

18649

DOMESTIC VIOLENCE

PROGRAM PLAN

New York State Department of Social Services

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Commissioner

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## I. BACKGROUND

### A. Definition of the Problem

Conflict between husband and wife resulting in physical violence is neither a new nor a rarely encountered phenomenon. Evidence of domestic violence and of formal and informal means of controlling such behavior appears in the records of most societies. Statistics on police action over domestic disputes and criminal and matrimonial legal proceedings, and records of community and governmental social service agencies all bear out the persistence of the problem of family violence.

Although studies of the causes and effects of domestic violence have not fully defined the complex relationships among social, environmental and individual factors in violent family behavior, patterns have been identified: domestic violence often occurs repetitively in families, it often continues as partners break from each other to form new liaisons, and children of parents engaged in domestic violence often grow up to become batterers or victims themselves, perpetuating the cycle of violence in successive generations.

The disruptive effects of physically abusive behavior among family members may be manifested in a variety of ways - divorce, run-away adolescents, teenage pregnancy, child abuse or neglect, violence of youth against abusive parents, and criminal behavior among youths, as well as escalation of violence to murder within and outside the family. The price paid by adult and child victims who are unable to recover from physical and emotional wounds is long-term incapacity. The cost to society of family disruption is staggering, as the size of federal, state and local budgets for human services programs clearly document. For example, one-third of children in foster care in New York State are placed as a result of parental abuse or neglect. Family dysfunction may also result in increased numbers of women receiving public assistance, medical assistance for injured victims, and expensive institutionalized care when alcoholism, substance abuse and mental illness accompany the violence experienced by the family members.

### B. Description of Need and Department of Social Services Goals in Responding to Need

The Department of Social Services' policy of helping people help themselves extends to services for victims of domestic violence. It is the Department's goal to help make it possible for families to stay together without violence, and -- where this is not possible -- to help the victims eliminate the abusive situation from their lives and begin to build upon their strengths,

developing competency and self-sufficiency.

Emergency refuge, treatment and care are needed by victims of domestic violence to cope with the immediate physical and emotional consequences of abuse. Legal protection, secure residences, subsistence, medical services and crisis counseling may be provided to victims of domestic violence by various public and private agencies. The Department's program is designed to improve the victim's access to such services by: identifying service providers; building services networks through which information and experience may be shared; publicizing the needs of victims and their children and the availability of resources to them; eliminating regulatory obstacles to providing appropriate care for victims and their families or facilitating the creation of programs through new regulatory mechanisms; training traditional providers of emergency services to be sensitive to the needs of victims; encouraging the development of local service programs; and funding programs to fill the gaps in existing services.

Violence occurs in a variety of domestic environments and social and economic settings -- it is not limited to the poor and under-educated. Treatment of violent families cannot succeed in isolation from other circumstances which may render these families incapable of coping with the stress of daily living. Because physical violence is often an expression of anger and frustration, the Department strives to integrate services and financial assistance to most appropriately and comprehensively address the conditions which may precipitate violence. These conditions may be related to employment, housing, child care, lack of respite or recreation, individual or cultural acceptance of violent behavior as a normal family mode of interaction, or individual psychological disability.

A primary focus of the Department is upon services to: forestall dissolution where families can and choose to remain together without the violence; to prevent repetitive violence by children of violent couples or among couples who separate and acquire new partners; and to help violent families change their behavior. Preventive and rehabilitative services may include counseling for individuals, couples, families or peer groups; advocacy for employment and housing; alcohol and drug abuse treatment; homemakers; day care; special education training programs for parents and children; organized social activities; crisis care and counseling; and advocacy for other social services or assistance.

In support of the Department's general goal of strengthening the ability of related persons to live together, through the provision of a range of preventive, protective and supportive family services, the Department continues to work towards the development of a comprehensive Statewide program assuring provision of services to victims of domestic violence and providing assistance to local districts and community organizations who offer such services.

Thus, the programmatic intent behind the Department's efforts in the area of domestic violence is:

1. To ensure that victims of domestic violence and their children have access to safe housing and receive services for both their immediate and long-term needs.
2. To ensure that families involved in patterns of violence are aware of services available to provide for their immediate needs and that local social service agencies are aware of programs and regulations relevant to the needs of these families.
3. To ensure that social conditions which may precipitate or perpetuate violent behavior or which keep victims and their children in violent situations are addressed by service programs. (These may include employment and housing services for perpetrators and victims and child care services).
4. To ensure that families involved in patterns of violence receive assistance to eliminate repetitive abusive behavior and to acquire interpersonal skills which provide behavior models for children.
5. To ensure that social service providers in programs designed to identify and assist families experiencing problems with alcoholism, drugs, child abuse and neglect and other forms of dysfunctional behavior are also trained to recognize and serve the needs of domestic violence victims and perpetrators and their children.
6. To ensure that where domestic violence is one of several symptoms exhibited by families in crisis, programs are integrated to provide services which address problems underlying violent behavior and related dysfunctional behavior.

C. The State's Response to the Need

The need for a safe refuge for victims of domestic violence and their children was recognized when Chapter 450 of the Laws of 1977 was enacted. This legislation permitted the establishment of Special Care Homes which are facilities providing shelter for victims as well as access to counseling services, child care programs and advocacy for employment, temporary public assistance, legal assistance, and housing services.

The Department of Social Services assumed the responsibility for licensing, inspecting, and monitoring these emergency shelters

and initiated the development of regulations governing Special Care Homes in late 1977. These regulations are designed to ensure the health and safety of shelter residents and provide for essential services for victims and their children with adequate program flexibility to encourage new providers to serve this population. The regulations were adopted in Spring 1979, after the Department consulted with organizations operating or planning shelter programs for victims of domestic violence. The Department received a legislative appropriation in the Supplemental Budget of fiscal year 1976/77 and again in 1977/78 to fund two demonstration shelter programs for battered spouses and their children. Both the appropriations and the Special Care Home legislation underlined the Department's commitment to supporting mothers and children as viable family units.

In November 1977 and June 1978, two conferences were held by the Department to alert its staff to the problem of domestic violence and to bring together State agencies whose service programs at both State and local levels were related to the needs of victims of domestic violence. At each session, gaps in service delivery systems were outlined and methods for reducing the gaps recommended.

A survey in April 1978 of local social service agencies conducted by the Department of Social Services elicited 100% response with information that, in all but two counties, services of some kind were being provided to victims of domestic violence. The survey also revealed strong interest by the respondents in the issue of domestic violence as well as local agency needs for policy direction and training to meet the complex needs of violent families. The survey information was compiled by DSS staff and a Statewide Directory of service providers was created; this Directory is continuously updated and made available to service providers and groups planning programs for victims. (Other information about funding sources, legislation and program efforts of New York State agencies, and federal and other state programs for domestic violence victims, is disseminated on a regular basis. The Directory, as well as the statewide toll-free number for information about domestic violence services, form the basis for a central clearinghouse maintained by the Department.)

Several Department of Social Services Administrative Directives were issued in 1978 and 1979 which described the need for provision of emergency assistance and services to domestic violence victims and clarified the means by which this population may be served. These were distributed to service providers listed in the Directory, welfare attorneys and hospital administrators in addition to local social service agencies.

Although a new, optional Title XX category of service, entitled "Services to Victims of Domestic Violence", was added to the Comprehensive Annual Social Services Program Plan of 1978 and was subsequently adopted by 25 counties in their local plans, the Department encouraged the use of Emergency Assistance to Families (EAF), a category of Federally funded aid provided under Title IV-A of the Social Security Act. In addition to room and board,

services necessary to meet the emergency needs of victims and their children, such as counseling, and child care may be provided with these funds. In counties where shelter service programs exist, a per diem rate agreement may be negotiated between a local social service department and the service provider utilizing the EAF category of assistance. Guidelines for allowable expenditures for EAF per diem reimbursement (or per client hour reimbursement for non-residential service programs) are detailed in the Department's Administrative Directive of January 1979.

Program development efforts by the Department of Social Services for services to victims of domestic violence have included coordination of State and national policy. In February 1978, Commissioner Barbara B. Blum testified at Congressional hearings on proposed federal legislation to appropriate federal funds for domestic violence programs. The Commissioner emphasized the need for allocating funds to states on the basis of population; the legislation was reactivated in 1979 and revised to incorporate the Commissioner's suggestions. Information about Federal funds available to provide services to victims is disseminated to NYS providers about grant programs which have been developed by the Law Enforcement Assistance Administration (LEAA), ACTION, Community Action Program (CAP), National Institute on Mental Health (NIMH), National Institute on Drug Abuse (NIDA), Housing and Urban Development (HUD), and National Institute on Alcoholism and Alcohol Abuse (NIAAA).

The Department of Social Services was able to develop its own program to fund services to victims of domestic violence with the availability of \$300,000 State Purposes funds appropriated in the 1978/79 Executive Budget. On June 15, 1978, the Department issued a Request for Proposals (RFP) for programs addressing the needs of domestic violence victims. Forty-five proposals, totaling just under \$3 million, were elicited by the RFP and in August the Department awarded contracts for seven projects across the State for shelter and non-residential services. Evaluation criteria placed a strong emphasis on the sponsor's ability to continue the proposed program beyond the start-up in order to ensure continuity of service and effective use of limited resources. When additional funds became available from New York State's share of Federal Title XX funds and from the 1978/79 Supplemental Budget, the Department was able to award four additional contracts to organizations which had submitted proposals in response to the RFP.

As emerging needs for services for victims of domestic violence were identified, the Department's activities were conducted by several staff members on an ad hoc basis. In November 1978, this group was formally established as a temporary Task Force for an eighteen month period while the Department's efforts remained in the program development stage. In Spring 1979, the Task Force was incorporated into the newly created Office of Program Planning, Analysis and Development. Under the Direction of the Chief of the Bureau of Program Development, the Task Force continues to identify needs for emergency and preventive and

rehabilitative services for violent families; to assess the efficiency of those programs already initiated to work closely with the Divisions of Adult Residential Care, Services and Income Maintenance as they assume some of the operational responsibilities of the program; and to develop new service programs suggested by the study of violent behavior in relation to other types of family dysfunction.

## II. PROGRAM OBJECTIVES

### A. Program Development

To plan and develop service programs designed to strengthen viable family units and to protect individual family members. Such programs include establishment of Special Care Homes and other shelters, networks or safe refuges, strongly linked community support systems, family care treatment and service programs, and a variety of counseling and advocacy service alternatives.

### B. Program Regulation

To ensure responsible delivery of shelter and services to victims of domestic violence in conformance with Departmental regulations governing Special Care Homes and with public assistance regulations.

### C. Training

To ensure responsive and appropriate delivery of public assistance and services to victims of domestic violence and to develop community awareness of and responsiveness to the needs of this population. Persons to be trained may include all types of community service providers who have responsibilities to victims, including medical service, school, public and private social service personnel, police and criminal justice workers, counselors and the clergy.

### D. Information Dissemination

To build a communications network through which information gathered about federal and state administrative and legislative efforts, is disseminated to local agencies and community organizations. Such a network also facilitates information sharing among local providers and interested organizations.

E. Evaluation

To determine the scope of the battering syndrome in New York State, to assess its relationship to other social problems, to determine the most effective methods of service delivery to victims of domestic violence, and to assess the potential of service programs for interrupting the intergenerational cycle of violence in families.

III. PROGRAM ACCOMPLISHMENTS IN FISCAL YEAR 1978/1979

A. Funded Projects

1. Program Goals

In fiscal year 1978/1979, eleven domestic violence projects were funded throughout New York State at a total cost of \$497,550. The programmatic intent behind the selection of the eleven projects is:

- . to establish and license Special Care Home facilities in locations where emergency shelter for victims is unavailable;
- . to conduct and evaluate innovative shelter and service projects as alternatives to Special Care Home facilities;
- . to test methods of increasing the sensitivity and improving the services provided by medical and legal institutions to victims of domestic violence; and
- . to collect information about families served by shelter and alternative assistance projects in order to determine service needs and effective methods of providing services.

2. Projects Funded

The projects funded in order to meet program goals were of the following types:

a. Special Care Homes

Five shelter projects were funded at a total cost of \$277,550. The objective of all of these projects is to

provide emergency shelter and services to victims of domestic violence in compliance with Departmental regulations for Special Care Homes. The projects selected were those with the best geographical distribution from among the group of projects determined to be qualified for State funding. Contracts were awarded to:

- . SOS Shelter, Broome County \$50,000
- . Family Shelter for Victims of Domestic Violence, Rockland County \$70,000
- . Child and Family Services, Inc., Erie County \$90,000
- . Center for the Elimination of Violence in the Family, Inc., Kings County \$57,550
- . Women's Center of Watertown, Jefferson County \$50,000

b. Alternative Shelter and Service Projects

Three projects were funded in this category at a total cost of \$65,000. Each project is unique, but all have in common the objective of providing and testing types of services and program structures which might prove to be effective alternatives to placement in a Special Care Home. These are:

- . Park Slope Safe Homes Project, Kings County - \$10,000

This project provides a safe homes network in Brooklyn where victims of domestic violence can receive up to three (3) days of shelter in volunteer homes as well as counseling, information and referral. The project will produce both a video-tape and a manual on how to replicate the safe homes project in other communities.

- . Family Abuse Task Force of Herkimer, Inc., Herkimer County, \$20,000

This project is a demonstration of a unique type of service delivery especially suited to a rural county with a widely scattered population and widely scattered services. The concept has its roots in earlier models of rural service delivery, such as the country doctor and itinerant peddler. From a central base in the county, project staff travel to deliver counseling services to victims in-home, and

provide transportation for these same victims to appropriate services in other areas of the county.

o. Aid to Women Victims of Violence - YWCA,  
Cortland County \$35,000

This project represents a second type of service delivery to clients in rural counties. It operates a safe homes network with individual homes scattered throughout the county, and provides counseling and crisis intervention to victims either directly at a central site or by referral to other county service agencies. Clients are also referred to existing county agencies for legal, medical, and employment services. Additionally, the coordinating agency works with service agencies in surrounding counties to assist in the development of a network of services for victims of domestic violence in those counties.

c. Preventive, Rehabilitative and Support Service Projects

Three projects were funded in this category at a cost of \$155,000. Although two are not traditional social services projects, they are designed to increase the services and responsiveness of two major components in the network of services necessary for assistance of victims of domestic violence. The third is designed to help families stay together without violence by providing early intervention services and behavior change counseling. The projects funded were:

o. Legal Aid Society of Albany, Inc., Albany Co.  
\$55,000

Without a successful legal resolution of their problems, victims of domestic violence are often recycled through the social services system. The project provides effective enforcement of legal protection for victims and aid in terminating dangerous relationships which are unlikely to benefit from social services. Services include legal advocacy, counseling, and legal representation in court for victims of domestic violence.

o. Jane Addams Center Emergency Room Project, New York County, \$40,000

This project operates from the emergency room of a voluntary hospital in New York City. Hospital staff and project volunteers are trained to recognize victims of domestic violence and to offer emotional support and referral to services.

Some direct services such as counseling and advocacy are provided by the project itself at the Jane Addams Center. The major thrust of the project, however, is to develop a method for training hospital staff to identify victims, to be sensitive to their needs, and make proper services referrals. The project will produce a final manual documenting the specific training methods used with hospital staff.

- o Victims Information Bureau Counseling Project,  
Kings County \$60,000

This project was funded to further develop and test the effectiveness of the VIBS marital counseling methodology. The methodology developed has been effective in eliminating the violent behavior exhibited by white, middle class, suburban couples in Suffolk County. The objective of this project is to test and further refine this methodology for a more ethnically and economically diverse urban population. The project will produce documentation on how to replicate the project structure and the counseling methodology employed.

### 3. Planned Disposition of Projects

#### a. Special Care Homes

After first year start-up funding, the operational costs for these projects will be assumed by the local Departments of Social Services through the payment of a per diem rate for services for victims residing in the Homes. These per diem rates are being calculated to fully cover operational costs. All five shelters have agreements from the local Departments to pay such a rate for services and are in the process of negotiating purchase of service contracts.

#### b. Alternative Shelter & Service Projects

Disposition of these projects is planned as follows:

- o Park Slope Safe Homes Project

Negotiations will take place with the local Department of Social Services to obtain a commitment to enter into a purchase of service agreement with the project. If a purchase of service agreement is not arranged, the project will revert to its original volunteer format.

. Family Abuse Task Force of Herkimer

NYSDDS will assist the project in obtaining a fee for services contract from the local Department of Social Services or obtaining funding from an alternative source. If these arrangements cannot be made, the project will revert to its original volunteer format.

. Aid to Women Victims of Violence - YWCA

This project has negotiated a fee for services contract with the local Department of Social Services. The rate to be paid will cover most of the project's anticipated second year operational costs.

. VIBS Counseling Project

This project was initially designed as a one year Research and Development project; no attempt to obtain second year funding is anticipated. The goal for this project is to develop a methodology for marital counseling, and New York State's Department of Social Services program efforts will be focused on publicizing the methodology and ensuring implementation by other agencies in cooperation with the State Office of Mental Hygiene.

B. Licensing and Regulation of Special Care Homes

In 1978/79 ten Special Care Homes were established across the State with the assistance of the Domestic Violence Program, which helped the sponsoring groups to develop programs and sites in compliance with Departmental regulations and provided start-up funding for five of the projects. Of the ten projects, three have obtained full licensure and the remaining seven are completing the process. Three of the seven as yet unlicensed Special Care Homes are in operation, having been established before the Domestic Violence Program was developed and Departmental regulations were adopted. The ten Special Care Homes are distributed across the State as follows:

1. Licensed Special Care Homes

- . Westchester County
- . Schenectady County
- . Erie County

2. Special Care Homes Being Licensed

- . Broome County
- . Monroe County
- . Rockland County
- . Jefferson County
- . New York City (3 Special Care Homes)

The Domestic Violence Program licensing responsibility for Special Care Homes includes assisting program sponsors and license applicants in meeting the Department's health, safety and program standards and complying with Department regulations governing Special Care Homes, as well as ensuring that such facilities are inspected on a regular basis.

C. Expanding Eligibility for Assistance

In support of the Domestic Violence Program of ensuring that victims have access to shelter and receive services for their immediate and long-term needs, local social service districts were informed through administrative directives about Department policy for providing public assistance and services to victims. In addition, the Domestic Violence Program has developed a method for calculating a per diem rate to be recommended by the Department to local Social Service Commissioners who have agreed to support a Special Care Home in their county. The rate is based on the operating cost of each Special Care Home which varies by the size and nature of the shelter programs. The Department recommends Emergency Assistance to Families (EAF) as the most appropriate category of assistance for the population to be served by Special Care Home programs. Because allowable costs in addition to room and board are reimbursed under EAF, the per diem arrangement must be established on a case-by-case basis for each client, whose eligibility is based on whether she has emergent need and is without accessible resources for the emergency period. The program staff also developed methodology for calculating a fee-for-service rate to be recommended by the New York State Department of Social Services to local Commissioners who have agreed to support a non-residential service program for victims of domestic violence in their counties.

D. Training

The Domestic Violence Program, in cooperation with the Department's Office of Manpower Development, has developed statewide goals for training local district staff and community support service organizations, such as police, court personnel, hospital emergency room staff, and other human services agency staff. In response to an announcement of these goals, the

Department received a number of training proposals and selected the Empire State College and Abused Women's Aid in Crisis (AWAIC) to provide the domestic violence training on a county-by-county basis.

The training program utilizes AWAIC's singular expertise in domestic violence training as well as Empire State College's regional learning center staff across the State. AWAIC proposes to deliver on-site training to all local departments of social services workers as well as community agencies, tailoring the program to suit each district's needs. The trainers also plan to employ local experts in the workshop sessions in order to encourage widespread local participation and establish necessary community service linkages. This training program will be monitored and evaluated by both Task Force and Manpower Development staff.

E. Title XX

The creation of a distinct category of service in the Department's Comprehensive Annual Social Services Program Plan was a significant step toward the achievement of an overall program in New York State for services to victims of domestic violence. Because Title XX is a federal program for which there is currently a ceiling on funds, the service was created as an optional one for which no additional money could be appropriated. In spite of the lack of additional funds, half of New York State's counties elected to provide the service, and it is anticipated that more districts will elect to include the new service in their 1979/80 local plans.

To more accurately account for the number of domestic violence cases being served in those districts offering this category of assistance under Title XX as well as to determine the specific services provided to each case, the Department's Social Services Reporting Requirements (SSRR) and Welfare Management Systems (WMS) were revised to accommodate the new category. The data collected for these systems will be reviewed on a regular basis as part of the federal requirements for group eligibility categories and to add to the Department's general information gathering activities for the entire Domestic Violence Program. In addition, the Domestic Violence Program has responsibility for conducting eligibility reviews for projects which receive Title XX reimbursement for services, in cooperation with the DSS Title XX program staff.

F. Information Network

The Domestic Violence Program has developed a central clearinghouse for information about services to victims of domestic violence in New York State. A Directory of Services and a statewide toll-free telephone information service are

are maintained as the basis of this clearinghouse.

The Department has taken the lead in organizing information sharing programs at the State level to integrate services and treatment approaches for multi-problem families served in programs for alcohol and drug abusers, criminal offenders, victims of domestic violence and abusive parents.

The Domestic Violence Program staff respond to inquiries from the Governor's Office, Legislature, local Social Service districts, domestic violence staff outside New York State, and community service providers about public assistance and services available to victims of domestic violence, and about the shelter and non-residential service programs offered in the communities throughout the State. The Domestic Violence Program distributes information about funding sources, legislation and NYS public and private program efforts, other state and federal programs, and data collected by the Department from its funded projects.

#### IV. PROGRAM PLANS FOR FISCAL YEAR 1979/80

##### A. Overview

In 1979/1980 the Domestic Violence Program will continue to support the development of emergency shelter and service programs for victims and their children while developing programs which address the long-term needs of dysfunctional families which exhibit violent behavior problems. Priorities for program development in 1979/1980 include preventive services for families which may benefit from intervention while they are still intact and services to help victims, batterers and their children rebuild their lives together or independently. There will be an emphasis on program evaluation in order to provide information for future program development efforts. General objectives for 1979/1980, therefore, will be:

- . To increase the ability of the Domestic Violence Program to do program development at both the Departmental and inter-agency levels;
- . To develop and evaluate a variety of social service programs designed to meet the emergency and long-term needs of victims and other family members involved in domestic violence;
- . To develop and evaluate social service programs of a preventive nature designed to identify and serve violent and potentially violent families before intra-familial

problems necessitate emergency services and family break-up;

- . To collect and analyze data from funded projects in order to determine future program development directions; and
- . To collect and disseminate information to interested agencies and groups on relevant research findings, studies and program material that may assist in the development of programs throughout the State.

B. Transfer of Domestic Violence Program Functions

In order to increase the ability of the Domestic Violence Program to focus on program development, certain of the functions performed in 1978/1979 will be transferred within the Department to more appropriate program units. Functions to be transferred are:

. Licensing & Regulation of Special Care Homes

The Domestic Violence staff will work with and train Division of Adult Residential Care central office and field staff in the program, fiscal and architectural review procedures necessary for the licensing and periodic inspection of Special Care Homes. During 79/80 DARC will assume responsibility for the licensing and regulating of all Special Care Homes, including shelters in receipt of State grant monies and shelters operating without DSS authorization.

. Training

The Domestic Violence staff has worked with the Office of Manpower Development to develop a training program for social service providers. The training is expected to be ready for delivery to local social service districts by Fall 1979 when the Training Unit will assume primary responsibility for the execution of the contract. The Domestic Violence staff will retain the responsibility for the review and monitoring of the training sessions delivered under the contract.

Similarly, Income Maintenance Field Operations staff have developed a training package and will implement on-site technical assistance training to local IM workers. The Domestic Violence staff has assisted in the development of this package, and will review and monitor its implementation.

C. 1979/1980 Funded Projects

1. Project Objectives

Program development in 1979/1980 will be accomplished, in part, through the direct funding of domestic violence service projects. The scope of efforts will include continued development of a variety of services for victims of domestic violence, and will be broadened to develop preventive services and services for all family members in the violent family. Specific objectives for project funding will be:

- . To continue to establish and license geographically distributed Special Care Home facilities in those areas of the State without emergency shelter facilities for victims of domestic violence;
- . To continue to conduct and evaluate innovative projects for shelter and services provision which may prove to be effective alternatives to Special Care Home facilities;
- . To study the effects of domestic violence on children and to determine methods for reducing these effects and interrupting the intergenerational cycle of violence; and
- . To analyze and evaluate the data from the 78/79 funded projects in order to determine needs for integrated family services, including preventive and rehabilitative services for all family members.

2. Projects to be Funded

The projects funded in order to meet the 79/80 objectives will be the following:

a. Special Care Homes

Additional Special Care Homes will be funded in areas of the State where it is documented that significant numbers of local victims of domestic violence exist and these victims have no access to emergency shelter facilities in their counties. As in 78/79, selection criteria for State funding will be designed to ensure a geographical distribution of these projects and to ensure fiscal viability for the second year of operation. In addition, DSS will give preference to proposals for shelter programs which include or are affiliated with preventive, rehabilitative and support services for intact families, batterers and victims and children who left shelters.

b. Alternative Shelter and Service Projects

The projects in this category are intended to test methods of providing services to victims and family members which may serve as alternatives to Special Care Homes and purely emergency services. Proposals will be solicited for specific projects as follows:

Community Services Coordination and Prevention Project

This project will coordinate the delivery of existing shelter and services in a community where victims' access to help is hindered by lack of coordination or an administrative superstructure to provide intake, referral and case management services. Such services would be available to intact families as well as to families who have separated as a result of abuse. Services to be coordinated will include counseling, medical and legal services, child care, alcoholism treatment, housing, employment services, preventive services, and advocacy for public assistance. Preference in funding would go to applicants who have obtained the local DSS agreement to pay a rate for service for separated families (i.e., families without resources), so that a comprehensive program of services is developed to address the effects of violence before a family separates, during separation when victims need subsistence and support and after the emergency period of care ends. The objectives in funding this project would be:

- .. To determine if such a project provides a cheaper alternative to Special Care Home facilities for separated families while providing comprehensive and effective services;
- .. To compare the relative frequency with which clients choose preventive rather than post-separation services in a setting in which both are available; and
- .. To compare the outcomes of services for families choosing preventive rather than post-separation services.

• Batterers Rehabilitation Project

This project would be both a service and research project. It would be designed to obtain a psychodynamic profile of the perpetrators of family violence while developing an effective and replicable methodology for working with and rehabilitating these individuals. The project must treat batterers from both intact and broken homes, and an effort must be made to compare the specific client population treated to what is known

about the total population of batterers at large. The methods employed for working with batterers might include individual, group and/or family counseling. The project will be affiliated with services to victims, such as a shelter program or hot-line referral so that the batterers' families also have access to services and in order to enhance the services provided by programs for victims. The objectives in funding this project would be:

- .. To develop an understanding of the psychological make-up and history of battering individuals and a means of predicting which individuals will be most susceptible to treatment;
- .. To develop an effective, replicable methodology for rehabilitating battering individuals; and
- .. To develop a type of therapeutic service that, if employed with intact families, may preserve the family unit and obviate the need for emergency shelter and additional services for victims and their children.

c. Children's Services Projects

One project will be funded in this category to meet the goals both of developing services for all members of the violent family and long-range prevention. A Children's Counseling Services Project, like the Batterers Rehabilitation Project, will have clearly defined research and service delivery aspects. The project will involve therapeutic work with the children of families involved in domestic violence in order to determine the psychological and behavioral effects of domestic violence on children and develop effective, replicable methodologies for working with the children to reduce these effects.

This project will be affiliated with services for adult victims and batterers to help violent adults change the behavior that affects their children and to help parents understand and deal with the effects of violence on their children. Parenting skills training and counseling will be provided directly or in cooperation with comprehensive family service programs. Objectives for this project are:

- . To develop an understanding of the effects of witnessing domestic violence on children from violent families;
- . To develop an understanding of the relationship between child abuse and neglect and spouse abuse;

- . To determine specific new services needed in Special Care Homes and other programs for the treatment of children from violent homes; and
- . To develop an effective, replicable methodology for working with children from violent families in order to reduce the effects of parental violence and prevent the children from perpetuating violent behavior patterns.

### 3. Planned Disposition of Projects

In all instances, the proposed projects will be funded only if they are supported by the local Department of Social Services. This support means a written commitment to integrate such services into customary social services funding, should the service prove successful and the intent of the project is to continue beyond a one-year research and demonstration period. In this way, State monies will be used for a one-year demonstration period for other funded projects; new appropriations may then support new services. As in fiscal 78/79, research and demonstration project results will be incorporated into program development efforts for domestic violence by DSS and other State agencies.

### D. Evaluation of the Domestic Violence Program

While some information about the nature and incidence of domestic violence is available from cases which come to the attention of community service agencies, there is a critical need for more precise documentation of the extent of family abuse in New York State, the gaps in service delivery in urban and rural localities, the long-range effects upon all family members, the specific needs of victims, as well as the most effective ways to meet those needs.

In order to inform program development efforts of DSS and other planning agencies and providers, the Domestic Violence Program will conduct an evaluation of all activities already initiated by the Department as well as of services being provided in communities across New York State. A program evaluation of funded projects to determine the efficiency of services provided will include determination of:

- a) relative costs of services of the various projects;
- b) comparative outcome of services of the projects for victims and their families;
- c) comparative outcome of projects with respect to incorporation in community service networks;
- d) target population or geographic area needs for specific types of service delivery; and

- e) demographic characteristics of the client population served by the projects.

Evaluation efforts will also include an assessment of the nature and extent of domestic violence victims served under Title XX in New York State.

A report will be prepared for the Governor and Legislature outlining Departmental findings and making recommendations for statewide policy with regard to services provision to this population.

#### E. Inter-Agency & Intra-Agency Coordination

A final area in which the Domestic Violence Program will continue and increase its program development efforts is in the area of inter-agency and intra-agency projects:

1. A project will be initiated with the Department of Probation to demonstrate the use of probation workers in the provision of services to victims of domestic violence.
2. A joint project will be conducted with the Division of Alcoholism & Alcohol Abuse to study the correlation between alcoholism and violence. Training programs for domestic violence workers on alcoholism will also be developed and implemented.
3. An assessment will be made of programs which address the housing and employment needs of separated and intact families involved in domestic violence.
4. A project will be initiated to study methods for early identification of violent families in the education system.
5. An assessment of existing preventive services for violent families experiencing a variety of problems, including violence, will be explored.
6. The correlation between child abuse and neglect and spouse abuse will be studied.

#### V. CONCLUSION

Family Violence has immediate physical and emotional consequences for victims, who require emergency refuge, treatment and care. Legal protection,

secure residences, subsistence, medical services and crisis counseling to address these emergency needs may be provided to victims of domestic violence by various public and private agencies. The Department's program is designed to improve the victim's access to the services by: identifying providers, building services networks through which information and experience may be shared; publicizing the needs of victims and their children and the availability of resources to them; eliminating regulatory obstacles to providing appropriate care for victims and their families or facilitating the creation of programs through new regulatory mechanisms; training traditional providers of emergency services to be sensitive to the needs of victims; encouraging the development of local service programs; and funding programs to fill the gaps in existing services.

Department funding of services to victims of domestic violence is approved according to a criterion of need--whether the basic needs of victims and their children for refuge, treatment and care are available in a locality--and according to a criterion of service effectiveness. Effectiveness may be judged in terms of the Departments' overall goals to strengthen the ability of related persons to live together and to minimize dependency, and in terms of program costs.

The dollar amounts paid for operation of residential facilities, salaries of staff and purchases of equipment and supplies are only one type of cost relevant to determination of effectiveness. Other types of costs which must be considered in judging the effectiveness of service programs are those often unquantifiable consequences of not providing care to families in crisis. Research on the characteristics of violent families suggests that their behavior is disruptive in various ways-- it is associated with poor performance at work and at school, with chronic medical problems, with alcohol and drug abuse and with inability to maintain normal social relationships outside the family. Research also suggests that family violence is often perpetuated in subsequent relationships where family dissolution occurs and in subsequent generations. All of these symptoms of dysfunction have attendant costs -- to immediate family members, to their friends, neighbors, employers and coworkers, and to society. Social costs are most easily identifiable in terms of public assistance provided for those incapacitated by their problems and in the cost of incarceration for convicted assailants.

The Department's program for victims of domestic violence has emphasized development of emergency services for victims, such as shelter. Currently, thirty-six organizations offer some type of shelter for victims of domestic violence in New York State, and DSS will continue to encourage expansion of this type of care. Future program development will focus on the causes and effects of violent behavior in families and on relationships among various types of dysfunction. An emphasis on providing preventive and rehabilitative services is based on the assumption that violence recurs where its precipitating conditions remain unchanged. These conditions may be related to employment, housing, child care, lack of respite or recreation, individual or cultural acceptance of violent behavior as a normal family mode of interaction, or individual psychological disability. Preventive and rehabilitative services to address the conditions may include counseling

for individuals, couples, families, or peer groups, advocacy for employment and housing, alcohol and drug abuse treatment, homemakers, day care, special education training programs for parents and children, organized social activities, crisis care and counseling, and advocacy for other social services or assistance.

Programs incorporating these services for victims of domestic violence, children and their cooperating partners are the Department's priority for the future, whether such programs are developed in conjunction with shelters or independently. Development of techniques to evaluate such services is a related program strategy. Providing evidence of the effectiveness of such services will be as great a challenge as delivering the services.

Further information on domestic violence issues in New York State and assistance with program establishment may be obtained from:

Pam Daniels, Director  
Domestic Violence Unit  
NYS Department of Social Services  
40 North Pearl Street  
Albany, New York 12243  
(518) 474-0156

In New York City, Nassau, Suffolk and Westchester counties, contact:

Candice C. Butcher, Metropolitan Area Director  
Domestic Violence Unit  
NYS Department of Social Services  
Two World Trade Center - Room 3359  
New York, New York 10047  
(212) 488-5012

For additional copies of this report, contact:

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**END**