/> about once a month	or less often

5. Did your partner ever use or threaten to use a weapon against you, such as a gun, knife, club, belt, or anything else that could hurt you?

☐ yes ☐ no

We'd also like a little information about the partner who abused you. If you've had more than one abusive partner, please answer these questions about the most recent one only. Please feel free not to answer any questions which you may prefer to leave blank.

6. Partner's sex: ☐ male ☐ female

7. Partner's current age: _____ years old (your best guess if you don't know exactly)

8. Partner's race or ethnicity: (please check only the one which fits best)

<input type="checkbox"/> African-American/Black	<input type="checkbox"/> Asian/Pacific Islander
<input type="checkbox"/> Hispanic/Latino(a)	<input type="checkbox"/> Native American/Alaskan Native
<input type="checkbox"/> Caucasian/White (non-Hispanic)	<input type="checkbox"/> other: _____

9. Partner's employment status at the time of the last incident of abuse: (please check as many as apply)

<input type="checkbox"/> employed full time	<input type="checkbox"/> student
<input type="checkbox"/> employed part time	<input type="checkbox"/> housekeeping or child care full time
<input type="checkbox"/> unemployed	<input type="checkbox"/> retired
<input type="checkbox"/> public assistance	<input type="checkbox"/> other: _____

10. Partner's educational level at the time of the last incident of abuse: *(please check only one)*

- | | |
|---|--|
| <input type="checkbox"/> some high school | <input type="checkbox"/> college degree |
| <input type="checkbox"/> high school diploma or GED | <input type="checkbox"/> some graduate work |
| <input type="checkbox"/> some college work | <input type="checkbox"/> graduate or professional degree |

11. Your relationship to this partner at the time of the last incident of abuse: *(please check only one)*

- | | |
|---|---|
| <input type="checkbox"/> husband/wife | <input type="checkbox"/> we were engaged |
| <input type="checkbox"/> ex-husband/ex-wife | <input type="checkbox"/> we were dating but not really boyfriend and girlfriend |
| <input type="checkbox"/> boyfriend/girlfriend | <input type="checkbox"/> we had dated in the past |
| <input type="checkbox"/> ex-boyfriend/ex-girlfriend | |
| <input type="checkbox"/> other: _____ | |

12. How long had you been involved with this person at the time of the last incident of abuse?

_____ years _____ months *(your best guess if you don't know exactly)*

13. What were your living arrangements at the time of the last incident of abuse? *(please check only one)*

- ☐ was living with the partner who abused me
☐ was not then living with that partner but had lived together in the past
☐ was not living with that person and never had

We'd also like a little background information about you. These questions are similar to some of the questions asked about your partner.

14. Your sex: ☐ male ☐ female

15. Your current age: _____ years old

16. Your race or ethnicity: *(please check only the one which fits best)*

- | | |
|---|---|
| <input type="checkbox"/> African-American/Black | <input type="checkbox"/> Asian/Pacific Islander |
| <input type="checkbox"/> Hispanic/Latina | <input type="checkbox"/> Native American/Alaskan Native |
| <input type="checkbox"/> Caucasian/White (non-Hispanic) | <input type="checkbox"/> other: _____ |

17. Your employment status at the time of the last incident of abuse: *(please check as many as apply)*

- | | |
|---|---|
| <input type="checkbox"/> employed full time | <input type="checkbox"/> student |
| <input type="checkbox"/> employed part time | <input type="checkbox"/> housekeeping or child care full time |
| <input type="checkbox"/> unemployed | <input type="checkbox"/> retired |
| <input type="checkbox"/> public assistance | <input type="checkbox"/> other: _____ |

18. Your educational level at the time of the last incident of abuse: *(please check only one)*

- | | |
|---|--|
| <input type="checkbox"/> some high school | <input type="checkbox"/> college degree |
| <input type="checkbox"/> high school diploma or GED | <input type="checkbox"/> some graduate work |
| <input type="checkbox"/> some college work | <input type="checkbox"/> graduate or professional degree |

19a. How many children do you have?

- ☐ I don't have children ☐ I have this many children: _____

19b. Is your most recent abusive partner the parent of these children?

- ☐ no, not my children's parent
☐ yes, parent of all my children
☐ the parent of some of my children but not all

20. How many children were living with you at the time of the last incident of abuse? _____

The next set of questions is about your experiences with police or law enforcement officers who became involved when your partner assaulted you. By "police" or "law enforcement officers," we mean the local or state police, sheriffs, deputies, constables, or others.

We need to find out what your contacts with the police have been, what actions the officers have taken, and what their attitudes were like. Your input will be very useful in helping law enforcement agencies to improve their services to victims of abuse. Your responses will be completely anonymous.

21a. How many times have law enforcement officers been called because of a domestic violence incident against you by a partner (your most recent partner or any previous partner). *(please check only one and make your best guess if you can't remember exactly)*

- | | |
|--|---|
| <input type="checkbox"/> never | <input type="checkbox"/> 6 to 10 times |
| <input type="checkbox"/> once or twice | <input type="checkbox"/> 11 times or more |
| <input type="checkbox"/> 3 to 5 times | |

21b. Who has called the police when there was a domestic violence incident against you by your partner? *(check all that apply.)*

- ☐ I called ☐ my children called ☐ the neighbors called ☐ other: _____

21c. Have any law enforcement officers ever actually come to the scene of a domestic violence incident against you by a partner (your most recent partner or any previous partner)?

- ☐ yes **If you checked "yes," please continue.**
- ☐ no **If you checked "no," you have completed the questionnaire. Thank you for your cooperation.**

22. When was the first time you remember a law enforcement officer coming to the scene of a domestic violence incident against you by a partner (your most recent partner or any previous partner)?

_____ month _____ year
(make your best guess if you can't remember exactly)

23. When was the last time you remember a law enforcement officer coming to the scene of a domestic violence incident against you by a partner (your most recent partner or any previous partner)?

_____ month _____ year
(make your best guess if you can't remember exactly)

24. How many times have officers come to the scene of a domestic violence incident against you by a partner -- consider the whole time, from the first incident to the most recent time when law enforcement got involved. (please check only one and make your best guess if you can't remember exactly)

☐ once or twice ☐ 6 to 10 times
☐ 3 to 5 times ☐ 11 times or more

25. In the last 12 months, how many times has law enforcement come to the scene of domestic violence incidents? (please check only one and make your best guess if you can't remember exactly)

☐ never **If you have not had contact with the police in the last 12 months, please answer questions 26 through 30 for the officers you met in the time before that.**

☐ once or twice **If you have had contact with the police in the last 12 months, please answer questions 26 through 30 for the officers you've dealt with in the last 12 months only.**
☐ 3 to 5 times
☐ 6 to 10 times
☐ 11 times or more

26. These officers have been from what agencies? (please check all that apply, and write in the city, town, or county, where applicable)

☐ State Police
☐ Local Police Department, city/town/village of: _____
☐ Sheriff's Office, county of: _____
☐ other: _____
☐ don't know/don't remember

27. The next set of questions asks about what kinds of actions the officers took when they came to the scene of an assault on you by a partner. For each question, please check how often the officers took that action: *always, usually, sometimes, rarely, or never*. For some questions, a category of *not applicable* is given in case it never applied to your situations. Please check only one answer for each question.

If law enforcement has gotten involved in an assault in the last 12 months, please answer the questions about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

When I called law enforcement to come out, the person who answered the phone seemed very concerned about my situation.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- I never called*

Law enforcement officers didn't come even though they were called.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

When they came they got there pretty quickly.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

Two or more officers came to the scene of the assault.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

When the officers came, they insisted on seeing me even when my partner told them that everything was okay and they should just leave.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there, or my partner never tried to keep the officers away from me*

They tried to calm things down by having my partner and me talk to each other.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there*

They made sure they could talk to me in privacy without my partner overhearing.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there*

They seemed very interested in what I had to say.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They gave me information about getting a protection or restraining order.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- I already had one or knew about it*

They checked to see if there were outstanding warrants on my partner, or for protection or restraining orders in effect.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They asked or tried to see if I was injured.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They offered to help with medical assistance if I needed it.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- I was never that badly injured*

They helped me get away to a shelter or other safe place.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- I never needed or wanted to get away*

The officers talked to me about my rights as a victim and services available to me.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They gave me written information about my rights and services available to me.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They collected evidence of the assault (taking pictures, taking things that were damaged as proof of the assault, talking to witnesses, etc.).

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They gave me a copy of their report.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They asked my partner to leave, or took him/her away without making an arrest.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there*

They arrested my partner after making me sign a complaint for the arrest

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there*

If there was an arrest, what were the charges? _____

They arrested my partner without making me sign anything in order to make the arrest.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- my partner always left before the police got there*

If there was an arrest, what were the charges? _____

They arrested me.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

If there was an arrest, what were the charges? _____

They issued an appearance ticket or an arrest warrant for my partner.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*
☐ *not applicable -- they always made the arrest on the scene*

The officers said there was nothing they could do about it.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They discouraged me from doing anything about it.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

The officers or someone else from law enforcement contacted me after the incident to follow up on how I was doing.

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

Other actions: _____

- ☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

28. Overall, how satisfied are you with the actions taken by law enforcement officers when there's been an assault on you by your partner? *(please check only one)*

If law enforcement has gotten involved in an assault in the last 12 months, please answer this question about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

☐ very satisfied
☐ mostly satisfied

☐ mostly dissatisfied
☐ very dissatisfied

29. These questions ask about what kinds of attitudes the officers showed when they came to the scene of an assault on you by a partner. For each question, please check how often the officers showed that attitude: *always, usually, sometimes, rarely, or never*. Please check only one answer for each question.

If law enforcement officers have gotten involved in an assault in the last 12 months, please answer the questions about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

They were concerned about me.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They acted like they didn't believe me.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They acted like I was getting upset over nothing.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They took the assault seriously and treated it as a crime.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

While they were there, the officers made it clear they were in charge and they wouldn't allow any more violence.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They were neutral and business-like.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They were hostile or nasty toward me.

☐ *always* ☐ *usually* ☐ *sometimes* ☐ *rarely* ☐ *never*

They sided with my partner.

☐ always ☐ usually ☐ sometimes ☐ rarely ☐ never

Other attitudes: _____

☐ always ☐ usually ☐ sometimes ☐ rarely ☐ never

30. Overall, how satisfied are you with the attitudes law enforcement officers have had when there's been an assault on you by your partner? *(please check only one)*

If law enforcement has gotten involved in an assault in the last 12 months, please answer this question about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

☐ very satisfied
☐ mostly satisfied

☐ mostly dissatisfied
☐ very dissatisfied

31. Think over the period of time from the first time law enforcement came to an assault to the most recent time (the very first time, even if it was more than 12 months ago). Have you seen any changes in how they act, on the whole? *(please check only one and write in any explanations or examples you can give)*

☐ they're more helpful than they used to be
☐ they're less helpful than they used to be
☐ their behavior has stayed about the same
☐ not applicable -- they only came once

Can you explain or give examples?

32. Thinking over the period of time from the first time law enforcement came to an assault to the most recent time (the very first time, even if it was more than 12 months ago). Have you seen any changes in their attitudes, on the whole? *(please check only one and write in any explanations or examples you can give)*

☐ their attitudes have improved
☐ their attitudes have gotten worse
☐ their attitudes have stayed about the same
☐ not applicable -- they only came once

Can you explain or give examples?

33. If you're ever assaulted again in a domestic violence incident, would you want law enforcement to get involved again?

☐ yes ☐ no

34. In your opinion, how effective is calling law enforcement at keeping violence from happening again?

☐ not at all effective
☐ slightly effective

☐ fairly effective
☐ very effective

35. Is there anything else you'd like to add about your experiences with law enforcement?

36. Is there anything you'd like to say about other parts of the justice system, such as judges, court clerks, prosecutors, other lawyers, magistrates, jailers, or anyone else? Please continue on the back of this page if you need more space.

37. Is there anything you'd like to say about this survey? For example, were there any questions you found difficult or confusing? Any other questions we should have asked? Please explain below.

38. How was this questionnaire completed?

- ☐ *program staff and I completed it together*
☐ *I completed it on my own*

Thank you very much for completing this questionnaire.

Texas Survey on Domestic Abuse and Law Enforcement

Today's date: _____

Name of the Shelter that gave you this survey: _____

The purpose of this survey is to get important information on what experiences victims of domestic violence have had with law enforcement and the justice system. This information will be useful in determining how law enforcement agencies could improve their services to victims of physical and sexual abuse, and in understanding policy and training issues.

Your help, by answering the questions on this short survey, will be very important in our work, and we appreciate your time and efforts. The survey should take about 20 to 25 minutes to finish, and **it is anonymous so please don't write your name anywhere.** The information you provide will be combined with information from several hundred others and analyzed and presented as a group, so it won't be possible to identify any individuals.

This is a survey of your experiences, not a test, so there are no right or wrong answers. Please answer the questions according to your personal experiences and opinions.

Thank you very much for your cooperation.

Let's start with some definitions and a few questions to get some background information.

1. There are different ways in which partners can be abusive. When we say "partner," we're talking about the person or persons with whom you had an intimate relationship and who abused you. This partner might be your spouse, ex-spouse, fiancé, boyfriend, significant other, or someone you dated. Considering the definitions of domestic abuse given below, please check off the types of abuse you have experienced from an intimate partner, and check as many as apply. (You can also refer to the "Power and Control Perspective" on the following page for more detail about each type of abuse.)

- ☐ *physical violence*: hitting, slapping, punching, kicking, choking, and other types of physical assault; also attempts or threats of physical assault
- ☐ *sexual abuse*: any type of sexual contact you didn't want or forced sexual behavior at a time you didn't want it, or attempts to force unwanted sexual contact
- ☐ *economic abuse*: when a partner forces you to be dependent on him or her for money, by controlling all the money or taking yours away from you
- ☐ *emotional abuse*: anything to degrade you or damage your sense of self-worth, such as constant criticism, put-downs, name-calling, insults, and so on
- ☐ *psychological abuse*: behaviors to control you, intimidate or make you afraid, or isolate you from other people

If you have experienced either physical or sexual abuse, please answer the following questions about these physically or sexually abusive incidents.

If you have not experienced physical or sexual abuse, you have completed the questionnaire. Thank you very much for your cooperation.

2. When was the first time you remember being physically or sexually abused by any partner?

_____ month _____ year
(make your best guess if you can't remember exactly)

3. When was the last time you remember being physically or sexually abused by any partner?

_____ month _____ year
(make your best guess if you can't remember exactly)

4. Over the period of time from the first incident to the most recent, about how often did physical or sexual abuse usually occur? (please check only the one that best describes your experiences)

<input type="checkbox"/> more than once a week	<input type="checkbox"/> once every several months
<input type="checkbox"/> about once every week or two weeks	<input type="checkbox"/> once every six months to a year,
<input type="checkbox"/> about once a month	or less often

5. Did your partner ever use or threaten to use a weapon against you, such as a gun, knife, club, belt, or anything else that could hurt you?

☐ yes ☐ no

We'd also like a little information about the partner who abused you. If you've had more than one abusive partner, please answer these questions about the most recent one only. Please feel free not to answer any questions which you may prefer to leave blank.

6. Partner's sex: ☐ male ☐ female

7. Partner's current age: _____ years old (your best guess if you don't know exactly)

8. Partner's race or ethnicity: (please check only the one which fits best)

<input type="checkbox"/> African-American/Black	<input type="checkbox"/> Asian/Pacific Islander
<input type="checkbox"/> Hispanic/Latino(a)	<input type="checkbox"/> Native American/Alaskan Native
<input type="checkbox"/> Caucasian/White (non-Hispanic)	<input type="checkbox"/> other: _____

9. Partner's employment status at the time of the last incident of abuse: (please check as many as apply)

<input type="checkbox"/> employed full time	<input type="checkbox"/> student
<input type="checkbox"/> employed part time	<input type="checkbox"/> housekeeping or child care full time
<input type="checkbox"/> unemployed	<input type="checkbox"/> retired
<input type="checkbox"/> public assistance	<input type="checkbox"/> other: _____

10. Partner's educational level at the time of the last incident of abuse: *(please check only one)*
- | | |
|---|--|
| <input type="checkbox"/> some high school | <input type="checkbox"/> college degree |
| <input type="checkbox"/> high school diploma or GED | <input type="checkbox"/> some graduate work |
| <input type="checkbox"/> some college work | <input type="checkbox"/> graduate or professional degree |
11. Your relationship to this partner at the time of the last incident of abuse: *(please check only one)*
- | | |
|---|---|
| <input type="checkbox"/> husband/wife | <input type="checkbox"/> we were engaged |
| <input type="checkbox"/> ex-husband/ex-wife | <input type="checkbox"/> we were dating but not really boyfriend and girlfriend |
| <input type="checkbox"/> boyfriend/girlfriend | <input type="checkbox"/> we had dated in the past |
| <input type="checkbox"/> ex-boyfriend/ex-girlfriend | |
| <input type="checkbox"/> other: _____ | |
12. How long had you been involved with this person at the time of the last incident of abuse?
- _____ years _____ months *(your best guess if you don't know exactly)*
13. What were your living arrangements at the time of the last incident of abuse? *(please check only one)*
- | |
|---|
| <input type="checkbox"/> was living with the partner who abused me |
| <input type="checkbox"/> was not then living with that partner but had lived together in the past |
| <input type="checkbox"/> was not living with that person and never had |

We'd also like a little background information about you. These questions are similar to some of the questions asked about your partner.

14. Your sex: ☐ male ☐ female
15. Your current age: _____ years old
16. Your race or ethnicity: *(please check only the one which fits best)*
- | | |
|---|---|
| <input type="checkbox"/> African-American/Black | <input type="checkbox"/> Asian/Pacific Islander |
| <input type="checkbox"/> Hispanic/Latina | <input type="checkbox"/> Native American/Alaskan Native |
| <input type="checkbox"/> Caucasian/White (non-Hispanic) | <input type="checkbox"/> other: _____ |
17. Your employment status at the time of the last incident of abuse: *(please check as many as apply)*
- | | |
|---|---|
| <input type="checkbox"/> employed full time | <input type="checkbox"/> student |
| <input type="checkbox"/> employed part time | <input type="checkbox"/> housekeeping or child care full time |
| <input type="checkbox"/> unemployed | <input type="checkbox"/> retired |
| <input type="checkbox"/> public assistance | <input type="checkbox"/> other: _____ |
18. Your educational level at the time of the last incident of abuse: *(please check only one)*
- | | |
|---|--|
| <input type="checkbox"/> some high school | <input type="checkbox"/> college degree |
| <input type="checkbox"/> high school diploma or GED | <input type="checkbox"/> some graduate work |
| <input type="checkbox"/> some college work | <input type="checkbox"/> graduate or professional degree |

19a. How many children do you have?
☐ I don't have children ☐ I have this many children: _____

19b. Is your most recent abusive partner the parent of these children?
☐ no, not my children's parent
☐ yes, parent of all my children
☐ the parent of some of my children but not all

20. How many children were living with you at the time of the last incident of abuse? _____

The next set of questions is about your experiences with police or law enforcement officers who became involved when your partner assaulted you. By "police" or "law enforcement officers," we mean the local or state police, sheriffs, deputies, constables, or others.

We need to find out what your contacts with the police have been, what actions the officers have taken, and what their attitudes were like. Your input will be very useful in helping law enforcement agencies to improve their services to victims of abuse. Your responses will be completely anonymous.

20a. How many times have law enforcement officers been called because of a domestic violence incident against you by a partner (your most recent partner or any previous partner). *(please check only one and make your best guess if you can't remember exactly)*

- | | |
|--|---|
| <input type="checkbox"/> never | <input type="checkbox"/> 6 to 10 times |
| <input type="checkbox"/> once or twice | <input type="checkbox"/> 11 times or more |
| <input type="checkbox"/> 3 to 5 times | |

20b. Have any law enforcement officers ever actually come to the scene of a domestic violence incident against you by a partner (your most recent partner or any previous partner)?

☐ yes: **If you checked "yes," please continue.**

☐ no: **If you checked "no," you have completed the questionnaire. Thank you for your cooperation.**

21. When was the first time you remember a law enforcement officer coming to the scene of a domestic violence incident against you by a partner (your most recent partner or any previous partner)?

_____ month _____ year
(make your best guess if you can't remember exactly)

22. When was the last time you remember a law enforcement officer coming to the scene of a domestic violence incident on you by a partner (your most recent partner or any previous partner)?

_____ month _____ year
(make your best guess if you can't remember exactly)

23. How many times have officers come to the scene of a domestic violence incident on you by a partner -- consider the whole time, from the first incident to the most recent time when law enforcement got involved. *(please check only one and make your best guess if you can't remember exactly)*

☐ once or twice ☐ 6 to 10 times
☐ 3 to 5 times ☐ 11 times or more

24. In the last 12 months, how many times has law enforcement come to the scene of domestic violence incidents? *(please check only one and make your best guess if you can't remember exactly)*

☐ never: **If you have not had contact with the police in the last 12 months, please answer questions 25 through 29 for the officers you met in the time before that.**

☐ once or twice **If you have had contact with the police**
☐ 3 to 5 times **in the last 12 months, please answer**
☐ 6 to 10 times **questions 25 through 29 for the officers**
☐ 11 times or more **you've dealt with in the last 12 months only.**

25. These officers have been from what agencies? *(please check all that apply, and write in the city, town, or county, where applicable)*

☐ State Police

☐ Local Police Department, city/town/village of: _____

☐ Sheriff's Office, county of: _____

☐ other: _____

☐ don't know/don't remember

26. The next set of questions asks about what kinds of actions the officers took when they came to the scene of an assault on you by a partner. For each question, please check how often the officers took that action: ***usually or often, sometimes but not often, or rarely or never***. For some questions, a category of ***not applicable*** is given in case it never applied to your situations. Please check only one answer for each question.

If law enforcement has gotten involved in an assault in the last 12 months, please answer the questions about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

Who has called the police when there was a domestic violence incident against you by your partner? (check all that apply.)

☐ I called ☐ my children called ☐ the neighbors called ☐ other: _____

When I called law enforcement to come out, the person who answered the phone seemed very concerned about my situation.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- I never called

Law enforcement officers didn't come even though they were called.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

When they came they got there pretty quickly.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

Two or more officers came to the scene of the assault.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

When the officers came, they insisted on seeing me even when my partner told them that everything was okay and they should just leave.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there, or my partner never tried to keep the officers away from me

They tried to calm things down by having my partner and me talk to each other.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there

They made sure they could talk to me in privacy without my partner overhearing.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there

They seemed very interested in what I had to say.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They gave me information about getting a protection or restraining order.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- I already had one or knew about it

They checked to see if there were outstanding warrants on my partner, or for protection or restraining orders in effect.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They asked or tried to see if I was injured.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They offered to help with medical assistance if I needed it.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- I was never that badly injured

They helped me get away to a shelter or other safe place.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- I never needed or wanted to get away

The officers talked to me about my rights as a victim and services available to me.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They gave me written information about my rights and services available to me.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They collected evidence of the assault (taking pictures, taking things that were damaged as proof of the assault, talking to witnesses, etc.).

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They gave me a copy of their report.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They asked my partner to leave, or took him/her away without making an arrest.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there

They arrested my partner after making me sign a complaint for the arrest.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there

If there was an arrest, what were the charges? _____

They arrested my partner without making me sign anything in order to make the arrest.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- my partner always left before the police got there

If there was an arrest, what were the charges? _____

They arrested me.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

If there was an arrest, what were the charges? _____

They issued an appearance ticket or an arrest warrant for my partner.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never
☐ not applicable -- they always made the arrest on the scene

The officers said there was nothing they could do about it.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

They discouraged me from doing anything about it.

- ☐ usually or often ☐ sometimes but not often ☐ rarely or never

The officers or someone else from law enforcement contacted me after the incident to follow up on how I was doing.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

Other: _____

☐ usually or often ☐ sometimes but not often ☐ rarely or never

27. Overall, how satisfied are you with the actions taken by law enforcement officers when there's been an assault on you by your partner? (*please check only one*)

If law enforcement has gotten involved in an assault in the last 12 months, please answer this question about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

<input type="checkbox"/> very satisfied	<input type="checkbox"/> mostly dissatisfied, but they've been
<input type="checkbox"/> mostly satisfied, but there have	somewhat helpful
been some problems	<input type="checkbox"/> very dissatisfied

28. These questions ask about what kinds of attitudes the officers showed when they came to the scene of an assault on you by a partner. For each question, please check how often the officers showed that attitude: *usually or often*, *sometimes but not often*, or *rarely or never*. Please check only one answer for each question.

If law enforcement officers have gotten involved in an assault in the last 12 months, please answer the questions about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

They were concerned about me.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

They treated me like I was lying or crazy or getting upset over nothing.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

They took the assault seriously and treated it as a crime.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

While they were there, the officers made it clear they were in charge and they wouldn't allow any more violence.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

They were neutral and business-like.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

They were hostile or nasty toward me.

☐ usually or often ☐ sometimes but not often ☐ rarely or never

☐ usually or often ☐ sometimes but not often ☐ rarely or never

☐ usually or often ☐ sometimes but not often ☐ rarely or never

- If law enforcement has gotten involved in an assault in the last 12 months, please answer this question about those incidents only. If there's been no law enforcement involvement in the last 12 months, please think about the times before that when they did get involved.

- ☐ very satisfied
- ☐ mostly satisfied, but there have been some problems
- ☐ mostly dissatisfied, but they haven't been all bad
- ☐ very dissatisfied

30. Think over the period of time from the first time law enforcement came to an assault to the most recent time (the very first time, even if it was more than 12 months ago). Have you seen any changes in how they act? *(please check only one and write in any explanations or examples you can give)*

- ☐ they're more helpful than they used to be, on the whole
- ☐ they're less helpful than they used to be, on the whole
- ☐ their behavior has stayed about the same, on the whole
- ☐ not applicable -- they only came once

Can you explain or give examples?

31. Thinking over the period of time from the first time law enforcement came to an assault to the most recent time (the very first time, even if it was more than 12 months ago). Have you seen any changes in their attitudes? (please check only one and write in any explanations or examples you can give)

- ☐ their attitudes have improved, on the whole
☐ their attitudes have gotten worse, on the whole
☐ their attitudes have stayed about the same, on the whole
☐ not applicable -- they only came once

Can you explain or give examples?

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 281 282 283 284 285 286 287 288 289 290 291 292 293 294 295 296 297 298 299 300 301 302 303 304 305 306 307 308 309 310 311 312 313 314 315 316 317 318 319 320 321 322 323 324 325 326 327 328 329 330 331 332 333 334 335 336 337 338 339 340 341 342 343 344 345 346 347 348 349 350 351 352 353 354 355 356 357 358 359 360 361 362 363 364 365 366 367 368 369 370 371 372 373 374 375 376 377 378 379 380 381 382 383 384 385 386 387 388 389 390 391 392 393 394 395 396 397 398 399 400 401 402 403 404 405 406 407 408 409 410 411 412 413 414 415 416 417 418 419 420 421 422 423 424 425 426 427 428 429 430 431 432 433 434 435 436 437 438 439 440 441 442 443 444 445 446 447 448 449 450 451 452 453 454 455 456 457 458 459 460 461 462 463 464 465 466 467 468 469 470 471 472 473 474 475 476 477 478 479 480 481 482 483 484 485 486 487 488 489 490 491 492 493 494 495 496 497 498 499 500 501 502 503 504 505 506 507 508 509 510 511 512 513 514 515 516 517 518 519 520 521 522 523 524 525 526 527 528 529 530 531 532 533 534 535 536 537 538 539 540 541 542 543 544 545 546 547 548 549 550 551 552 553 554 555 556 557 558 559 560 561 562 563 564 565 566 567 568 569 570 571 572 573 574 575 576 577 578 579 580 581 582 583 584 585 586 587 588 589 590 591 592 593 594 595 596 597 598 599 600 601 602 603 604 605 606 607 608 609 610 611 612 613 614 615 616 617 618 619 620 621 622 623 624 625 626 627 628 629 630 631 632 633 634 635 636 637 638 639 640 641 642 643 644 645 646 647 648 649 650 651 652 653 654 655 656 657 658 659 660 661 662 663 664 665 666 667 668 669 670 671 672 673 674 675 676 677 678 679 680 681 682 683 684 685 686 687 688 689 690 691 692 693 694 695 696 697 698 699 700 701 702 703 704 705 706 707 708 709 710 711 712 713 714 715 716 717 718 719 720 721 722 723 724 725 726 727 728 729 730 731 732 733 734 735 736 737 738 739 740 741 742 743 744 745 746 747 748 749 750 751 752 753 754 755 756 757 758 759 760 761 762 763 764 765 766 767 768 769 770 771 772 773 774 775 776 777 778 779 780 781 782 783 784 785 786 787 788 789 790 791 792 793 794 795 796 797 798 799 800 801 802 803 804 805 806 807 808 809 810 811 812 813 814 815 816 817 818 819 820 821 822 823 824 825 826 827 828 829 830 831 832 833 834 835 836 837 838 839 840 841 842 843 844 845 846 847 848 849 850 851 852 853 854 855 856 857 858 859 860 861 862 863 864 865 866 867 868 869 870 871 872 873 874 875 876 877 878 879 880 881 882 883 884 885 886 887 888 889 890 891 892 893 894 895 896 897 898 899 900 901 902 903 904 905 906 907 908 909 910 911 912 913 914 915 916 917 918 919 920 921 922 923 924 925 926 927 928 929 930 931 932 933 934 935 936 937 938 939 940 941 942 943 944 945 946 947 948 949 950 951 952 953 954 955 956 957 958 959 960 961 962 963 964 965 966 967 968 969 970 971 972 973 974 975 976 977 978 979 980 981 982 983 984 985 986 987 988 989 990 991 992 993 994 995 996 997 998 999 1000 1001 1002 1003 1004 1005 1006 1007 1008 1009 1010 1011 1012 1013 1014 1015 1016 1017 1018 1019 1020 1021 1022 1023 1024 1025 1026 1027 1028 1029 1030 1031 1032 1033 1034 1035 1036 1037 1038 1039 104

32. If you're ever assaulted again by an intimate partner, would you want law enforcement to get involved again?
☐ yes ☐ no

33. In your opinion, how effective is calling *the police* at keeping violence from happening again?
☐ not at all effective ☐ fairly effective
☐ slightly effective ☐ very effective

34. Is there anything else you'd like to add about your experiences with law enforcement?

35. Is there anything you'd like to say about other parts of the justice system, such as judges, court clerks, prosecutors, other lawyers, magistrates, jailers, or anyone else? Please continue on the back of this page if you need more space.

Thank you very much for completing this questionnaire.

Appendix B: Analysis of Survey Content and Cross-Site Comparisons

Numerous discrete items were used to measure several major categories of variables. This appendix provides a detailed analysis of the categories and variables included, and comparisons of differences between New York and Texas versions of the survey.

Referring to the item numbering used in the New York version of the survey, **abuse history** was assessed through items 1 (types of abuse suffered); 2 (date of first incident of physical or sexual abuse); 3 (date of most recent incident of physical/sexual abuse); 4 (frequency of physical/sexual abuse); and 5 (use of weapons -- included in New York only). Derived variables were created from some of the variables in this and other categories, and are presented with the results of descriptive analyses. For example, items 2 and 3 were used to derive a measure of the length of time over which abuse occurred. Since these questions are victim-centered (i.e., our interest was in finding out the victim's lifetime history of abuse), the items' instructions did not anchor them to any particular partner or time period. Note that the first eligibility screen occurs after item 1, so that respondents who had not experienced physical or sexual abuse were asked not to continue completing the questionnaire.

Abuser demographics were measured through questions on the respondent's most recent abusive partner's sex, age, race or ethnicity, and employment status and educational level (as of the last abusive incident), in items 6 to 10. Equivalent items were included to assess the same **victim demographics** in items 14 to 18.

Characteristics of the **victim-abuser relationship** were assessed through items 11 (nature of the relationship); 12 (length of the relationship); 13 (status vis-a-vis living together); 19a and 19b (number and parentage of the victim's children); and 20 (whether the children lived with the

victim). Since respondents may have had more than one abusive partner, the instructions anchored these items to the most recent abusive partner. Since these variables change over time, respondents were instructed to refer to the time period of the most recent abusive incident.

Several questions were used to obtain descriptive information about the victim's **law enforcement contact history**. These include items on the number of times law enforcement agencies were called for domestic incidents (item 21a, which refers to incidents involving any partner since this is a victim-centered question); who has called law enforcement (item 21b -- used only in New York); and whether law enforcement officers have ever come to the scene of a domestic violence incident (item 21c, again a victim-centered question). The latter item served as the second and final eligibility screen, so that respondents who had never actually had on-scene contact with officers were instructed to discontinue survey completion. We thought it most appropriate to focus the questionnaire on officers' responses to calls (rather than interactions arising from the victim going to an agency facility after an abusive event has occurred, for example), since this was the emphasis of the training in both states.

Additional questions on the victim's law enforcement contact history measure the dates of the first and most recent law enforcement contacts, the total number of such contacts, the number of recent law enforcement contacts (in the last 12 months), and the agencies represented by the responding officers. These data are collected in items 22 through 26, which are victim-centered and thus refer to the spectrum of abusive partners.

Community demographics were estimated in several ways. For those respondents who wrote in the names of city or town police departments or county sheriff's offices, these cities and counties were coded for certain key characteristics using recent Census data (U.S. Bureau of the Census, 1994). This gives us information on characteristics of the communities in which abusive

incidents occurred, so that we can estimate whether these contextual factors are associated with law enforcement services. We used city-based Census data on city size and median household income, and county-based Census data on area population density and serious crime rate. We also grouped these communities into region of the state, to assess potential cultural differences not captured by the Census data, using telephone area codes.

We obtained another estimate of community demographics by coding the city or town in which the victim service program, through which the victim obtained the survey, is located. We used the same Census data to code the same variables as for law enforcement agencies' locations. This gives us proxy measures of community demographics for victims who did not provide detailed information on law enforcement agencies, since it was quite likely that the service program would be in the same or a nearby location to where the victim lived and may have been served by law enforcement.

Law enforcement responses were thought to consist primarily of actions responding officers took and attitudes they displayed, recognizing there may be considerable overlap between the two. Questions 27 and 29 consist of a series of 32 specific actions and attitudes with which victims were asked to report law enforcement services along a 5-point (or in Texas, 3-point) scale (in some cases a response alternative of *not applicable* was offered where it seemed appropriate). These items were not anchored to any particular abusive partner, but time periods were specified. Victims who had had law enforcement contact within the previous 12 months were asked to refer to those contacts only, and those who had not had such recent contacts were asked to refer to the most recent contacts they had had. This was done to try to capture the most up-to-date information possible on law enforcement services, and to emphasize more recent contacts since these are more likely to involve trained officers (since it takes time for training to disseminate

to second-, third-, and subsequent-generation trainees).

The final category of survey items refers to items measuring **victims' evaluations of law enforcement services**. Using the same referent timeframe as used for reports of law enforcement services, we assessed satisfaction with law enforcement actions and attitudes in items 28 and 30, respectively; changes in actions and attitudes in items 31 and 32, respectively; willingness to involve law enforcement in future domestic assaults in item 33; and effectiveness of law enforcement at preventing further violence in item 34.

In addition to items measuring these major categories, several questions were included to solicit additional information. Questions 35 and 36 are open-ended items to solicit write-in comments on respondents' experiences with law enforcement and with other elements of the justice system (such as judges, lawyers, and so on). In New York, question 37 was used to solicit feedback on the survey itself, and question 38 measured method of survey administration.

Comparisons of the Two Versions of the Survey

The New York Survey includes the "power and control wheel" commonly used as a teaching aid in explanations of the various forms of domestic abuse. It was used in this survey as part of an elaborated set of instructions for item number 1, which asks respondents to report the types of abuse they have experienced. Other than the use of this wheel in the New York survey, definitions and instructions were identical in content across the surveys.

Several items were added to the New York survey, in response to advocates' suggestions, which were not included in the Texas survey. These items are, on the New York version, item 5 (use of a weapon); item 19b (parentage of the respondent's children); item 21b (who has called law enforcement); three write-in items about arrest charges as part of question 17; item 37 (write-in reactions to the survey itself); and item 38 (method of administration). The results of all

analyses involving these variables were of necessity derived from the New York data only.

An additional difference between the surveys is the response format used for the individual items listed under the questions on law enforcement officers' actions (question 27 in New York, 26 in Texas) and attitudes (question 29 in New York, 28 in Texas). In Texas, we used a three-point Likert-type response format with the options of *usually or often*, *sometimes but not often*, and *rarely or never*, for ease of use in self-administration. Our collaborators in New York felt that the respondents would quite likely complete the surveys with the assistance of victim service program staff, and that a more detailed response format would be feasible. To this end, we used a five-point Likert-type response format in the New York survey, with the options of *always*, *usually*, *sometimes*, *rarely*, and *never*. To facilitate comparisons across states, we scored these data in a parallel fashion based on equivalence of content among response choices, using a one-to-five scale and preserving equal intervals between scores within each state. In this system, *always* (New York) and *usually or often* (Texas) were given a score of 1; *usually* (New York) was scored 2; *sometimes* (New York) and *sometimes but not often* (Texas) were given a score of 3; *rarely* (New York) was scored 4; and *never* (New York) and *rarely or never* (Texas) were scored 5. The scoring system for the New York data was altered for certain analyses to make these data more directly comparable with the Texas data, by re-coding scores of two as one, and scores of four as five. This provides, for both states, a three-point scale with scores of one, three, and five, in which the content of the response indicated by each score is very similar across the states.

The only other substantive difference between the two surveys appears in an attitude item included in question 29 in New York and 28 in Texas. This item is intended to measure the extent to which officers may discount an abusive incident by questioning the victim's veracity

or minimizing the seriousness of the incident. In Texas, a single item was used to measure both forms of discounting; this is the second item under question 28, *They treated me like I was lying or crazy or getting upset over nothing*. In New York, these forms of discounting were measured through two separate items. The second item under question 29, *They acted like they didn't believe me*, assesses discounting by questioning the victim's veracity; the third item, *They acted like I was getting upset over nothing*, gets at discounting by minimizing the incident. In order to make comparisons across states, the two separate items used in New York were combined into a single item by computing the mean of the two component items. This is justified by the equivalence of content between the composite item formed with the New York data and the single item used in Texas, and by the strong and statistically significant correlation between the two component items in the New York data, $r(239)=.73$, $p<.0001$.

Aside from these differences, the surveys used in New York and Texas were substantively identical in item content, response formats, and instructions and definitions. Some minor wording differences were used to make the surveys more user-friendly in each state, such as the use of the term *the law* as an abbreviated reference to *law enforcement officers* in Texas, while we felt the term *the police* would be more familiar to New York residents.

APPENDIX C

List of Surveyed Programs in New York and Texas

ORIS MEAGHER, CSW
CENTER FOR HOPE AND ALTERNATIVES
533 CENTRAL AVE.
LBANY, NY 12205

ROSE GARRITY
A NEW HOPE CENTER
20 CHURCH STREET
OWEGO, NY 13827

CHARLES KALTHOFF
ACCORD
ALLEGANY CO. SAFE HOMES
PO BOX 573
BELMONT, NY 14813

STACEY MEYERS
ALLEN WOMEN'S RESOURCE CENTER
PO BOX 316-ROCHDALE V.STA
JAMAICA, NY 11434

PHYLLIS KORN
ALTERNATIVES FOR BATTERED WOMEN
PO BOX 39601
ROCHESTER, NY 14604

BARBARA LINN
BRONX INDEPENDENT LIVING SERVICES
3525 DECATUR AVE.
BRONX, NY 10467

PAT BIATA
BRIGHTER TOMORROWS
REFUGE FOR VICTIMS OF DV
PO BOX 382
SHIRLEY, NY 11967

ABDUL QAADIR ISLAM
BAITUL NASR, INC.
PO BOX 5058
POUGHKEEPSIE, NY 12601

ED SCHMIDT
CACHE
65 S. MAIN ST.
LIBERTY, NY 12754

LOUISE LEONARD
CATHOLIC FAMILY & COMM SERV OF HERKIMER
61 WEST ST
ILION, NY 13357

JOHN COPPOLA
CATHOLIC FAMILY & COMM. SERV. OF
MONTGOMERY CO.
1 KIMBALL ST.
AMSTERDAM, NY 12010

KEVIN O'BRIEN
CATHOLIC FMly & COMM. SERV. - WARREN
35 BROAD STREET
GLENS FALLS, NY 12801

TINA ZERBIAN
CATTARAUGUS COMMUNITY ACTION
PO BOX 308
SALAMANCA, NY 14779

GLORIA GRIFFIN
CAYUGA COUNTY BATTERED WOMEN'S PROJECT
65 STATE ST.
AUBURN, NY 13021

JOSE A RIVERA, J.D.
CENTER FOR HUMAN RIGHTS
165 REMSEN ST.
BROOKLYN, NY 11201

URSULA LEVELT
CENTER FOR IMMIGRANTS RIGHTS
48 ST. MARKS PLACE
NEW YORK, NY 10003

JUDITH KAHAN
CEVFI
WOMEN'S SURVIVAL SPACE
PO BOX 200279, BAY RIDGE
BROOKLYN, NY 11220

KIM COOK
CHANCES & CHANGES
PO BOX 326
GENESEO, NY 14454

EXECUTIVE DIRECTOR
CHENANGO CO. CATH. CHAR.-DVAC
3 O'HARA DR.
NORWICH, NY 13815

MARILYN LAURIA
CHILD AND FAMILY SERVICES - BUFFALO
330 DELAWARE AVE.
BUFFALO, NY 14202

GIL BERNARDINO
CIRCULO DE LA HISPANIDAD
62 WEST PARK AVE.
LONG BEACH, NY 11561

CAROLYN MCGLAUGHLIN
CITIZENS ADVICE BUREAU
2054 MORRIS AVE.
BRONX, NY 10453

CATHY HENRICH
CITIZENS DV & CRIMINAL JUSTICE PLNG.CORP
PO BOX 115
ELIZABETHTOWN, NY 12932

BEVERLY REUTER
CLINTON CO. MENTAL HLTH. ASSOC.
159 MARGARET ST.
PLATTSBURGH, NY 12901

SARA FASOLDT
CLINTON COUNTY PROBATION DEPARTMENT
GOVERNMENT CENTER
137 MARGARET STREET
PLATTSBURGH, NY 12901

ELBA MONTALVO
COMM. FOR HISPANIC CHILDREN & FAMILIES
140 W. 22ND ST., STE. 302
NEW YORK, NY 10011

MARK FOLEY
COMM. SERV. FOR THE DEVELOPMNT. DISABLED
452 DELAWARE AVE.
BUFFALO, NY 14202-1515

NANCY REICH
COMMUNITY ACTION AGENCY OF FRANKLIN
55 WEST MAIN ST., BOX 270
MALONE, NY 12953

JOHN EBERHARD
DELAWARE OPPORTUNITIES
47 MAIN ST.
DELHI, NY 13753

JESSIE COLLINS
EDENWALD GUNHILL NEIGHBORHOOD CENTER
1150 EAST 229TH ST.
BRONX, NY 10466

STR. MARY WERNEY
EDWIN GOULD SERVICES- STEPS
STEPS TO END FAMILY VIOLENCE
104 E. 107 ST.
NEW YORK, NY 10029

MARY SEELEY
EQUINOX
306 CENTRAL AVE.
ALBANY, NY 12206

PATRICIA SIRACUSE
ERIE COUNTY SHERIFF DEPARTMENT
10 DELAWARE AVENUE
BUFFALO, NY 14202

EXECUTIVE DIRECTOR
EVERYWOMAN OPPORTUNITY CENTER
237 MAIN STREET, STE. 330
BUFFALO, NY 14203

GERALD KOZAK
FAMILY & CHILDREN SERVICES OF NIAGARA
826 CHILTON AVE.
NIAGARA FALLS, NY 14301

TOM MAYER
FAMILY & COMM. SERV. OF SCHOHARIE CO.
41 WEST MAIN ST.
COBLESKILL, NY 12043

KATHY HEMMEN
FAMILY COUNSELING OF FULTON COUNTY
11-21 BROADWAY
GLOVERSVILLE, NY 12078

BONNIE DEIER, ACSW
FAMILY COUNSELING SERV. - FINGER LAKES
671 S. EXCHANGE ST.
GENEVA, NY 14456

MICHAEL BERG
FAMILY OF WOODSTOCK
UPO BOX 3516
KINGSTON, NY 12401

JOHN SCHADING
FAMILY SERVICES SOCIETY
254 DENNISON PARKWAY EAST
CORNING, NY 14830

ALFRED THOMPSON
FOOD FIRST FAMILY PROJECT
PO BOX 400929
BROOKLYN, NY 11240-0929

RALPH HERNANDEZ
FRIENDSHIP HOUSE
90 DONA ST.
LACKWANNA, NY 14218

HOLLY ADAMS
GATEWAY FAMILY SERVICES
PO BOX 548
LAKEVILLE, NY 14480

JILL ALCORN
GENESEE VALLEY RURAL PRESERVATION CORP
16 CHAPEL ST.
MT. MORRIS, NY 14510

MARY LOU HEISENBUTTEL
GRACE SMITH HOUSE, INC.
PO BOX 5205
POUGHKEEPSIE, NY 12602

ERIC BURGESS
GREENE COUNTY COMMUNITY ACTION
2 FRANKLIN ST.
CATSKILL, NY 12414

GAIL CARMICHAEL
HAMILTON COUNTY OSS
PO BOX 725
WHITE BIRCH LANE
INDIAN LAKE, NY 12842

KATIE JOYCE
HAVEN HOUSE
PO BOX 451, ELLICOTT STAT.
BUFFALO, NY 14205

DANIEL KRONENFELD
HENRY STREET SETTLEMENT
PO BOX 2
NEW YORK, NY 10002

JOSE PIZZARO
HISPANICS UNITED OF BUFFALO
254 VIRGINIA ST.
BUFFALO, NY 14201

KEITH PICKETT
HOMELESS/TRAVELERS AID SOCIETY-CAPDIST.
200 GREEN ST.
ALBANY, NY 12202

NICOLE MELLOW
HOMES FOR THE HOMELESS
36 COOPER SQUARE, 5TH FLOOR
NEW YORK, NY 10003

PROF. MARTA RIVERA
HOSTOS CTR.-RESEARCH FOUND. OF CUNY
475 GRAND CONCOURSE, RM A519
BRONX, NY 10451

PATRICIA STOVALL
HRA
250 CHURCH ST, RM 628
NEW YORK, NY 10013

SHEILA AMBROSE
JEFFERSON COUNTY WOMEN'S SHELTER
120 ARCADE ST, 1V BLDG, LL
WATERTOWN, NY 13601

EXECUTIVE DIRECTOR
JEWISH BOARD OF FAMILY & CHILDREN'S SERV
120 W. 57TH STREET
NEW YORK, NY 10019

KARL REUTLING
LEWIS CO. OPPORTUNITIES
PO BOX 111
NEW BREMEN, NY 13367

CARL COYLE
LIBERTY RESOURCES
PROGRAMS AND DOMICILES
218 LIBERTY ST.
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PO BOX 1269M
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29 STERLING AVE.
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NDA STAGNO
SSAU CO. COALITION AGAINST DV
10 FULTON AVE/MEZZ. WEST
EMPSTEAD, NY 11550

PATRICIA ENG
NEW YORK ASIAN WOMEN'S CENTER
39 BOWERY, RM. 375
NEW YORK, NY 10002

CATHY BEZOZO
NEW YORK ASSOC. FOR NEW AMERICANS
17 BATTERY PLACE
NEW YORK, NY 10004

INNY DOCTOR
ORTH AMERICAN INDIAN CLUB
O BOX 851
YRACUSE, NY 13201

BONNIE LESTER
NORTHERN WESTCHESTER SHELTER
25 WHEELER AVE.
PLEASANTVILLE, NY 10570

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NYC COALITION FOR BATTERED WOMEN ADVOC.
666 BROADWAY, STE. 520
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MATTHEW FOREMAN
NYC GAY AND LESBIAN ANTI-VIOLENCE PROJ.
208 W. 13TH ST, 3RD FL. W
NEW YORK, NY 10011

RUTH CECIRE
NYC HEALTH & HOSPITALS CORP.
OFFICE OF CORRECTIONAL HEALTH SERVICES
125 NORTH STREET, RM. 930
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14016 ROUTE 31 WEST
ALBION, NY 14411

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OSWEGO COUNTY OPPORTUNITIES, INC.
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COMMUNITY BUILDING
ROUTE 1, BOX 8A
HOGANSBURG, NY 13655

LYNN REID PERKINS
STEUBEN CHURCHPEOPLE AGAINST POVERTY, INC
108 LIBERTY ST.
BATH, NY 14810

JANICE PRICHETT
TASK FORCE AGAINST DV FOR SARATOGA CO.
480 BROADWAY
SARATOGA, NY 12866

JERI WOODHOUSE
THE RETREAT
PO BOX 988
WAINSCOTT, NY 11975

JOANNE FARBMAN
TOMPKINS CO. TASK FORCE-BATTERED WOMEN
PO BOX 164
ITHACA, NY 14851

BARBARA HARRIS
TRANSITION CENTER
PO BOX 629
FAR ROCKAWAY, NY 11691

CHRIS BURKE
UNITY HOUSE
401 MONROE ST.
TROY, NY 12180

LEWIS BINGHAM
URBAN RESOURCE INSTITUTE
22 CHAPEL ST.
BROOKLYN, NY 11201

SALLY BERRY
VERA HOUSE
PO BOX 365
SYRACUSE, NY 13209

KAREN CANTABEN
VICTIM RESOURCE CENTER OF WAYNE CO.
165 E. UNION ST.
NEWARK, NY 14513

LUCY FRIEDMAN
VICTIM SERVICES
2 LAFAYETTE ST.
NEW YORK, NY 10007

PAMELA JOHNSTON
VICTIMS INFORMATION BUREAU - SUFFOLK
515 ROUTE 111
HAUPPAUGE, NY 11788

JOSEPH HEIN
VIETNAMESE AMERICAN CULTURAL ORG.
112 W. 30TH ST.
NEW YORK, NY 10001

GRACE PEREZ
VIOLENCE INTERVENTION PROGRAM
PO BOX 136, TRIBORO STA.
NEW YORK, NY 10035

PHYLLIS FRANK
VOLUNTEER COUNSELING SERVICES OF ROCKLAND
151 S. MAIN ST.
NEW CITY, NY 10956

BEVERLY HOUGHTON
WESTCHESTER CO. OFFICE FOR WOMEN
112 E. POST RD. STE. 216
WHITE PLAINS, NY 10601

TONI DOWNES
WESTCHESTER COMMUNITY OPPORTUNITY PROG.
2269 SAWMILL RIVER RD.
ELMFORDS, NY 10523

ROBERT MILLER
WESTHAB, INC.
250 CLEARBROOK RD.
ELMSFORD, NY 10523

WOMEN AGAINST VIOLENCE
78 JANE LACCY DR.
ENDICOTT, NY 13760

ELIZABETH MINTURN
WOMEN HELPING WOMEN
PO BOX 3002
JAMAICA, NY 11431

CHARLOTTE WATSON
YONKERS WOMEN'S TASK FORCE
PO BOX 1245 MAIN STATION
YONKERS, NY 10702

SHARON SCIANDRA
YWCA ALTERNATIVES TO VIOLENCE
401 N. MAIN ST.
JAMESTOWN, NY 14701

MARIAN WHITE
YWCA OF BUFFALO
245 NORTH ST.
BUFFALO, NY 14201

HOLLY GREER
YWCA OF CORTLAND
AID TO WOMEN VICTIMS OF VIOLENCE
14 CLAYTON AVE.
CORTLAND, NY 13045

ANN L DARE
YWCA OF DUTCHESS CO.
BATTERED WOMEN SERVICES
18 BANCROFT RD.
POUGHKEEPSIE, NY 12601

JANET BALDWIN
YWCA OF GENESEE COUNTY
301 NORTH ST.
BATAVIA, NY 14020

EXECUTIVE DIRECTOR
YWCA OF JAMESTOWN
ALTERNATIVES TO VIOLENCE
401 NORTH MAIN ST.
JAMESTOWN, NY 14701

MARY CAROL MAROTTA
YWCA OF LOCKPORT
32 COTTAGE ST.
LOCKPORT, NY 14096

KATHLEEN MAGSON
YWCA OF SCHENECTADY
44 WASHINGTON AVE. - MARY H
SCHENECTADY, NY 12305

MERRIE MANGANELLO
YWCA OF THE TONAWANDAS
49 TREMONT ST.
NORTH TONAWANDA, NY 14120

LYNN MISHALANIE
YWCA OF UTICA-(HALL HOUSE)
1000 CORNELIA ST.
UTICA, NY 13502

Some shelters also offer sexual assault or other victim/crisis services. For information on these services in local communities, contact the nearest shelter.

A

ABILENE

NOAH PROJECT

Susan Keeling
1802 Grape (79601)
1-800/444-3551 (hotline)
915/676-7107 (office)
915/676-7144 (fax)

BROWNWOOD

Noah Project - Central
Joanne McCraw
P.O. Box 1202 (76804)
915/643-2699 (office)
915/646-5366 (fax)

HASKELL

Donna Sue Anders
P.O. Box 52 (79521)
1-800/444-3551 (hotline)
817/864-2551 (office)
915/773-3061 (fax - call first)

SNYDER

Noah Project - West
Dee Wilson
P.O. Box 425 (79550)
915/573-1822 (office)
915/573-1063 (fax)

ALPINE

FAMILY CRISIS CENTER OF THE BIG BEND

Joan Heard
P.O. Box 1470 (79831)
915/837-2242 or
1-800/834-0654 (hotlines)
915/837-7254 (office)
915/837-7254 (fax-call first)
Marfa: 915/729-3388
Presidio: 915/229-4297

AMARILLO

FAMILY SUPPORT SERVICES-RAPE CRISIS/DOMESTIC VIOLENCE PROGRAM

Roy Bowen (director)
Gwen Murphy (shelter)
Lisa Ayers (crisis services)
900 S. Lincoln (79101)
806/373-8022 or
1-800/749-9026 (hotlines)
806/372-3202 (office)
806/372-2433 (fax)

Hereford:

Shelly Moss
Deaf Smith County Courthouse
Ste. 301 (79045)
806/364-7822 (office)

ANGLETON

WOMEN'S CENTER OF BRAZORIA COUNTY

Vicki Ennis
P.O. Box 476 (77516-0476)
409/849-5166 or
1-800/243-5788 (hotlines)
409/849-9553 (office)

Alvin:

Kathleen Perkins-Brothers
1111 West Adoue (77511)
713/331-0703 (office)

Pearland:

Kathleen Perkins-Brothers
2335 N. Texas (77581)
713/485-0934 (office)

Freeport:

Jo Arispe
1422 Brazosport Blvd. (77541)
409/233-7174 (office)

West Columbia:

Patti Blevins
300 E. Clay (77486)
409/345-5014 (office)

Other Family Violence Service Provider

GULF COAST LEGAL FOUNDATION

Patti Blevins
(on-site counseling & advocacy)
1204 N. Velasco (77515)
409/849-6464 (office) F only

ARLINGTON

THE WOMEN'S SHELTER

Mary Lee Halley
P.O. Box 1207 (76004)
817/460-5566 (hotline)
817/461-7949 (metro)
817/860-2285 (fax)

Hurst:

Family Violence Counseling Center

Shawna Stewart
1241 Southridge Ct., Ste. 103
(76053)
817/282-2211 (office)
817/282-2297 (fax)

Administration

401 W. Sanford, Ste. 1900
(76011)
817/548-0583 (office)
817/548-0987 (fax)

Dallas County Other Family Violence Service Provider

LAWYERS AGAINST DOMESTIC VIOLENCE

Elaine Hathcock
(legal services)
P.O. Box 170642
Arlington (76003)
214/855-3379 (office)
214/855-1333 (fax)

AUSTIN

CENTER FOR BATTERED WOMEN

Kelly White Rountree
P.O. Box 19454 (78760)
512/928-9070 (hotline)
512/385-5181 (office)
512/385-0662 (fax)

Center for Battered Women Outreach Program

Gail Rice, Outreach Director
512/385-5181 (office/outreach)
512/385-0662 (fax)

B

BASTROP

FAMILY CRISIS CENTER

Debbie Bresette
P.O. Box 736 (78602)
512/303-7755 (hotline)
512/321-7760 (office)

Fayette & Lee Counties:

409/968-6995 (office)
(same address & hotline) T Th only

BAY CITY

MATAGORDA COUNTY WOMEN'S CRISIS CENTER

Pat Birdwell
P.O. Box 1820 (77404-1820)
409/245-9299 or
1-800/451-9235 (hotlines)
409/245-9109 (office)

El Campo:

Candance Oswald
409/543-5881 M W Th only

BAYTOWN

BAY AREA WOMEN'S CENTER

Rebecca Mathis
P.O. Box 3735 (77522)
713/422-2292 (hotline)
713/424-3300 (office)
713/428-1699 (fax)

Mt. Belvieu-Chambers County:

Liz Cantu
(same address & hotline—call collect)

Liberty-Liberty County:

Becky Kneupper
(same address & hotline—call collect)

North Channel Area - Harris County:

Becky Kneupper
(same address & hotline—call collect)

BEAUMONT

WOMEN & CHILDREN'S SHELTER OF SOUTHEAST TEXAS

Janel Walker
700 North St., Ste. 149 (77701)
409/833-2668 (office)
409/833-8201 (fax)
Valinda Bolton
P.O. Box 6606 (77705)
1-800/621-8882 (hotline)
409/832-7575 (shelter)
409/832-6941 (fax)

BEAUMONT (Continued)

Outreach

Ann Schwab
1-800/621-8882 (hotline)

Jasper:

Jasper County Outreach
Bonnie Jefferson
P.O. Box 1392 (75951)
409/384-1225 (hotline)
409/384-1226 (office) M-F 9-12
409/384-1226 (fax)

Orange County:

Orange Outreach
Crystal Vaughn
P.O. Box 520, Rm. 33 (77630)
409/886-2222 (office) M-F 9-11

Tyler County:

Woodville Outreach
Jeanne Buck
P.O. Box 174 (75979)
409/283-8720 (hotline & office) M-F 9-11
409/283-5538 (fax)

BROWNSVILLE

FRIENDSHIP OF WOMEN, INC.

Laura M. Osowski
P.O. Box 3112 (78523)
210/544-7412 (hotline)
210/544-7411 (office)
210/544-7410 (counselor)
210/544-7411 (fax - call first)

BRYAN

PHOEBE'S HOME

Trisha Einkauf
P.O. Drawer 3490 (77805)
409/775-5355 (hotline)
409/823-2471 (Adm. Office)
409/823-1170 (Volunteer Coordinator Office)

C

CLEBURNE

JOHNSON COUNTY FAMILY CRISIS CENTER

Elaine Brown
P.O. Box 43 (76033)
1-800/848-3206 (hotline)
817/641-2343 (office)
817/558-7117 (fax)

CORPUS CHRISTI

WOMEN'S SHELTER

Sandra J. Larson
P.O. Box 3368 (78463-3368)
512/881-8888 (office & hotline)
512/881-9674 (fax - call first)

Aransas, Bee, Brooks, Duval, Live Oak, Jim Wells, Kenedy, Kleberg, Nueces, McMullen, Refugio, & San Patricio Counties: (same address & hotline, collect calls accepted)

and Other Family Violence Providers

D

DALLAS

THE FAMILY PLACE

Diane P. McGauley
4211 Cedar Springs, Ste. 100
75219
214/941-1991 (shelter/hotline)
214.559-2170 (office)
214.559-2384 (fax)

Oak Lawn Help Center

Maria Heffesse
214.559-4880 (office)

North Dallas Help Center

Sherry Lundberg
5477 Glen Lakes Dr., #204
(75231-4380)
214/692-8295 (office)

Safe Home Outreach Program

JoAn Dwyer
P.O. Box 333 (75221)
214/747-SHOR (office)

GENESIS WOMEN'S SHELTER

Jan Langbein
Drawer G (75208)
214/942-2998 (hotline & office)
214.946-2337 (fax)

Genesis Women's Outreach

4140 Lemmon Ave., Ste. 250
(75219)
214/559-2050 (office)
214/559-2361 (fax)

SALVATION ARMY FAMILY VIOLENCE SHELTER

5302 Harry Hines (75235)
214/688-4494 ext. 185 (hotline)
214.688-5234 (fax)

DEL RIO

AMISTAD FAMILY VIOLENCE & RAPE CRISIS CENTER

Dora Phelps
P.O. Box 420382 (78842)
210/775-9612 (hotline)
210/774-2744 (office)

DENTON

DENTON COUNTY FRIENDS OF THE FAMILY

Cheryl Sutterfield
P.O. Box 640 (76202)
817/382-7273 or
1-800/572-4031 (hotlines)
817/387-5131 (office)
817/383-1816 (fax)

Lewisville:

Myra Clemans
650 Edmonds, Ste. 231 (75067)
(same hotline)
214/221-0650 (office)
214/221-9659 (fax - call first)

DUMAS

SAFE PLACE

Jane Ingie
P.O. Box 317 (79029)
806/935-2828 (hotline - local)
806.935-7585 (office)
806.935-3577 (fax - call first)

Dalhart:

Jane Ingie
1-800/753-7553 (hotline)
806.249-5127 (office)

E

EL PASO

SHELTER FOR BATTERED WOMEN

Rosemary Forester Combs
P.O. Box 26219 (79926)
915/593-7300 or
1-800/727-0511 (hotlines)
915/593-1000 (office)
915/593-0012 (fax)

Counseling Center:

3800 N. Piedras, Ste. C (79930)
915/562-0077 (hotline/office)
915.562-0095 (fax)

F

FORT WORTH

WOMEN'S HAVEN OF TARRANT COUNTY

Sharon Marshall
P.O. Box 1456 (76101)
817/535-6464 (hotline)
817/535-6462 (office)
817/535-2215 (fax)

Outreach Center

Marianne MacCormick
2001 Beach St., Ste. 530
(76103)
817/536-5496 (office)
817/536-5499 (fax)

G

GALVESTON

WOMEN'S RESOURCE & CRISIS CENTER

Barbara Quiroz
P.O. Box 1545 (77553)
409/765-SAFE (hotline)
409/763-1441 (office)
409/763-8809 (fax)
409/765-2604 (Victim Advocate)

League City - North County:

713/332-HELP (office)

Sante Fe - West County:

409/925-HELP (office)

Texas City - Mainland Communities
409/948-HELP (office)

GAINESVILLE

Other Family Violence Service Provider

COOKE COUNTY FRIENDS OF THE FAMILY, INC.

Cindy Martin
(non-residential services)
P.O. Box 1221 (76241)
817/665-2873 (hotline & office)

GARLAND

Other Family Violence Service Provider

NEW BEGINNING CENTER

Oralia Mendez
(non-residential counseling for women, children, and men, casework services, advocacy, & short-term emergency shelter)
218 N. 10th St. (75040)
214/276-0057 (hotline)
214/276-0423 (administration)

GRAND PRAIRIE

BRIGHTER TOMORROWS, INC.

Jana Amil
P.O. Box 532151 (75053)
214/262-8383 (hotline & office)

GREENVILLE

WOMEN IN NEED

Glenda Adams
P.O. Box 349 (75403-0349)
903/454-4357 or
1-800/7HELP ME (hotlines)
903/455-4612 (office/fax - call first)

H

HARLINGEN

FAMILY CRISIS CENTER, INC.

Gail Irby
2220 Haine Dr., Ste. 32 (78550)
210/423-9304 (hotline)
210/423-9306 (office)
210/423-9306 (fax - call first)

HONDO

MEDINA COUNTY FAMILY LIFE CENTER

Anthony Langfeld
P.O. Box 393 (78861)
210/426-5131 (hotline)
210/426-5972 (office)

CARRIZO SPRINGS

Leticia Vargas
1705 North 1st. (78834)
210/876-2098 (hotline)
210/876-2401 (office)

HONDO (Continued)

Bandera:

Carol Lobert
(Hondo address)
210/796-3449 (office)

Leakey:

Gloria Martinez
(Hondo address)
210/232-5860 (office)

Pearsall:

Yolanda Flores
411 N. Willow, Ste. 10 (78061)
210/334-4556 (office)

Uvalde:

Edna Cuellar
P.O. Box 514 (78801)
210/278-6310 (hotline)
210/278-1067 (office)

HOUSTON

HOUSTON AREA WOMEN'S CENTER

Ellen R. Cohen
3101 Richmond, Ste. 150
(77098)

713/528-2121 (hotline)

713/528-6798 (office)

713/535-6363 (fax)

Family Violence Program

Julia Reid
(same address & hotline)
713/528-5785 (office)
713/535-6363 (fax)

THE ROSEATE WOMEN'S CENTER OF NORTHWEST HOUSTON. A BETTER CHOICE, INC.

Julian Lowery/Debbie Svoboda
P.O. Box 691789 (77269)
713/351-4357 (hotline)
713/444-1297 or
713/444-1582 (offices)
713/444-4920 (fax)

Roseate Outreach Counseling Center

(same address & hotline)
713/444-1367 (office)

Other Family Violence Service Provider

AID TO VICTIMS OF DOMESTIC ABUSE (AVDA)

Rhonda Gerson
(non-residential counseling, legal information, advocacy, & representation)
405 Main St., Ste 911 (77002)
713/224-9911 (office)
713/229-8453 (fax)

NORTHWEST ASSISTANCE MINISTRIES' FAMILY VIOLENCE CENTER

Marion Fischer
(non-residential, individual & group counseling for adults and children, teen program, advocacy, & emergency shelter)
4610 FM 1960 West (77069)
713/583-2539 (helpline)
713/583-5656 (office)
713/583-5621 (fax)

HUNTSVILLE

SAAFE HOUSE (Walker County
Family Violence Council)

Jolene Miller
P.O. Box 1893 (77342-1893)
409/291-3369 (hotline)
409/291-3529 (office)
409/295-6773 (fax - call first)

I

IRVING

NEW TOMORROWS

Carol Little
P.O. Box 177214
(75017-7214)
214/438-6785 (hotline)
214/438-3695 (office)

J

JACKSONVILLE

CHEROKEE COUNTY CRISIS
CENTER, INC.

Allie Faye Busby
P.O. Box 8371 (75766)
1-800/232-8519 (hotline)
903/586-9118 (local/office)
903/586-4609 (fax - call first)

JOURDANTON

*Other Family
Violence Service
Provider*

ATASCOSA FAMILY CRISIS
CENTER, INC.

Jeanne Schott
P.O. Box 96 (78026)
210/769-HELP (hotline)
210/769-2169 (office)

K

KERRVILLE

HILL COUNTRY CRISIS
COUNCIL

Bobbie Lesser (Interim)
P.O. Box 1817 (78029)
210/257-2400 (hotline)
210/257-7088 (office)
210/257-7097 (fax)

Boerne:
Kendall County Attorney's
Office

204 E. San Antonio St.,
Ste. 12 (78006)
210/249-9343 (office)

Fredericksburg:
Hill Country Community
Needs Council
Lila McCray
P.O. Box 73 (78624)
210/997-9855 (hotline)
210/997-9756 (office)

KILGORE

KILGORE COMMUNITY CRISIS
CENTER

Marie Young
905 Broadway (75662)
903/984-2377 or
1-800/333-9148 (hotlines)
903/984-3019 (office)

Gregg, Panola, and Rusk
Counties:

Joyce Harris
(same address & phone)

KILLEEN

FAMILIES IN CRISIS

William Crawford, CPA
P.O. Box 25 (76540-0025)
817/634-8309 (hotline)
817/634-1184 (office)

Temple:
817/773-7765 (office)

L

LAREDO

LAREDO FAMILY VIOLENCE
CENTER

Roxanna Guerra
P.O. Box 3305 (78044)
210/727-7888 (hotline)
210/722-7271 or
210/722-2443 (offices)
210/725-2238 (fax)

LONGVIEW

WOMEN'S CENTER OF
EAST TEXAS, INC.

Julie Johnson
P.O. Box 347 (75606)
1-800/441-5555 (hotline)
903/757-9308 (office)

Camp, Gregg, Harrison,
Marion, Panola, Rusk,
and Upshur Counties:
Lauri Perry
(same address & phone)

LUBBOCK

WOMEN'S PROTECTIVE
SERVICES, LUBBOCK, INC.

Sheryl Cates
3223 S. Loop 289, Ste. 320
(79423)
806/747-6491 (hotline)
806/792-7295 (office)
806/796-1647 (fax)

Outreach Offices
Brownfield, Denver City,
Levelland, Muleshoe,
Spur, Post:
Alice Hernandez/Shannon
Woodworth
1-800/736-6491 (hotline)

M

MARBLE FALLS

HIGHLAND LAKES FAMILY
CRISIS CENTER

Debbie Carter
P.O. Box 805 (78654)
210/693-5600 (hotline)
210/693-3656 (office)

McALLEN

WOMEN TOGETHER
/MUJERES UNIDAS

Estella DeAnda
420 N. 21st St. (78501)
210/630-4878 (hotline)
210/630-4881 (office)
210/687-4715 (fax)

MIDLAND

PERMIAN BASIN CENTER
FOR BATTERED WOMEN
& THEIR CHILDREN

Eleanor Josting
P.O. Box 2942 (79702)
915/563-0800 (hotline)
915/683-1300 (office)
915/686-7186 (fax)

MINERAL WELLS

HOPE INC.

Dr. Tom Beaty
P.O. Box 1622 (76068)
1-800/585-1306 (hotline)
817/325-1307 (office)
817/325-1308 (fax)

Granbury, Stephenville, &
Weatherford: (same hotline)

N

NACOGDOCHES

WOMEN'S SHELTER OF EAST
TEXAS, INC.

Claudia Fields
P.O. Box 630569 (75963)
409/569-8850 or
1-800/828-7233 (hotlines)
409/569-1018 (office)
409/569-7208 (fax - call first)
Lufkin-Angelina County:
304 N. Raguet (75901)
409/639-1681 (office)
(same hotline)

NEW BRAUNFELS

COMAL COUNTY WOMEN'S CENTER

Chante Mazy
P.O. Box 310344 (78131-0344)
210/620-HELP (hotline)
210/620-7520 (office)
210/629-4000 (fax)

P

PAMPA

TRALEE CRISIS CENTER
FOR WOMEN

Janet Watts
P.O. Box 2880 (79065)
806/669-1788 or
1-800/658-2796 (hotlines)
806/669-1131 (office)
806/669-3355 (fax - call first)

Borger:

Hutchinson County Outreach
Linda Wright
P.O. Box 3393 (79007)
1-800/658-2796 (hotline)
806/274-5341 (local/office)

PARIS

FAMILY HAVEN CRISIS &
RESOURCE CENTER

Betty Ellis Brown
1220 Clarksville (75460)
903/784-6842 or
1-800/444-2836 (hotlines/office)
903/784-5703 (fax)

PASADENA

THE BRIDGE OVER TROUBLED
WATERS

Linda Madeksho
P.O. Box 3488 (77501)
713/473-2801 (hotline)
713/472-0753 (office)
713/472-8759 (fax)

Clear Lake Area Outreach:
18301A Egret Bay
Houston (77058)
713/335-7033 (office)

PERRYTON

PANHANDLE CRISIS CENTER

Cindy Smith
P.O. Box 502 (79070)
806/435-5008 or
1-800/753-5308 (hotlines/office)
806/435-4377 (fax - call first, it is
not in-house)

Hansford & Lipscomb
Counties: (call office for hours
& days)

PLAINVIEW

HALE COUNTY CRISIS CENTER

Donna Burns (Interim)
P.O. Box 326 (79073-0326)
806/293-7273 (hotline)
806/293-9772 (office)

Floydada, Memphis,
Petersburg: (same address &
hotline)

and Other Family Violence Providers

PLANO

**COLLIN COUNTY
WOMEN'S SHELTER**
Renee Carroll-Grate
2701-C W. 15th Ste. 212 75075-
214/422-7233 (hotline)
214/422-2911 (office)
214/423-4154 (fax)

R

RICHMOND

FT. BEND COUNTY WOMEN'S CENTER
Eaine J. Feider, Terese Morse
P.O. Box 183 77406
713/342-4357 (hotline)
713/342-0251 (office)
713/342-9248 (fax)
Stafford: East End Center
Nat Blanks
10435 Greenbough
Ste. 200 77477
(same hotline)
713/499-5681 (office)

ROUND ROCK

**WILLIAMSON COUNTY
CRISIS CENTER**
Leesa Ferrero
211 Commerce Ste. 103 78664
512/255-1212 or
1-800/460-7233 (hotlines/office)
512/244-1071 (fax - call first)
Georgetown, Leander, & Taylor:
Amy Mikeska
(same address & phone)

S

SAN ANGELO

ICD FAMILY SHELTER
Valerie Tillery
P.O. Box 5018 76902
915/655-5774 (hotline)
915/658-8631 (office)
915/659-2070 (fax)
**Ballinger, Big Lake, Brady,
Eden, Eldorado, Junction,
Mason, Menard, Mertzon,
Ozona, Sonora, Sterling City,
Winters, Robert Lee,
Paint Rock, and Bronte:**
1-800/749-8631 (hotline)

SAN ANTONIO

**BATTERED WOMEN'S
SHELTER OF BEXAR COUNTY**
Joyce H. Coleman
P.O. Box 10393 78210
210/733-8810 (hotline/office)
210/533-3242 (fax)
**Women & Children's
Resource Center**
Joan Wells
800 NW Loop 410
Ste. 373 78216
210/525-9834 (office)
210/525-0248 (fax)

SAN MARCOS

HAYS COUNTY WOMEN'S CENTER
Maria Johnson
P.O. Box 234 78667
512/396-4357 (hotline)
512/396-3404 (office)
512/353-2018 (fax - call first)
Lockhart:
Ruth Dawson
512/398-9980 (office)

SEGUIN

**GUADALUPE VALLEY FAMILY
VIOLENCE SHELTER**
Frances Herbold
P.O. Box 1302 78155
210/372-2780 or
1-800/834-2033 (hotlines)
210/372-2781 (office)
Karnes & Wilson Counties:
(same address, hotline, & office)

SHERMAN

CRISIS CENTER
Leta Koch-Jeannie Horn
P.O. Box 2112 75091
903/893-5615 (hotline)
1-800/259-3909 or
903/893-3909 (office)
903/893-0892 (fax)
Bonham:
Belinda Holland
P.O. Box 787 75418-0787
903/583-7740 or
1-800/259-7740 (office)

STEPHENVILLE

*Other Family Violence
Service Provider*
**CROSS TIMBERS FAMILY
SERVICES**
(crisis intervention, domestic violence,
hospital, police, and court referrals,
emergency shelter, peer counseling, and
support groups for victims of domestic
violence)
Juanita Cherry
P.O. Box 978 76401
817/965-4357 (hotline)
817/965-5516 (office)
817/968-8672 (fax - call first)

T

TEXARKANA

**DOMESTIC VIOLENCE
PREVENTION, INC.**
Gayle Martin
P.O. Box 712 75504
903/794-4000 (office)
903/793-4357 or
1-800/876-4808 (hotlines)
903/792-2924 (fax)

TYLER

CRISIS CENTER
Dawn Franks
3027 S. S. E. Loop 323 75701
903/595-5591 or
1-800/333-0358 (hotlines)
903/595-3199 (office)
903/535-9117 (fax)

Canton:

Van Zandt County Outreach
Center
D An Anders
212 S. Buffalo 75103
903/567-6426 (office)
(same hotline)

Athens:

Henderson County Outreach
203 E. Larkin 75751
903/675-2137 (office)
(same hotline)

V

VICTORIA

WOMEN'S CRISIS CENTER
Marge Roberts
P.O. Box 395 77902
512/573-4357 (hotline/office)
**Calhoun, DeWitt, Goliad,
Gonzales, Jackson, & Lavaca
Counties:**
Vicki White
(call Victoria phone number for
outreach office hours & days)

W

WACO

FAMILY ABUSE CENTER
Lynda Baker
P.O. Box 20395 76702-0395
817/772-8999 (hotline/office)
1-800/283-8401 (outreach)
817/772-4770 (fax)

Sanctuary Home

(transitional housing)
Linda Russell
P.O. Box 952 76703
817/754-0730 (office)
817/752-4711 (fax - call first,
it is not in-house)

Family Violence Legal Line

Women's Advocacy Project

(legal advice &
information)

1-800/374-4673

Shelia Cheaney, P.O. Box 833
Austin, TX 78767

WEBSTER

BAY AREA TURNING POINT
Diane Savage
P.O. Box 57543 77598
713/332-1683 (office/hotline)
Outreach Center
119 South Austin 77598
(same office & hotline)

WICHITA FALLS

FIRST STEP, INC.
Laura A. Grimsinger
P.O. Box 4085 76308
817/692-1993 or
1-800/658-2683 (hotlines)
817/692-4494 (office)
817/696-2040 (fax)
Vernon:
1900 Pease Ste. 214 76384
1-800/657-9390 (hotline)
817/553-4384 (office)

THE WOODLANDS

(Conroe)

MONTGOMERY COUNTY WOMEN'S CENTER

Nancy Harrington
P.O. Box 8666, The Woodlands
(77387)
713/292-4338 (hotline)
713/367-8003 (office)

**Conroe, The Woodlands,
Cleveland, New Caney &
Magnolia: 409/539-5757
(hotline)**

APPENDIX D

Supporting Documents Included in Survey Mailings

THE URBAN INSTITUTE

2100 M STREET, N.W. / WASHINGTON, D.C. 20037 / (202) 833-7200

Lisa C. Newmark, Ph.D.
Research Associate

Direct: (202) 857-8566
FAX: (202) 659-8985

March 2, 1995

Dear Domestic Violence Service Provider:

As you may have read in a recent announcement from the State Coalition Against Domestic Violence, the Coalition is collaborating with the NYS Office for the Prevention of Domestic Violence and the Urban Institute on a survey of domestic violence survivors' experiences with law enforcement officers. This survey provides an opportunity for victims to provide input which will help us better understand important policy, training, and advocacy issues around law enforcement agencies' services to victims of domestic violence. We are distributing this survey to programs across the state, and are asking for your help in gathering this important information.

The Urban Institute is a non-profit research and policy analysis organization which is conducting a national study of over 20 law enforcement training projects funded by the Department of Justice. As part of our study, we have selected New York for administration of this survey to assess police practices since the Justice Department training in your state was initiated several years ago.

We are enclosing 5 copies of this survey along with a postage-paid return envelope. We ask that each program return to us 5 surveys completed by women who have, preferably, had recent contact with law enforcement officers. Please try to reach a mix of residential and non-residential clients, so that our sample is as representative as possible of domestic violence victims in general.

If at all possible, we would like you to try to go through the questionnaire with all 5 or as many of the 5 women as you can. This way, they may feel more comfortable with the process, we should obtain more complete information, and you may find it useful at getting the information you need in your work with victims. I am attaching an explanatory sheet to answer the questions you're most likely to be asked. You can also give a copy of this sheet to any women who complete the questionnaire on their own.

We would like the completed surveys returned by the end of March, if at all possible. If you don't have all 5 filled out by then, please send us what you have with

a brief note saying you're expecting more, and we'll send you another envelope to return the rest.

Please call with any questions or comments you may have. We know you're very busy and certainly appreciate your time and efforts in providing this important information. The results of this survey will be an important contributor to future training, policy, and advocacy efforts in New York and across the nation. **Thank you very much for your participation.**

Sincerely,

Lisa C. Newmark

Survey on Domestic Abuse and Law Enforcement: Questions and Answers

Question: *Who is doing this survey, and what is the purpose?*

Answer: This survey is being done by the Urban Institute as part of a national study of law enforcement agencies' services to victims of domestic violence. The Urban Institute is a private (not government), non-profit research and policy analysis organization in Washington, DC. They are doing this study for the Department of Justice, to identify how police policies and training can be improved so that they will provide better services to victims. The Urban Institute will use the information they get from you and hundreds of other victims to better understand these issues and plan future efforts to improve how the system works. Your input is very important to this project. This survey is being co-sponsored by the New York Coalition Against Domestic Violence and the New York Office for the Prevention of Domestic Violence.

Question: *How will my answers be used?*

Answer: The information you and hundreds of other victims provide will be coded into numbers, entered into a computer database, and analyzed to find out what kinds of experiences victims of domestic violence have had with the police. No one will be told what any of the individuals completing this survey had to say. In fact, the survey is **completely anonymous**, so be sure you don't write your name or anyone else's name anywhere on it.

Question: *Do I have to complete this survey?*

Answer: No. Your participation is voluntary; you can choose to complete the entire survey, only parts of it if there are questions you're not comfortable answering, or not to complete it at all. We hope you'll choose to participate, since your experiences are very valuable in understanding how the police serve victims and how their services can be improved, but you are free to choose not to participate if you prefer.

Question: *On question number 4, how do I figure out how often the physical or sexual abuse occurred when it was very different over time?*

Answer: If the abuse happened more frequently during some times than at others, it can be difficult to come up with one answer to this question. If this is the case for you, please try to estimate an average that best represents how much abuse you have experienced. If you would prefer, you could put down the total number of abusive incidents you have experienced instead of checking one of the boxes.

Question: *On question 21a, do you want to know every time the police have been called, or only when they've come to the scene?*

Answer: This question refers to every time the police have been called that you know of; even if they didn't come, we'd like to know how many times they've been called. Later questions ask how many times they've actually come to the scene of a domestic

violence incidence, and when this happened.

Question: *How do I answer the statements under numbers 27 and 29 if the police have acted differently from one time to the next?*

Answer: What we'd like to know here is how often the police have acted in a certain way, for however many contacts you have had with them. To use the first statement as an example, let's say you have called the police five times. If the person(s) who answered the phone seemed very concerned about your situation every time you called, you would check "always." If this happened 3 or 4 times but not every time, you'd probably check "usually." If the person(s) showed concern twice but not the other three times, you could check "sometimes" since that's less than half the time. If the person(s) you called only seemed concerned with one of your calls, that could be considered "rarely" showing concern. If this didn't happen any of the times you called, you'd check "never." Sometimes you may not be sure exactly how many times something happened, so use your best judgment and check the box which comes closest to describing your experiences.

Question: *How do I answer the statements under numbers 27 and 29 if I've only had one contact with the police?*

Answer: In this case, you can check "always" if the police did act the way described in the statement, or "never" if they did not.

Question: *How can I find out what the results of this survey are?*

Answer: We really appreciate your interest and participation in this survey. After all the questionnaires are collected and analyzed (which will take several months) we will make available a brief summary of the results of analyses describing victims' experiences with the police. This will not contain any information on any individuals, but will rather summarize the information provided by all victims as a group. This summary will be sent to all the domestic violence programs across the state that send us completed questionnaires, so you can contact the staff at your program to get a copy of this summary.

Question: *What if I have additional questions or comments about this survey?*

Answer: If you would like more information about this survey you are welcome to contact Lisa Newmark at The Urban Institute; 2100 M St., NW; Washington, DC 20037; phone (202) 857-8566; fax (202) 659-8985.

Thank you very much for your participation!

APPENDIX E

Sampling Procedures and Response Rates

Appendix E: Sampling Procedures and Response Rates

In New York, 120 programs were sent ten surveys each and eight programs were sent five surveys each (in a mid-February mailing after we received an updated list from the advocacy groups), for a total of 128 programs receiving 1,240 surveys. While the universe of domestic violence victim service programs in New York is not clearly identified at this time, this represents the vast majority of those in the state. Of the 128 programs, 53 (41%) sent back one or more completed surveys within the extended data collection timeframe. A total of 360 surveys were received (29% of the total mailed out), of which 326 (91% of those received) were usable. The other 34 surveys were eliminated because they reported law enforcement contacts only in other states, they did not report physical or sexual abuse, or too much data was missing to be useful. Of the other programs (those which did not contribute data to our survey), at least four were no longer at the address in our records or did not in fact serve victims of domestic violence (indicated by return mailings from the Post Office or the program staff). Additionally, three programs sent in a total of 16 surveys which were received too late to be included in our database.

In Texas, the 62 domestic violence victim survey programs in the state each received ten surveys, for a total of 620 mailed out. Of these 62 programs, 33 (53%) sent back one or more completed surveys. A total of 237 surveys were received, representing 38% of those sent out. Of these 237, 221 (93%) were usable. The other 16 were eliminated for the same reasons as the ineligible New York surveys.

Since service program was used as the sampling unit and victims were recruited through programs, it makes the most sense to compute the response rate as the proportion of programs

which returned completed questionnaires.¹ Our response rate from New York programs was 41%, although this is likely to be an underestimate of the true response rate from eligible programs (those serving victims of domestic violence), since we know at least a few of the programs included on our mailing list were not eligible, and it seems likely there may have been other non-eligible programs as well. In Texas, the response rate was 53% of surveyed programs. Weighting by the greater number of programs in New York, this is a cross-site response rate of at least 45.3%. From the ten surveys we sent to each program, these programs returned from one to 23 completed surveys each, for an average of 6.4 usable surveys per program.

All returned surveys were logged in, reviewed for eligibility, and edited for clarification as necessary upon receipt. Eligible surveys were then numerically coded and entered into an automated database. Data entry was subjected to complete verification of 20% of the cases; the error rate was quite low (less than 2%) and no systematic patterns of entry errors were identified. Additional cleaning procedures occurred during the early phases of analysis, in which anomalous data were checked against the original source and changes were made in the raw datafile as needed.

¹ Computing the response rate based on the number of surveys received versus those sent out would assume that each of the service programs had access to ten or more eligible potential respondents within the survey's timeframe. We have no way to assess the validity of this assumption, but it is highly unlikely to be the case for all the programs.

APPENDIX F

Measures of Community Demographics

Appendix F: Measures of Community Demographics

We used Census data to obtain four measures of community demographics (income, population density, crime rate, and region of the state) from three sources: victim service programs, city police, and county sheriffs. All four variables were coded from program and police information, but only the county-based variables (population density, crime rate, and region of the state) could be coded from sheriff information as only the county's name was provided. The following describes how these data were used to form a single index of each measure for each case.

Since many respondents provided the names of multiple law enforcement agencies as well as information on the victim service program, an initial task in analysis was to develop a single measure for each of the community-level demographics for each case, to make subsequent analyses more parsimonious. To this end, correlational analyses were conducted to assess the relationships among program, police, and sheriff-based data, including all the law enforcement agencies reported, separately for each of the four community demographic measures. These analyses indicate that measures of each of the variables are highly intercorrelated across the different sources (program, police, and for county-based data, sheriffs). Correlations ranged from $r(279)=.73, p<.001$ (for the association between city income measures from the program and from the first police department listed) to $r(309)=.90, p<.001$ (for the relationship between the region of the state from the program data and from the first police department listed).

Since sources were so highly correlated for each of the four demographic measures, each case was assigned a single score for each of the four demographic variables using law enforcement or program data. For 67% of the sample of 428 respondents who had law

enforcement contacts, the number of city-based police departments named equalled or exceeded the number of sheriffs' offices named, so the data from the first-named city were used as the community demographic variables. For 8% of the sample, the number of sheriffs' offices named exceeded the number of police agencies, so data from the first-named county were used for community demographics. The remaining 25% of the respondents named no cities or counties, so the demographic data from the service program are used as the community data.