

S•T•O•P

Services•Training•Officers•Prosecutors

ANNUAL REPORT 2004

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I. INTRODUCTION

A. Background

The STOP (Services* Training* Officers* Prosecutors*) Violence Against Women Formula Grant Program (STOP Program) was authorized by the Violence Against Women Act, Title IV of the Violent Crime Control and Law Enforcement Act of 1994, Pub. L. No. 103-322 (VAWA 1994), and reauthorized as amended by the Violence Against Women Act of 2000, Pub. L. No. 106-386 (VAWA 2000). The STOP Violence Against Women Formula Grant Program (STOP Program) promotes a coordinated, multidisciplinary approach to improving the criminal justice system's response to violent crimes against women. The STOP Program encourages the development and strengthening of effective law enforcement and prosecution strategies to address violent crimes against women and the development and strengthening of victim services in cases involving violent crimes against women.

The STOP Program purposes include:

- Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence.
- Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence.
- Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault and domestic violence.
- Developing, installing, or expanding data collection and communication systems, including computerized systems, linking police, prosecutors, and courts or for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault and domestic violence.

- Developing, enlarging, or strengthening victim services programs, including sexual assault, domestic violence, and dating violence programs; developing or improving delivery of victim services to underserved populations; providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted; and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of sexual assault, domestic violence, and dating violence.
- Developing, enlarging, or strengthening programs addressing stalking.
- Developing, enlarging, or strengthening programs that address the needs and circumstances of Indian tribes dealing with violent crimes against women, including the crimes of sexual assault and domestic violence.
- Supporting formal and informal statewide, multidisciplinary efforts, to the extent not supported by state funds, to coordinate the response of state law enforcement agencies, prosecutors, courts, victim service agencies, and other state agencies and departments to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence.
- Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault.
- Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of sexual assault or domestic violence, including recognizing, investigating, and prosecuting instances of such assault or violence and targeting outreach and support, counseling, and other victim services to such older and disabled individuals.
- Providing assistance to victims of sexual assault and domestic violence in immigration matters.

The Department of Justice's Office on Violence Against Women (OVW) administers the STOP Program according to a statutory formula. Funds are allocated to the states and territories of the United States and to the District of Columbia for programs to address the crimes of domestic violence, sexual assault, and stalking. VAWA 1994 required each state to distribute 75 percent of its STOP Program funds in equal parts to subgrantees for projects in each of the following areas: law enforcement, prosecution, and victim services. The use of the remaining 25

percent was discretionary, within parameters defined by VAWA 1994. VAWA 2000 modified this allocation to provide not less than 25% to law enforcement, 25% to prosecution, 30% to victim services and 5% to state and local courts, leaving 15% in the discretionary category (42 U.S.C. § 3796gg-(c).)

The U. S. Attorney General is required to provide an annual report to Congress on the STOP Program (42 U.S.C. § 3796gg-3.) Previous annual reports on the STOP Program for FY 1995 through FY 2000 were produced as part of a five-year independent evaluation of the STOP Program under a cooperative agreement with the Urban Institute, administered by the National Institute of Justice.

In VAWA 2000, Congress added a new reporting provision that requires the Attorney General to report to Congress on a biennial basis regarding the effectiveness of activities carried out with VAWA funding [VAWA 2000, Pub. L. No. 106-386, § 1003 (codified at 42 U.S.C. § 3789p)]. In response to this statutory mandate, and as part of a broad Department effort to improve measurements of program performance, OVW worked with the Muskie School of Public Service at the University of Southern Maine (Muskie School) in coordination with grantees, practitioners, and researchers to develop meaningful measures of program effectiveness for all VAWA grant programs administered by the Department of Justice. OVW anticipates that these new measures will generate data not only for the new, biennial VAWA reports, but also for future STOP Program annual reports.

For this 2004 Report to Congress and subsequent reports, the Department of Justice entered into a cooperative agreement with the Muskie School to analyze data submitted by the states regarding their use of STOP Program funds. Much of the data in this Report was provided to OVW by subgrantees through Subgrant Award Performance Report (SAPRs) forms originally

designed by the Urban Institute in cooperation with the National Institute of Justice. The SAPRs include award information reported on new and continuation awards along with performance information reported annually by projects that have been operating for at least one year. Because SAPR's data is only available on projects that have been in operation for over one year, the data reported in this 2004 Annual Report reflects grant activity for STOP funding originally awarded in fiscal years 1999 through 2003 (for which SAPRs reports were received). In addition to the SAPRs, this Report includes data collected by the Muskie School from 2000 through 2003 during site visits to 33 states which focused on the effectiveness of VAWA grant programs. During site visits, grantees were interviewed to document how VAWA funds have affected communities' responses to the issues of sexual assault, domestic violence, and stalking.

B. Executive Summary

1. Overview of STOP-Funded Projects

States received \$138.4 million in STOP Program funds in FY 1999, \$131.6 million in FY 2000, \$113.1 million in FY 2001, \$132.2 million in FY 2002, and \$131.4 million in FY 2003. Table A1 in Appendix A shows funds received and awarded by states, as well as totals for all states, from FY 1999 to FY 2003. Subgrantees submitted SAPRs reports on awards totaling \$116.0 million in FY 1999, \$117.6 million in FY 2000, \$96.7 million in FY 2001, \$108.3 million in FY 2002, and \$61.1 million in FY 2003.¹ During FY 1999-FY 2003, subgrantees reported that

¹ The discrepancy between the amount received and the amount awarded is due to the number of subgrantees who have not completed SAPRs. Subgrantees that were not funded for 12 months prior to the reporting deadline were not required to submit an annual report. Any non-compliance with reporting requirements is being addressed through the development of a new automated annual reporting process.

funds supported projects in the following categories: victim services, 38.1%; law enforcement, 23.5%; prosecution, 24.7%; and discretionary, 8.5%.²

Performance data, as reported on the SAPRs, were received from 10,426 separate projects--or "subgrantees"--that received STOP Program funds during FY 1999-FY 2003. Projects operating for at least one year are required to report on their performance in the areas of training, special units, development of new policies and procedures, development of data collection and communications systems, victim services, stalking, and services to American Indian populations.

Victim Services. The greatest proportion of projects providing performance data--more than 73% (7,604 of 10,426) of the total number reporting--supported service delivery to victims/survivors of violent crimes against women. Two figures reported by subgrantees are of special note: 34% of all direct victim services funded by STOP Program funds (2,330 of 6,791) were new services not previously available to victims/survivors, and 94% (6,311 of 6,746) were victims/survivors not previously served who would not have been served without STOP Program funding. The array of services provided to victims/survivors included: crisis counseling; information and referral; personal advocacy; emergency legal advocacy; emergency financial assistance; group treatment and support; crisis hotline services; shelters and safe houses; and criminal justice support/advocacy.

According to subgrantees reporting performance data (8,400 of 10,426), a total of 4,939,833 victims/survivors were served by STOP Program Projects. Victims/survivors were overwhelmingly victims of domestic violence (80%) and female (76%). Among victims/survivors for whom relationship-to-offender information was reported (4,271,748), 65% were related to offenders by blood or marriage or in other intimate relationships with offenders.

² Reflects percentage of funds awarded in each category; missing data 5.2%.

Of those that received services from STOP Program funded projects, subgrantees identified 2,116,190 (43%) as members of “underserved populations.”³ Of these, 32% were African American, 22% were Hispanic, 47% were identified as living in rural areas, and 26% were from underserved urban areas.

Training. Forty-five percent (4,725 of 10,426) of the subgrantees that submitted data reported providing training with their STOP Program funds. A total of 1,294,523 individuals were trained during 77,278 training events. Those developing, delivering, and/or receiving training included law enforcement personnel, victim services providers, prosecutors, health care providers, corrections staff, judges, and other court personnel. Law enforcement personnel were the most likely to be involved in training projects: 64% of all persons who developed the training (2,898 of 4,519) and 76% who were trained (3,400 of 4,456) were in law enforcement.

Special Units. STOP Program funds are used to create, support, or expand special units of law enforcement officers, prosecutors, judges, and other court personnel specifically focusing on violent crimes against women, i.e. sexual assault, domestic violence, and stalking. Thirty-one percent (3,259 of 10,426) of the subgrantees that submitted data reported using STOP Program funds to staff, create, or expand special units to address violence against women. According to these subgrantees, 47% of the units were located in prosecutor’s offices, and 44% in law enforcement. Seventy-seven percent of the subgrantees using funds for special units (2,370 of 3,085) reported that the STOP Program funds were used for supporting and/or expanding an existing unit, 15% (473) for specializing functions such as designating a domestic violence investigator for one or more member agencies too small to operate their own special unit, and 15% (461) for creating a new unit.

³ “Underserved populations” are defined by geographic location, racial/ethnic group, foreign language, or other special needs.

Policies and Procedures. Twenty-six percent (2,702 of 10,426) of the subgrantees submitting data reported using STOP Program funds to develop or revise policies, procedures, protocols, or administrative orders related to violence against women. Eighty percent (2,026 of 2,521) of law enforcement agencies developed new policies or revised existing policies, followed by prosecution agencies (69%), and private, non-profit victim services organizations (54%). Examples of policies addressed include evidence collection, training standards, and requirements or procedures for investigation.

Data Collection and Communication. Twenty-one percent (2,187 of 10,426) of the subgrantees reported using STOP Program funds to develop, install, or expand data collection and communications systems relating to violent crimes against women. Of the 2,131 subgrantees that responded to the question about the type of system, 81% reported using funds to create case tracking and recordkeeping systems, 37% for protection order⁴ tracking, 28% for development of victim notification systems, and 28% for forms development (e.g., standard protection order forms.)

Stalking. Twenty-six percent (2,667 of 10,426) of the subgrantees reported using STOP Program funds for stalking projects. Of these, 85% reported providing direct services to stalking victims/survivors. Virtually all (99%) of the stalking projects addressed stalking as it relates to domestic violence or sexual assault, and 34% of the projects also addressed stalking not related to domestic violence or sexual assault cases.⁵

American Indian Populations. Eight percent (862 of 10,426) of the subgrantees submitting data reported using STOP Program funds for projects that specifically address violence against American Indian victims of domestic violence, sexual assault, and stalking. Of

⁴ A protection order is a court order obtained to protect victims of domestic violence from further harassment or abuse.

these 862 subgrantees, 80% reported the project provided direct services to American Indians outside of reservations, 33% provided direct services on reservations, and 37% provided training, policy development, or other professional support services.⁶

⁵ Percentages total more than 100% because subgrantees could check all that applied.

⁶ Percentages total more than 100% because subgrantees could check all that applied.

II. THE STOP PROGRAM, FISCAL YEARS 1999-2003: STATE-REPORTED DATA AND ACCOMPLISHMENTS

A. Sources of Data

Much of the information in this Report was compiled from data submitted by STOP Program-funded projects on the SAPRs for FY 1999 through FY 2003. Award Information (Part One of SAPRs) Data were available from 55 of the 56 states and territories (2,430 subgrantees) for FY 1999, 54 states and territories (2,508 subgrantees) for FY 2000, 51 states and territories (2,244 subgrantees) for FY 2001, 54 states and territories (2,280 subgrantees) for FY 2002, and 32 states and territories (1,161 subgrantees) for FY 2003.⁷ Table B1 in Appendix B provides detailed information on the number of SAPRs submitted by subgrantees in each state or territory. Performance information (Part Two of SAPRs) for 10,426 subgrants is included in this report.

The other source of information is site visit data collected by the Muskie School from 2000 through 2003. Under a cooperative agreement with OVW, the Muskie School conducted site visits to 8 - 12 states each year, interviewing grantees and subgrantees about how VAWA funding affected community efforts to improve the response to sexual assault, domestic violence, and stalking.⁸ For each state visited, The Muskie School created State Profiles that provide data, personal accounts, and program descriptions. Only site visit information regarding STOP funded projects is included in this Report.⁹

⁷ See footnote 1.

⁸ States visited include: Alaska, California, Colorado, Connecticut, Delaware, Florida, Illinois, Iowa, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Mexico, New York, North Carolina, Ohio, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Washington, West Virginia, and Wisconsin.

⁹ OVW also provides discretionary grant funding directly to programs. These discretionary grant programs are administered by OVW rather than the states and are not addressed in this Report.

B. Distribution of STOP Program Funds

Award information was provided by 10,623 subgrantees during FY 1999-FY 2003. The STOP grantees submitted SAPR data on subgrantees totaling \$116.0 million in FY 1999, \$117.6 million in FY 2000, \$96.7 million in FY 2001, \$108.3 million in FY 2002, and \$61.1 million in FY 2003, out of a total of \$138.4 million (FY 1999), \$131.6 million (FY 2000), \$113.1 million (FY 2001), \$132.2 million (FY 2002), and \$131.4 million (FY 2003) awarded to the states.¹⁰

VAWA required each state to distribute 25% of its STOP Program funds to each of the following funding areas: law enforcement, prosecution, and victim services. VAWA 2000 modified these requirements by adding a 5% set-aside for the state and local courts and an additional 5% for victim services. This leaves 15% in the discretionary category. (42 U.S.C. § 3796gg-1(c)). The remaining 25% could be used in a discretionary area, or applied to one of the other three areas. Table 1 shows the distribution of subgrants across the funding areas during FY 1999-FY 2003. Subgrantees reported that STOP Program funds supported projects in the following areas: victim services (38.1%); law enforcement (23.5%); prosecution (24.7%); and discretionary (8.5%).¹¹ As shown in Table 1, funding awards in FY 1999-FY 2003 were above 25% in the area of victim services, but slightly below 25% in the areas of prosecution and law enforcement (Tables A2 to A5 in Appendix A reflect funds allocated by states to each of these areas).

¹⁰ See footnote 1.

¹¹ Missing data 5.2%; The SAPRs form was not revised to include state and local courts as an allocation category because new reporting forms were in development to capture all of the VAWA 2000 statutory changes. Analysis of SAPR data indicates that state and local courts account for 2% of STOP Program subgrants from 1999 – 2003. However, as indicated in sections II D. and II G. in this report, courts were involved in numerous projects involving special units, training, policy development, data collection systems, and victim advocacy.

Table 1: Cumulative Distribution of Reported FY 1999-2003 STOP Subgrants, Total and by Funding Area Assigned by States (n=10,114)¹²

Assigned Funding Area	Number of Reported Subgrants	Percent of Total \$ Awarded	Median Amount of Reported Subgrants	Range of Reported Subgrants	Total Amount of Funding in the Area
All STOP Subgrants	10,114		\$35,000	\$260-\$2,614,924	\$499,745,099
Law Enforcement	3,152	23.5%	\$27,083	\$200-\$544,106	\$117,205,822
Prosecution	2,678	24.7%	\$32,239	\$260-\$614,650	\$123,472,855
Victim Services	4,955	38.1%	\$27,359	\$300-\$2,614,924	\$190,585,080
Discretionary	1,184	8.5%	\$20,957	\$100-\$582,208	\$42,418,730

STOP Program funds were used to support a wide range of projects, from a small subgrant to educate and train clergy to appropriately respond to victims/survivors who are members of their congregations, to awards of over \$2,614,924 for strengthening the ability of domestic violence centers to respond to rural communities and increasing victim safety by enhancing attorney's knowledge and skills. As shown in Table 2, in each fiscal year since 1999, the majority of STOP Program funds went to projects for the provision of direct victim services. These figures represent only those STOP grantees that completed questions both related to the provision of these services and to funding provided.

Table 2: Funding By Statutory Purpose Area - FY 1999-2003

Statutory Purpose Area	FY 1999 (n=2,220)	FY 2000 (n=2,094)	FY 2001 (n=1,968)	FY 2002 (n=2,099)	FY 2003 (n=1,083)
Training	\$14,533,373	\$14,292,418	\$13,554,961	\$14,394,458	\$9,358,672
Special units	\$21,478,784	\$21,283,629	\$15,882,613	\$19,849,251	\$9,205,353
Policies, protocols, orders, and services	\$6,414,729	\$5,953,821	\$4,365,268	\$5,047,597	\$2,962,975
Data/communication systems	\$2,551,520	\$2,004,744	\$1,737,255	\$1,980,048	\$830,934
Victim services	\$53,065,185	\$53,814,389	\$44,005,191	\$52,532,840	\$29,618,100
Stalking	\$1,310,907	\$1,193,573	\$1,592,610	\$1,786,735	\$954,465
Indian populations	\$782,185	\$945,583	\$1,013,866	\$1,219,215	\$744,537
Other	\$5,779,769	\$6,054,033	\$5,059,405	\$5,482,592	\$3,522,118

¹² 507 subgrantees were not included in the analyses because they did not provide complete information related to subgrant project funding.

Although some STOP subgrants were more than \$100,000, most were significantly smaller. From FY 1999 to FY 2003, the majority of subgrants in each funding area ranged from \$20,000-\$49,999.¹³ Since the STOP Program's inception, fewer than 11% of STOP subgrantees received subgrants that exceeded \$100,000.

C. Patterns of Awards among Projects

The Violence Against Women Act (1994) set forth seven purpose areas for which STOP Program funds may be used.¹⁴ Subgrantees may use funds to 1) provide training, 2) create or enhance special law enforcement or prosecution units, 3) develop or revise policies, 4) create or enhance data collection or communication systems, 5) develop or enhance victim services including those projects that provide outreach to underserved populations, 6) address stalking, and 7) address the needs and circumstances of Indian tribes. Subgrantees often address more than one purpose area with their STOP Program funds. The number of projects by purpose area is as follows:

• Victim service projects	7,604
• Training projects	4,725
• Special units	3,259
• Policy and procedure revisions	2,702
• Stalking initiatives	2,667
• Development of data collection and communication systems	2,187
• Tribal populations projects	862

¹³ See Table A6 in Appendix A.

¹⁴ VAWA 2000 added four purpose areas: (1) to support statewide, coordinated community responses, (2) to train sexual assault forensic medical personnel examiners, (3) to develop, enlarge, and strengthen programs to assist law enforcement, prosecutors, courts and others to address and recognize the needs and circumstances of older and disabled individuals who are victims of domestic violence and sexual assault, and (4) to provide assistance to victims of domestic violence and sexual assault in immigration matters. VAWA 2000 also amended the STOP purpose areas to include judges and court personnel and to address the issue of dating violence.

Table 3 shows the percentage of law enforcement, prosecution, victim services, and discretionary projects addressing each of the seven purpose areas. Table B2, in Appendix B, addresses the number of awards allocated by each state or territory by purpose area.

Table 3: Percent of Projects Distributed by Funding Category and Purpose Area, Among Projects Funded, FY 1999-2003

Purpose Area	Law Enforcement (n=3,152)	Prosecution (n=2,678)	Victim Services (n=4,955)	Discretionary (n=1,184)
Training	52	44	32	47
Special Unit	33	38	7	9
Policy/Protocol Development	27	31	15	26
Data/Communication Systems	15	14	7	13
Victim Services	58	57	86	57
Stalking	15	18	10	10
Indian Population	3	3	4	7
Other	10	12	6	17

(Note: Percentages total more than 100% because grantees could check multiple responses)

Table 3 indicates that:

- Law enforcement projects are funded for training more often than prosecution, victim services, or discretionary projects are funded for training;
- Prosecution projects are funded more often for special units, policy/protocol development, and stalking purposes than law enforcement, victim services, or discretionary projects are funded for these purposes;
- Discretionary projects are funded for Indian populations almost twice as often as law enforcement, prosecution, or victim services projects are used for Indian populations; and
- All four project areas (law enforcement, prosecution, victim services and discretionary) funded more victim services than any other purpose area.

D. Projects Funded Under the VAWA Purpose Areas

Subgrantees were asked to provide performance data for each purpose area addressed by the project.¹⁵ The purpose areas included: 1) training; 2) special units; 3) policies, protocols,

¹⁵ Several subgrantees did not submit performance information, and many performance reports are missing expected data (e.g., subgrant projects that support training should be reporting the profession of personnel developing or receiving the training, the number of personnel trained, and the number of training sessions conducted). Throughout this Report, percentages reflect only subgrantees that have submitted performance data. This is an important limitation of the Report as it does not reflect the activities and accomplishments of all STOP

orders, and service; 4) data/communication systems; 5) victim services; 6) stalking; and 7) American Indian populations. If the project had multiple purpose areas, the subgrantees were asked to indicate the approximate percentage of effort committed to each area. This section includes data provided through the SAPRs and from the Muskie School site visits.

1. Training

STOP Program formula grants are intended to train law enforcement officers and prosecutors to identify and respond more effectively to violent crimes against women, including the crimes of sexual assault and domestic violence. Many STOP Program-funded projects provide professional training. Using STOP Program funds, 45% (4,725 of 10,426) of subgrantees reported that they had developed, delivered, or received training. These subgrantees provided training to 1,294,523 individuals and conducted 77,278 training sessions. Table 4 describes the professional affiliations of persons who developed, delivered, or attended the training.

Table 4: Professional Affiliation of Persons Who Developed/Delivered Training or Who Were Trained, FY 1999-2003

Professions	Developed/Delivered Training Percent (n=4,519)	Received Training Percent (n=4,456)
Law Enforcement	64.1	76.3
Prosecution	48.9	41.7
Courts	19.1	24.8
Corrections	12.9	23.4
Private, Non-profit Victim Services	58.2	53.3
Public Sector Victim Services	25.4	34.4
Health Care Providers	26.0	39.0
Other Service Providers	30.2	43.3
Other	13.0	21.4

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Program subgrantees. Non-compliance with reporting requirements is being addressed through the implementation of a new automated annual reporting process.

Other training activities performed were as follows (n=3,432):

- Previous training materials revised/expanded 82.4%
- New training materials developed 56.3%
- New training methods used 15.4%
- Other 8.7%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Training Projects Supported by the STOP Program

◀ The **South Carolina Criminal Justice Academy Domestic Violence Training Program** started with Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program funding in 1997 and now receives STOP Program funds. Prior to STOP Program funding there had been little training specific to domestic violence provided to law enforcement officers in South Carolina. Through this project, hundreds of law enforcement officers attending the Criminal Justice Academy receive specialized core domestic violence training. The project also provides on-site advanced field training to law enforcement agencies around the state. The training team consists of a police officer, a domestic violence advocate, and a prosecutor.

◀ Law enforcement officers in **Centre County** (Pennsylvania) participating in STOP Program funded training were tested regarding their pre- and post- training knowledge and perceptions about domestic violence. Pre-training, 64% of officers felt that it was not acceptable to warn both parties in a domestic dispute that they will both be arrested if the police are called again; post-training, 100% of officers stated that dual arrests were inappropriate. Pre-training, 53% respondents did not agree that victims who file for protection from abuse orders, and then invite contact with the subject of that order, are responsible themselves for the violation of those orders; post-training, 96% of respondents stated that this item is false.

◀ The **Hmong American Friendship Association (HAFA)** in Milwaukee held multi-disciplinary seminars bringing Hmong clan leaders together with law enforcement, prosecutors, district attorneys, and community members in an effort to discuss domestic violence. With STOP Program funds, HAFA created a court and community interpreters' training program to bridge the language and cultural gaps among the Hmong community, the court system and service providers in Milwaukee. These seminars led to further conversations and an increased comfort within the Hmong community to discuss domestic violence, increased reporting of domestic violence incidents in the Hmong community, increased access to services, and increased competency of service providers in serving the Hmong community.

◀ The **Wisconsin Coalition Against Sexual Assault (WCASA)** developed the "Widening the Circle" initiative. Citing the staggering statistic that 3 out of 4 developmentally disabled persons are sexually assaulted in their lifetime, this initiative offers training to domestic violence and sexual assault service providers and organizations that serve people who are mentally and physically disabled. Their work has resulted in a significant increase in requests for information and technical assistance regarding service to disabled populations across the country. Since

receiving training from WCASA, a hospital-based Sexual Assault Nurse Examiner (SANE) program in Milwaukee saw 70 individuals with disabilities in a three month time period.

2. Special Units

STOP Program funds are used to develop, train, or expand special units of law enforcement officers, prosecutors, and victim services providers, and dedicated court units specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence. Some STOP Program funds are used to support other types of specialized units under other statutory purpose areas.

STOP Program funds were used by 31% (3,259 of 10,426) of the reporting subgrantees to staff, create, support, or expand special units. According to 3,085 subgrantees that answered the question about how funds were used for special units, STOP Program funds were used to:

- Support or expand an existing unit 76.8%
- Support specialized functions for one or more member agencies too small to justify a special unit 15.3%
- Create a new unit 14.9%
- Other 2.9%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

SAPRs require that each project creating or enhancing a special unit report on where that unit is administratively located, number of full-time equivalent staff by profession, and number of personnel staffing the special unit, regardless of funding source. Table 5 shows the administrative location and staffing of special units reported by projects. The majority of units were located in prosecution (47%) or law enforcement (44%) agencies. In all, subgrantees reported that 8,720 of 20,307 full time equivalent staff positions were funded by the STOP Program, representing 43% of all staff devoted to the special units by these projects.

Table 5: Report by Projects on Location and Staffing of Special Units, FY 1999-2003

Type of Agency/Organization	Unit Administratively Located In: Percent (n=3,115)	Staff from Any Funding Source (FTE) (n=3,013)	Staff from STOP Program Funds (FTE) (n=2,749)	Percent Of FTE Supported by STOP Program Funds
Law Enforcement	44.0	6,516	2,588	39.7
Prosecution	46.8	6,380	2,524	39.6
Courts	4.8	294	99	33.7
Corrections	3.0	442	122	27.6
Private, Non-profit Victim Services	16.4	2,656	1,396	52.6
Public Sector Victim Services	4.0	1,296	566	43.7
Health Care Providers	2.8	465	87	18.7
Other Service Providers	2.2	558	168	30.1
Other	3.4	1,700	1,170	68.8
TOTAL		20,307	8,720	42.9

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Special Units Supported by the STOP Program

◀ The **Albuquerque Sexual Assault Nurse Examiner (SANE) Collaborative** (New Mexico) documented that victims of sexual assault who received SANE examinations for the purpose of forensic evidence collection reported their crimes to police more often. Before SANE, 50% of victims reported to police. After SANE was established, the number rose to 72%. Evidence kit collection rose from 30% pre-SANE to 88% post-SANE.

◀ **Rockingham County Sheriff's Department Partnership Program** (North Carolina) hired two investigators dedicated to domestic violence and sexual assault crimes. The investigators work closely with victim advocates, sexual assault nurse examiners, and forensic nurse examiners. They also participate in the countywide interdisciplinary domestic elder abuse task force. Prior to STOP Program funding, the Rockingham County Sheriff's Department reported 36 officer-initiated arrests in 1999. In 2000, after hiring two domestic violence/sexual assault investigators with STOP Program funding, there were five times as many arrests (190) as in the prior year. In the year 2001, there were about six times as many arrests (228).

◀ The **Domestic Violence Unit of the San Diego Sheriff's Department** (California) serves over 800,000 residents, including 23 Native American reservations, and diverse urban, suburban, and rural communities. The department developed a specialized unit to train field deputies to respond to and investigate all domestic violence and sexual assault cases in a manner that would enhance victim safety and hold offenders accountable. The specialized team follows up on domestic violence cases to enhance prosecution.

◀ The **Montgomery County Police Domestic Violence Team** (Maryland) has a three-person unit that deals exclusively with domestic violence cases. The domestic violence unit officers review all the Supplemental Domestic Violence Reports, 911 calls, and any photographs related to the incident. This increases consistency in the quality of reporting and allows for informal learning to occur between patrol officers and the domestic violence unit specialists. Patrol officers have been trained on how to use cameras at the site and all patrol cars are equipped with cameras and film. Updated training on how to maximize this technology occurs on a regular basis. Officers are convinced that the reduced number of cases “nolle prossed” are related to the improvements made in collecting evidence and to the commitment to evidence based prosecution.

◀ The **Domestic Violence Enhanced Response Team (DVERT)** (Colorado) was created in 1996 to identify and proactively address domestic violence cases in Colorado Springs. DVERT is a collaboration between the Colorado Springs Police Department, the Center for the Prevention of Domestic Violence, the 4th Judicial District Attorney’s Office, nine other police agencies and 13 other service providers. This innovative multi-level, multi-disciplinary approach coordinates effective problem solving by providing enhanced victim advocacy, case investigation, child protection, and offender containment. A team of experts share office space, working closely together. The Problem Oriented Policing (POP) unit, a proactive outreach arm of the DVERT project, sends law enforcement officers to visit families where three or more domestic violence calls have been made in a 12 month period. They provide a packet of information, offer resources and assistance, and encourage victims to seek help.

◀ Since the **Strafford County Domestic Violence Project** (New Hampshire) first received VAWA funding in 1998, there has been a significant increase in the imposition of penalties for offenders. In 2001, 70% of offenders found guilty of a misdemeanor domestic violence related crime received a sentence which included referral to a batterer’s intervention program. This compares to 1998, when 38% of misdemeanor guilty findings only included anger management counseling. The percent of offenders sentenced to probation supervision as part of a misdemeanor domestic violence related case increased from 5% in 1998 to 22% in 2001. The percent of offenders found guilty of a misdemeanor domestic violence crime who served time in jail increased from 15% in 1998 to 28% in 2001.

◀ The **Knoxville Police Department, Domestic Violence Unit** created a specialized unit of two counselors, a training coordinator, program manager, sworn officers, administrative support and case managers. It is not necessary for a police report to have been filed for domestic violence victims to receive services from this special unit. The unit averages approximately 200 cases per month and relies on two investigator/counselor teams to conduct follow-up after the first responder files the initial report.

3. Development or Revision of Law Enforcement and Prosecution Policies and Procedures

STOP Program funds are used to develop and implement more effective law enforcement and prosecution policies, protocols, orders, and services specifically directed to preventing, identifying, and responding to violent crimes against women. These funds supported efforts to develop and adopt uniform statewide sexual assault policies and procedures, to implement a state’s mandatory arrest law, to develop statewide law enforcement standards for domestic violence, to develop a statewide domestic violence prosecution manual, and to implement a countywide standard for law enforcement response to domestic violence and sexual assault. Table 6 shows the types of agencies/organizations involved in the development or revision of the policy, procedure, protocol, administrative order, or service development.

Table 6: Types of Subgrantees Involved in the Development or Revision of Policy, FY 1999-2003 (n=2,521)

Type of Agency/Organization	Percent Involved
Law Enforcement	80.4
Prosecution	68.6
Courts	33.5
Corrections	21.6
Private, Non-profit Victim Services	54.4
Public Sector Victim Services	27.9
Health Care Providers	27.9
Other Service Providers	29.9
Other	8.6

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Subject areas addressed by **law enforcement policies and procedures** included (n=1,858):

- Serving victims/survivors and witnesses 81.9%
- How to enforce applicable laws 72.0%
- Collection of evidence 69.6%
- Procedures for investigation 53.2%
- Training standards and requirements 43.9%
- Officer safety 40.9%
- Cultural competence 27.5%
- Other 7.0%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Subject areas addressed by **prosecution policies and procedures** included (n=1,482):

- Serving victims/survivors and witnesses 77.1%
- Aggressive prosecution 69.7%
- How to structure offices and manage caseloads 44.8%
- How specialized court structures operate 26.9%
- Cultural competence 24.4%
- Other 8.1%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Policy and Procedure Development/Revision Supported by the STOP Program

◀ The **Duluth Police Department** (Minnesota) replaced their mandatory arrest policy with an enhanced primary aggressor policy, in conjunction with training from the Domestic Abuse Intervention Project. Since all personnel completed the training in summer of 2001, there have been only four dual arrests, whereas there were 32 in the prior 24-month period.

◀ The **Illinois Center Against Sexual Assault, Kankakee County Sheriff's Department and the Kankakee Sexual Assault Center** developed a multidisciplinary council consisting of the state's attorney, sheriff's department, police departments of Kankakee City, Bourbonnaris, Bradley and Matieno, medical directors and emergency room nursing directors of the two local hospitals, the Children's Advocacy Center, and the Sexual Assault Center. Through the Council's efforts, state model guidelines were implemented, culposcopes have been purchased to improve forensic evidence collection, and medical personnel have been trained in the use of the equipment and the importance of medical evidence. State guidelines call for advocates to work as team members with law enforcement, the medical community, and prosecutors. Reports to the police have increased, prosecution rates are up, the willingness of doctors to testify in court has increased, and consequences for sexual perpetrators have significantly increased.

◀ The **Nicholas County STOP Team** (West Virginia) developed a protocol for their county's response to domestic violence that guarantees victims 24-hours a day access to law enforcement, magistrates, and a domestic violence advocate to ensure the maximum protection from abuse that the law can provide. Advocates believe the dramatic increase in law enforcement referrals is attributable in part to a STOP Program funded law enforcement training.

◀ The **Calera Police Department** (Oklahoma) was the first police department of the twelve counties in the southeastern region of Oklahoma to appoint a specialized officer to address domestic violence/sexual assault. Prior to STOP Program funding, policies and procedures did not contain domestic violence language and officers did not have up-to-date training. This office has worked to develop partnerships with courts, advocates, prosecutors, and other law enforcement agencies and has implemented warrantless arrest procedures.

◀ **Northwest Tribal Judges Association** (Washington) convened tribal, county, and city law enforcement, prosecutors, judges, and victim advocates from each region to discuss full faith and credit for domestic violence protection orders. The first gathering resulted in an agreement between the Stillaguamish Tribe and the Snohomish County Sheriff's Office to include tribal protection orders in the state registry and National Crime Information Center (NCIC) databases. Additional follow-up meetings and action plans have developed between tribal and non-tribal criminal justice systems that were not previously collaborating with each other.

◀ The **Kitsap Sexual Assault Center** (Washington) worked with the Military Family Service Center to develop the Kitsap County Special Assault Investigation Protocol and provide training to 300 advocates on how to respond to sexual assault incidents. The advocates provide services at Bangor Nuclear Submarine Base and on-board vessels that ship out to sea from the base.

4. Data Collection and Enhanced Communications Systems

STOP Program funds are used to develop, install, or expand data collection and communications systems relating to violent crimes against women, including the crimes of sexual assault and domestic violence. These systems link police, prosecution, and the courts for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions relating to these crimes. Funds were used to develop and maintain protection order registries, to create a computer network connecting community-based victim services providers, and to create a sexual/violent offender database that provides notification on the location and status of these offenders. Table 7 describes the types of agencies/organizations involved in the development, maintenance, or use of the data collection or communications systems funded with STOP Program funds.

Table 7: Agencies/Organizations Involved in the Development, Maintenance, or Use of Data Collection/Communications Systems, FY 1999-2003

Type of Agency/Organization	Agencies/Organizations Involved in the Development of System Percent (n=2,026)	Agency/Organization that has Primary Responsibility for Maintaining System Percent (n=1,992)	Agencies/Organizations that Use or Access the System Percent (n=1,541)
Law Enforcement	59.7	39.5	64.7
Prosecution	45.3	24.4	55.9
Courts	22.6	6.8	37.1
Corrections	12.3	3.9	25.8
Private, Non-profit Victim Services	42.6	31.9	42.2
Public Sector Victim Services	14.8	5.7	22.2
Health Care Providers	10.3	3.0	15.3
Other Service Providers	13.5	2.9	25.8
Other	6.0	7.7	11.1

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

The types of data/communication system the subgrant supported were as follows (n=2,131):

- Case tracking and recordkeeping 80.6%
- Protection/restraining order 36.7%
- Forms development 27.7%
- Victim notification system 27.8%
- Hotline calls 21.4%
- Criminal history information 19.1%
- 911 calls 14.9%
- Sex offender registry 10.8%
- Other 8.8%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Data Collection and Communication Systems Supported by the STOP Program

◀ **Women Escaping A Violent Environment (WEAVE)** in Sacramento created a computerized database application called the STAR (Service Tracking and Reporting System). This STOP Program funded system allows domestic violence and sexual assault service providers to collect and analyze victim services data and automates the production of statistical analysis. The STAR system has been disseminated throughout California to victim service centers.

◀ **The New York Prosecutor’s Training Institute (NYPTI)** used STOP Program funds to partially support the creation and maintenance of a Brief Bank, a data bank with terminals in

each District Attorney's Office. The Brief Bank provides district attorneys with comprehensive briefs on sexual assault and domestic violence related issues. NYPTI edits briefs and opinions and makes the information available to users who can find briefs by categories, subcategories and keywords. The Brief Bank includes approximately 2500 briefs (not all related to domestic violence and sexual assault). NYPTI has distributed over 100 computers across every District Attorney's office in NY State.

◀ **Vermont Incident Based Reporting System (VIBRS)** is an innovative network that allows law enforcement officers to easily access a statewide repository which includes a protection order registry, an arrest warrant database, as well as a central repository for active and cleared case investigation reports. These had previously been accessible only through labor-intensive paper searches. Currently VIBRS serves more than 90% of the state.

◀ **Palm Beach County Sheriff's Office (Florida)** created a technology system that supports the Domestic Abuse Response Team (DART). The technology system links the Sheriff's Office with the state attorney's office, victim services, court administration, and probation. The database includes photographs, demographics on the victim, perpetrator and children, prior cases and offense history, case notes, taped or written statements, and 911 calls. This system enables the state attorney's office to have access to information within 24 hours of the offense. Prior to the Domestic Abuse Response Team (DART) and the new technology system, there was an average of seven domestic violence homicides per year. In FY 2001, after DART and the technology system were implemented, there was one domestic homicide, and in FY 2002, there were none.

◀ The **New Mexico Domestic Violence Data Central Repository** was established in 1998, and is housed in the New Mexico Coalition of Sexual Assault Programs' office. This database captures all aggregate data submitted by law enforcement, city and tribal police departments, county sheriff's departments, shelters, and district and magistrate courts on the incidence and characteristics of domestic violence by county. In 2001, the Central Repository began capturing statewide sexual assault data. Data from law enforcement, the courts, and rape crisis and mental health centers that provide services for sexual assault victims are also submitted to the Central Repository on a quarterly basis. The data is analyzed annually in collaboration with a data analysis team to report implications for prevention, intervention, and prosecution of domestic violence and sexual assault crimes.

5. Victim Services

STOP Program funds are used to develop, enlarge, and strengthen victim services programs, including sexual assault and domestic violence programs. With STOP Program funds, subgrantees have developed or improved the delivery of victim services to underserved populations, increased reporting rates for cases involving violent crimes against women,

expanded crisis intervention centers for victims/survivors of sexual assault, and supported specialized court advocates and police-advocate partnerships to provide crisis intervention services for victims/survivors. Table 8 describes the types of services provided by STOP subgrantees.

Table 8: Type of Victim Services Provided, FY 1999-2003 (n=7,587)

Type of Service	Percentage of Subgrantees Reporting
Direct Services:	
Crisis Counseling	73.7
Follow-up Contact	81.7
Therapy	24.3
Group Treatment	44.7
Crisis Hotline Counseling	51.9
Shelter/Safe House	44.9
Information and Referral	85.2
Criminal Justice Support/Advocacy	78.7
Emergency Financial Assistance	38.1
Emergency Legal Advocacy	52.9
Assistance in Filing Compensation	59.0
Personal Advocacy	71.4
Telephone Contacts	79.2
Other Direct	18.1
Other Victim Services:	
Systems Change Advocacy	34.2
Community Education	67.1
Planning, Coordination, Technical Assistance	47.9
Other	4.4

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Subgrantees providing direct services to victims/survivors used STOP Program funds to support the following services (n=6,791):

- Improved or enhanced versions of current services 71.4%
- More of the same service already available 68.8%
- New or improved services not previously available 34.3%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Victim Service Programs Supported by the STOP Program

 **Emmonak Women’s Shelter** (Alaska) received its first VAWA funds in 2001. The shelter was "built one piece at a time on the foundation of our traditional values." Two STOP Program funded advocate positions allow previously unavailable 24-hour staff coverage. A new

children's services coordinator holds weekly boys' and girls' groups attended by community children where Native crafts provide opportunities for the discussion of issues surrounding violence. The Emmonak Women's Shelter has seen a 148% increase in the number of nights of shelter between 1999 and 2001 (from 323 in 1999 to 803 in 2001). Located in the bush, with no connecting roads and a two-hour flight from Anchorage, 62% of their 2001 travel budget was used for the emergency air transportation of 27 women and 52 children to the shelter from surrounding villages. In 2001, the shelter's first year of funding, they expected to provide 600 individual advocacy sessions and instead more than doubled that prediction, serving 1,424 women and children.

◀ **Call Rape** (Oklahoma) founded in 1975, is the only agency funded by STOP Program Funds in Oklahoma to provide services exclusively to sexual assault victims. The satellite office in North Tulsa was opened to better serve underserved populations including African American, incarcerated, and gay and lesbian victims. STOP Program funding supports the counseling services provided at the satellite office in North Tulsa which was opened in April 2002.

◀ The **Connecticut Sexual Assault Crisis Services, Inc. (CONNSACS)** is creating a systematic statewide response to the needs of Spanish-speaking victims of sexual assault. With STOP Program funds, CONNSACS created the second 24-hour Spanish sexual assault statewide hotline in the country in FY 2002. To properly serve hotline callers, Spanish Response Teams were created at the six largest rape crisis centers across the state. Through these efforts, there has been a 58% increase in the number of Latina victims served by CONNSACS—from 396 victims in 1996 to 625 in 2002.

◀ **SAFE Homes-Rape Crisis Coalition** (South Carolina) used STOP Program funding for a Domestic Violence Criminal Court Advocate Program. Prior to receiving STOP Program funds, advocates attended 62 criminal court hearings in one year. That number increased to 648 in 1997, 1,171 in 1998 and 1,511 in 1999. Stronger relationships with the Solicitor's Office, police, and judges has resulted in increased involvement in the criminal justice system from victims, and a positive change in the way victims are perceived and treated.

◀ In 1998, **Cache County Victim Services** (Utah) housed at the County Attorney's Office, served 3,049 victims and provided information and referrals to 13,101 callers. In 1995, prior to STOP Program funding, 66 victims and 144 callers were served. STOP Program funding has transformed the way Cache County responds to crimes against women. Numerous agencies now work as a single unit, delivering seamless services to victims from the time the crime is reported to the time the case is finally over, years later in some cases. STOP Program funding has facilitated the creation of Citizens Engaged Against Sexual Exploitation (CEASE), the first countywide multi-disciplinary sexual assault coalition in Utah. CEASE has greatly enhanced the development of policy and procedure changes system-wide through cooperation and memoranda of understanding. Additional new and/or enhanced domestic violence and sexual assault services in Cache County include: the Mobile Sexual Assault Response Team (SART), responding to 326 calls last year; a Victim Advocate employed in the County Attorney's Office; a specialized domestic violence/sexual assault county prosecutor; a STOP Program funded culposcope for use

in rape investigations; and expanded services through increased victim advocacy, shelter, and training programs.

◀ **Delaware Collaborative Sexual Assault Services** creates a holistic, multi-faceted network of services for victims of sexual assault. Under this project, CONTACT Delaware provides crisis intervention and hospital accompaniments, SOAR (Survivors of Abuse and Recovery) provides intensive individual and group treatment, and Prevent Child Abuse Delaware (PCAD) provides long-term support groups. These groups also created a Coordinating Council Against Sexual Assault, which regularly brings together professionals working on these issues and which sponsored the first sexual assault conference in Delaware. STOP Program funds have been used in conjunction with VOCA (Victims of Crime Act) funds to provide training for nurses in the SANE program and for police officers. In addition, Sexual Assault Response Teams have created collaboration among nursing staff, rape crisis program staff and volunteers, and police officers.

◀ The **Memphis Sexual Assault Resource Center R.O.S.E. Project** (Rape Offenses STOP and Eliminate) (Tennessee) provides sexual assault victims with 24-hour support and information necessary to proceed with investigation and prosecution. Victims are provided with crisis intervention counseling, advised of their rights as witnesses to a crime, given concrete information on proceeding with the investigation in accordance with law enforcement protocol, and provided with follow-up information related to services. STOP Program funding is used to provide additional staff from 4 p.m. to midnight recognizing that approximately 70% of adult female rape survivors seek assistance after routine business hours. This allows victims to receive comprehensive service in one facility. In Memphis, rape victims now participate in the criminal justice system more frequently.

Characteristics of Victims/Survivors Served

Subgrantees were asked to provide information regarding victims/survivors served by their projects. A total number of 4,939,833 victims/survivors were served. Table 9 shows the characteristics of victims/survivors who received services as reported by 8,400 subgrantees for FY 1999-FY 2003. Table B3 in Appendix B provides information about victims/survivors served for each state or territory. Most victims/survivors were:

- Victims/survivors of domestic violence 79.8%
- Primary¹⁶ 76.8%
- Female 76.4%

¹⁶ Primary victims are those against whom the domestic violence, sexual assault, or stalking was directed. Secondary victims are those close to the primary victim who were indirectly affected by the victimization (such as children of victims who were traumatized by the abuse).

- Related to offenders by blood or marriage (36.0%) 64.8%
or in an intimate relationship with the offender (28.8%)
- Between the ages 26 to 40 28.9%

Table 9: Characteristics of Victims/Survivors Receiving Direct Services, 1999-2003

Demographic	Percent Of Total
Primary or Secondary Victim (n=4,923,347)	
Primary	76.8
Secondary	15.8
Unknown	7.4
Gender (n=4,825,426)	
Male	11.3
Female	76.4
Unknown	12.3
Age Grouping (n=4,648,543)	
12 or Under	8.8
13-17	4.7
18-25	17.8
26-40	28.9
41-60	12.9
61+	1.5
Unknown	25.4
Type of Crime (n=4,846,026)	
Sexual Assault	9.4
Domestic Violence	79.8
Stalking	3.2
Unknown	7.7

(Note: The number of victims/survivors reported in each demographic category varies, or do not add to total number of victims/survivors served because data was not provided as directed in all categories for all victims/survivors)

Among victims/survivors of sexual assault, 50% were sexually assaulted as adults or adolescents, and 17% were adults sexually assaulted as children who sought services as adults. For 34% of victims/survivors of sexual assault, age at the time of assault was unknown.

One goal of the VAWA funding is to reach underserved populations. STOP Program funds have been used to provide outreach to underserved populations by supporting the following types of projects:

- Bilingual/bicultural prosecutors and victim witness advocates;
- Special programs for elderly victims/survivors of sexual assault or domestic violence;
- Special programs for victims/survivors with ongoing substance abuse issues;

- Assistance to victims/survivors of sexual assault and domestic violence in immigration matters and education/training to victim services providers, judges, and attorneys on issues related to battered immigrants;
- A mobile medical unit traveling to migrant worker camps addressing issues relating to sexual and physical violence in the context of routine medical services; and
- Enhancing services to female victims/survivors of physical or sexual abuse who are in the custody of the State Department of Corrections.

Subgrantees are asked to identify the populations considered underserved in their community and whether their project intends to emphasize an underserved population. Table 10 shows the percent of projects responding in each of these categories.

Table 10: Populations Considered Underserved by the Project; Population Projects Will Emphasize, FY 1999-FY 2003

Population	Percent Of Subgrantees That Consider This Population Underserved (n=7,919)	Percent Of Projects That Will Emphasize This Population (n=5,916)
Geographic area:		
Rural Area	70.9	68.1
Tribal Area	13.4	11.2
Underserved Urban Area	30.9	25.3
Other Geographic Area	2.1	2.3
Racial/Ethnic Population		
African American	49.3	34.3
Asian-American	32.9	19.8
Pacific Islander	16.6	10.2
Hispanic	60.5	50.4
Native American	33.4	23.8
Other	7.8	7.1
Non-English Speaking		
Spanish Speaking	59.6	51.1
Speakers of an Asian Language	25.6	15.2
Other Non-English Speaking	16.4	12.5
Special Needs		
Mentally/Emotionally Challenged	51.5	36.2
Physically/Medically Challenged	45.8	32.1
Older Women	50.1	35.3
Migrant Farm Workers	23.1	15.6
Immigrants	38.0	28.8
Women at Risk ¹⁷	42.2	30.1
Other	5.5	6.4

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

¹⁷ The SAPR provides a list of women at risk – incarcerated women, prostitutes, substance abusers, etc.

Forty-three percent (2,116,190 of 4,939,833) of all victims/survivors who received services were categorized as part of an underserved population. Table 11 shows the percent of victims/survivors representing underserved populations who received services within each of underserved categories.

Table 11: Percent of Victims/Survivors Served from Underserved Populations by Geographic Area, Race/Ethnicity, Non-English Speaking, or Special Needs
FY 1999-FY 2003 (n=2,116,190) ¹⁸

Population	Percent
Geographic area:	
Rural area	46.9
Tribal area	1.5
Underserved Urban area	26.2
Other Geographic area	4.1
Racial/Ethnic Population	
African American	31.9
Asian American	2.1
Pacific Islander	0.8
Hispanic	21.7
Native American	3.7
Other	15.9
Non-English Speaking	
Spanish Speaking	9.7
Speakers of an Asian Language	0.8
Other non-English Speaking	1.1
Special Needs	
Mentally/Emotionally Challenged	5.7
Physically/Medically Challenged	2.9
Older Women	2.3
Migrant Farm Workers	0.4
Immigrants	3.5
Women at Risk	6.8
Other	2.3

The following outreach methods were used by projects to reach or serve underserved populations (n=6,153):

- Building partnerships between subgrantee agencies/organizations and other agencies/organizations 67.9%
- Training to increase cultural competence 56.8%
- Hiring members of underserved populations as staff or volunteers 49.0%
- Hiring staff or volunteers who speak the population’s language 48.6%

¹⁸ Percentages represent the percentage of all underserved persons. People served may come from more than one underserved population, so percentages exceed 100%.

- Providing materials in appropriate language 47.2%
- Serving or representing the populations 47.1%
- Making special efforts to reach members of the population, such as opening outreach (satellite) offices in targeted areas 43.6%
- Providing special services tailored to a culture 40.4%
- Other 5.0%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Services to Underserved Populations Supported by the STOP Program

◀ **La Esperanza/The Peoples Place II** provides services to Latina victims of domestic abuse. These funds were initially used to establish a collaborative project between the domestic violence program (The Peoples Place II) and a Latino community center (La Esperanza). Initially, domestic violence providers trained community staff members on the complex issues related to family violence. Community members, in turn, were able to identify special concerns related to the Latino population. Services include translation, legal assistance, housing assistance and counseling through support groups. After a few years under the umbrella of the Peoples Place II, the program was eventually incorporated into the existing structure of La Esperanza. La Esperanza, a program providing outreach to the Latina community has provided support groups, shelter and case management services to Spanish-speaking victims of domestic abuse. Of the victims receiving case management services 67% reported no further abuse.

◀ The **Florida Coalition Against Domestic Violence Rural Initiative** brought domestic violence and sexual assault services to Florida’s rural communities. The Florida Coalition Against Domestic Violence, through its Rural Initiative, gave money for outreach services to 21 rural counties. Prior to the Rural Initiative, direct service provision was impeded because of a lack of firm local support to ensure that their work could continue after grant funding ended. Currently 17 of the 21 counties no longer receive STOP Program funding and have secured private funding from the communities to continue outreach services. Additionally, a diversity program grew out of the realization that women of color were not using domestic violence services through the Rural Initiative. The Diversity Program hired rural organizers who are members of the local African American community; these organizers have formed relationships with everyone from the local sheriffs to hair stylists in minority communities and are an important referral and information source.

◀ **Organization en California Lideres Campesinas** (Pomona, CA) began as a volunteer-based, community organizing campaign serving farm worker women. Lideres Campesinas now employs a staff of 14 working in 12 communities, has 250 members statewide, and has trained 25,000 immigrant and migrant women. Prior to Lideres Campesinas receiving STOP Program funding, domestic violence was never directly addressed among farm worker women.

◀ **Our House, Inc.** (Greenville, MS) provides services for eight rural counties in which 40-60% of the population live below the poverty level. The program has concentrated efforts on public awareness and maximizing outreach efforts to victims. It is the agency’s philosophy that

the entire county must change and understand that violence in the home is a crime against society. Our House has been successful in developing a countywide task force, which addresses issues of domestic violence in the community.

◀ The **Chickasaw Nation** (Oklahoma) served 94 women in 1998. By 2001, provision of services grew to over three times that number (318 women). Services included client and court advocacy, housing, and assistance with utilities, clothing, groceries, and transportation.

6. Stalking

STOP Program funds are allocated to develop, enlarge, or strengthen programs addressing stalking. These programs may provide direct services to victims/survivors, and/or training and policy development. These programs provided training to criminal justice professionals and victim advocates regarding state stalking statutes. Funds also supported enhanced special units addressing the crime of stalking, information on how to recognize stalking behavior, and how to collect preliminary evidence.

According to 2,405 subgrantees who answered the question about services provided, 85.3% provided direct services, 52.7% provided training, policy development, or other professional support services, and 6.3% offered other services related to stalking. Of the 2,511 subgrantees that responded to the question about the area their stalking project addressed, 99% of the stalking projects addressed stalking as it related to domestic violence or sexual assault, and 34% of the projects also addressed stalking not related to domestic violence or sexual assault cases.

Examples of Stalking Programs Supported by the STOP Program

◀ In 1997, the **Los Angeles County District Attorney's Office** created the Stalking and Threat Assessment Team (S.T.A.T) with the support of STOP Program funding. On February 14, 2000, they launched the "Love Me Not" campaign, an informative, anti-stalking campaign targeted at college students. "Love Me Not" is a collaboration between the Los Angeles County District Attorney's Office, Los Angeles Commission on Assaults Against Women, a victim services provider, and five Los Angeles area college campuses. It offers prosecutorial services

and an array of prevention and safety resources for victims. During the first weeks of the campaign, over 4,000 people visited the website.

◀ The **Alaska State Troopers** used STOP Program funds to install video surveillance systems, designed to aid law enforcement in the apprehension of stalkers through the use of time lapse photography in Anchorage, Fairbanks and Soldotna.

◀ **Resources, Inc.**, the largest legal advocacy project in New Mexico, created the Stalking Assessment Team (SCAT) within the Albuquerque Police Department in response to a case in which a woman was killed by her stalker. The SCAT team provides specialized training to police officers and advocates on investigating and prosecuting stalking cases, and assisting stalking victims. The team responds to secured crime scenes with the police, and offers specialized knowledge to officers about stalking cases. Resources, Inc. is staffed by victim advocates, specialized domestic violence detectives, therapists, and two staff attorneys. The team has protocols with all emergency rooms and has strong relationships with judges, commissioners, and the Albuquerque Airport police.

7. American Indian Populations

STOP Program funds are used to develop, enlarge, or strengthen programs addressing the needs and circumstances of American Indian tribes dealing with violent crimes against women, including the crimes of sexual assault and domestic violence. These programs may provide direct services to American Indians on or outside reservations, or support training and policy development. STOP Program funds supported victim advocates, legal advocates, training, changes in tribal codes, outreach programs, and curricula for tribal law enforcement.

Projects addressing American Indian populations (n=862) provided:

- Direct services to American Indians outside reservations 79.6%
- Training, policy development, or other professional support services 36.7%
- Direct services to American Indians on reservations 32.9%
- Other 5.7%

(Note: Percentages total more than 100% because subgrantees could check multiple responses)

Examples of Services for American Indian Populations Supported by STOP Program

◀ The **Alaska State Troopers** (AST) extend their training on issues of domestic violence and sexual assault beyond law enforcement officers and village public safety officers to include state park rangers, University of Alaska Anchorage and Fairbanks

campus police, Sexual Assault Nurse Examiner and Sexual Assault Response Teams, and village police officers. AST translated their booklet outlining rights and services for abused women into two native languages--Yup'ik and Inupiaq--and made all available in audio on their website. Officers read required portions of the booklet to the victim when responding to a call.

◀ The **Confederated Tribes of Warm Springs** (Oregon), Victims of Crimes Services Department (VOCS) is comprised of six staff and seven volunteers. The program's mission is to promote safety of and justice for victims of crime on the reservation through on-scene crisis intervention, shelter, court advocacy, information and emotional support. The VOCS Department joins law enforcement to reduce domestic violence experienced by American Indian women through training, community awareness, and victim assistance. The program has strengthened tribal justice system strategies by forming teams including victim advocates, investigators, and a prosecutor to more effectively provide victim services.

◀ **Peace Between Partners** (California) is a sexual assault and domestic violence program that provides information and around-the-clock assistance to tribal members of the North County Reservations. Peace Between Partners helps American Indian people heal from multi-generational violence. Through the innovation of Indian Health Council's sexual assault and domestic violence programs, a heightened awareness concerning the needs of tribal members from the nine north San Diego county reservations has occurred. This grass roots program has increased trust within the American Indian community allowing for positive partnerships with local law enforcement and other community agencies. Funded by the STOP Program, a first annual "Surviving the Journey" Conference honoring women survivors and uniting a community response was held in May 2000.

◀ In 2001, the **Osage Family Violence Prevention Program** (Oklahoma) provided shelter to 51 clients and crisis services to 91 victims. In the first six months of 2002, shelter was provided for 68 clients, an increase of 33%. Crisis services were provided to 212 victims, an increase of 120%.

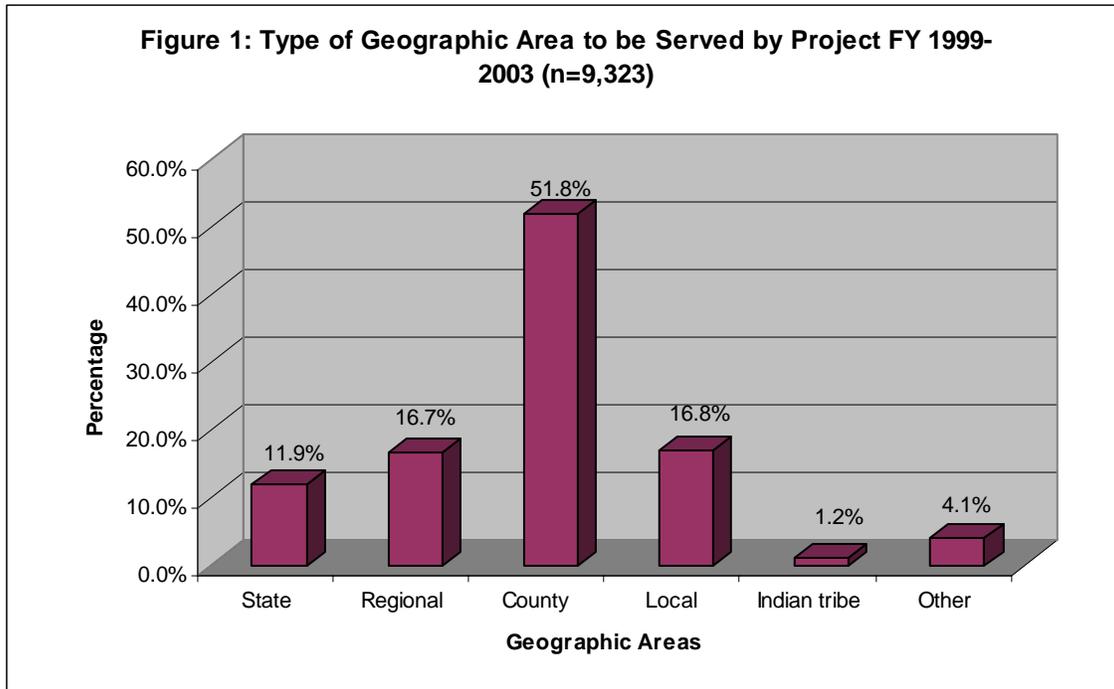
◀ The **Apache Tribe of Oklahoma** used STOP Program funds to establish a shelter. Prior to receiving funding in 1997, women were forced to seek assistance at an agency over 45 miles away. Since 1997, the tribe has provided emergency services to 498 Native and non-Native women

E. Scope of Projects

Each of the projects funded can address issues on a local, regional, or statewide level.

Figure 1 has indicated that most of the STOP subgrants were awarded to counties, followed by

local, regional, and state governments.¹⁹ One percent of subgrants were awarded to American Indian tribes.²⁰



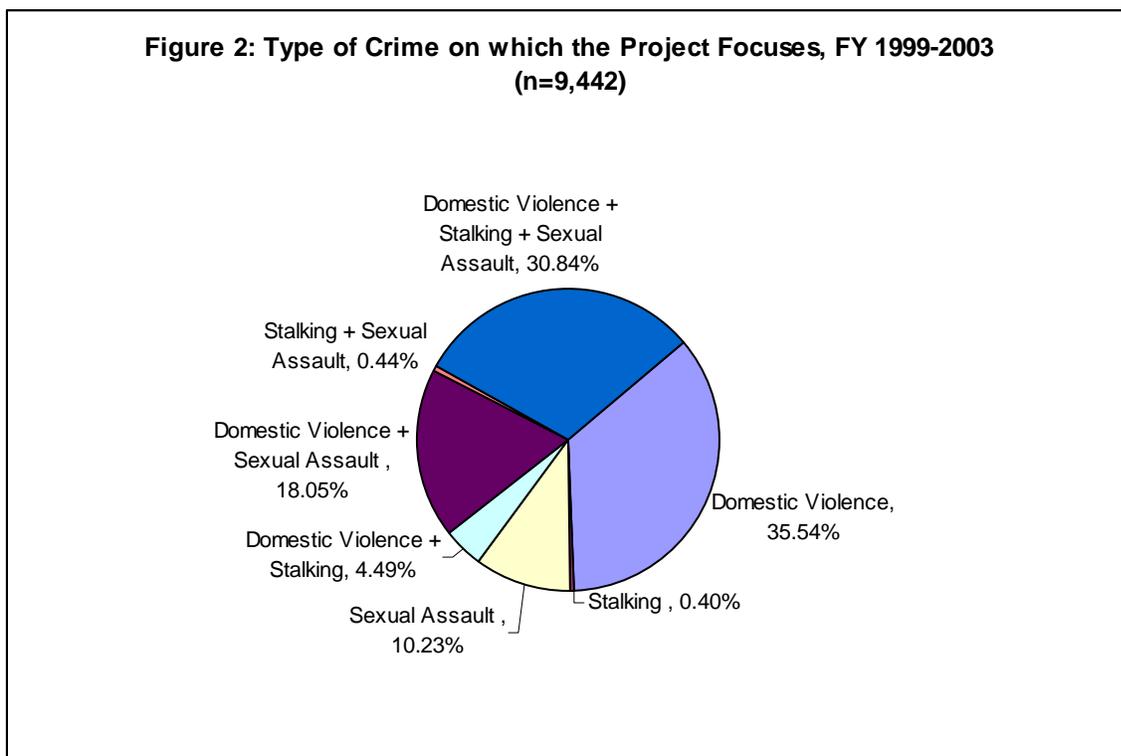
F. Type of Crime

Of the 10,623 subgrantees that submitted data, 9,442 reported on the type of crime to be addressed by their project. Figure 2 shows the extent to which STOP Program-funded projects focused on issues of sexual assault, domestic violence, and/or stalking. A substantial number of projects reported focusing on more than one type of crime. The percentages below, which include only those projects that provided information, vary somewhat from figures reported for FY 1995 - FY 1998. During FY 1995 - FY 1998, 47% of projects focused on domestic violence

¹⁹ 1,300 subgrantees were not included in this analysis because they did not provide complete information related to the scope of project.

²⁰ In addition, VAWA 1994 set aside 4% and VAWA 2000 set aside 5% of STOP Program funds for grants to Indian tribal governments. The funds are distributed to tribal grantees through the STOP Violence Against Indian Women Discretionary Program.

only, compared with 36% for FY 1999-FY 2003. Fifteen percent of projects reported all three (domestic violence, stalking, and sexual assault) as crimes in FY 1995 – FY 1998, compared with 31% for FY 1999 - FY 2003. These figures suggest that more projects are expanding their focus to address multiple forms of violence against women.

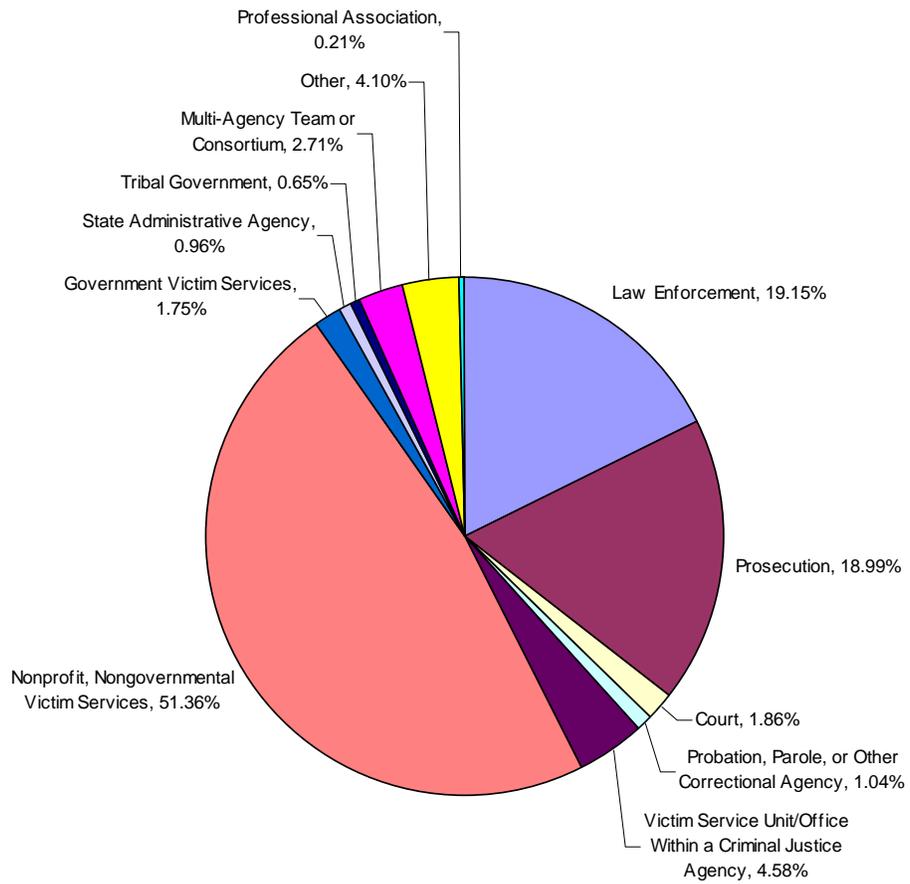


G. Types of Subgrantee Agencies/Organizations

Subgrants are awarded to many types of agencies/organizations. Figure 3 shows the type of subgrantee agency/organization reporting to the SAPR database.²¹ Fifty-one percent were non-profit, non-governmental victim services organizations, followed by law enforcement agencies (19.2%), and prosecution agencies (19.0%). No other type of agency/organization exceeded 5% of subgrantees.

²¹ 677 subgrantees were not included in this analysis because they did not provide complete information related to the type of subgrantee agency/organization.

Figure 3: Type of Subgrantee Agency/Organization, FY 1999-2003 (n=9,946)



III. LOOKING AHEAD: MEASURING EFFECTIVENESS OF VAWA GRANT PROGRAMS

Pursuant to the reporting requirements of VAWA 2000 (which require every grantee to report on the number of people served, the number of people seeking services who could not be served, and the effectiveness of the grant), the Office on Violence Against Women (OVW), has entered into a cooperative agreement with the Muskie School. The VAWA Measuring Effectiveness Initiative team at the Muskie School, in collaboration with OVW, has developed new and improved instruments allowing grantees and subgrantees to report on the effectiveness of their activities. Muskie School staff assisted OVW in identifying performance measures for all programs administered by OVW. The goal was to develop performance measures that apply to all programs, and yet are specific enough to capture activities particular to each service area. Data provided by grantees will enable OVW, the Attorney General, and Congress to better measure the effectiveness of programs funded under VAWA 1994 and VAWA 2000.

Based on input from State STOP Administrators, subgrantees, State Sexual Assault and Domestic Violence Coalitions, technical assistance providers, OVW program managers, and researchers, a multi-method system of data collection was identified as the best means to meet the Congressional reporting requirements. These methods include site visits to 10 states or territories each year, as well as annual Progress Reports for STOP Program subgrantees and administrators in each state territory. Similar Semi-Annual Progress Reports were developed for each discretionary grant program administered by OVW.

The new annual reporting form replaces the current Subgrantee Award and Performance Report (SAPR) and began being used by subgrantees for the annual reporting period beginning

January 1, 2004. Training and technical assistance supported by OVW was, and continues to be, provided to State STOP Administrators and subgrantees. In the new annual reporting form (Appendix C), each grantee reports on activities specific to their efforts to respond to violence against women. The reporting form primarily collects standardized quantitative data, such as demographics, services provided, and outcomes of criminal justice cases. There are also open-ended qualitative questions that allow grantees to report on the status of grant goals and objectives, challenges, and areas of remaining need. The reporting form requires every project director to report on the number of victims/survivors served, those who could not be served, and demographic information related to underserved populations. Each project reports on activities specific to their efforts to reduce violence against women. All subgrantees are asked qualitative questions to describe the ways they have worked toward improving victim services, offender accountability, and outreach to underserved populations. It is anticipated that the collection of these measures through standardized, automated reporting instruments will vastly improve the quality of reporting and the information available to OVW, the Attorney General, and Congress to administer the STOP Program and monitor grant performance.

APPENDIX A:

STOP Program Funding by Category Awarded/Received

APPENDIX B:

Subgrant Award and Performance Report (SAPR) by State

APPENDIX C:

New Annual Progress Report for STOP Violence Against Women

Formula Grant Program