

ANALYSIS OF DOMESTIC VIOLENCE  
PROGRAMS ADMINISTERED BY THE INDIANA  
CRIMINAL JUSTICE INSTITUTE: STOP GRANT  
AWARDS, 2005 AND 2006

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# The Indiana Criminal Justice Institute Report Series, 2005-07

On January 26, 2006, the Indiana Criminal Justice Institute (ICJI) contracted with the IUPUI Center for Urban Policy and the Environment (Center) to perform descriptive assessments and evaluations of 12 federal grant programs administered by ICJI. The ICJI asked the Center to examine subgrantee files maintained at the ICJI offices and assess the process of subgrantee grant applications and the extent to which reported performance of services is consistent with subgrantee proposals. The primary sources of data for these assessments are the subgrantee applications and their fiscal and performance reports, all of which are maintained as internal administrative records by the ICJI. The major purpose of each assessment is to determine whether subgrantees are producing the services proposed in grant applications, as well as to compile any performance information contained within ICJI's internal subgrantee files.





# Executive Summary

The Victim Services Division of the Indiana Criminal Justice Institute (ICJI) manages two major federal grant programs designed to aid crime victims. One is designed for all victims of crime (VOCA, or the Victims of Crime Act). The other is the STOP (**S**ervices, **T**raining, **O**fficers, and **P**rosecutors) Violence Against Women Grant Program. This report assesses two years of STOP grants given by ICJI to Indiana subgrantees, covering two operating periods: 2005 (July 1, 2004, through June 30, 2005) and 2006 (July 1, 2005, through June 30, 2006). For 2005, there were 65 STOP grants totaling \$2.25 million, and in 2006 there were 63 grants totaling \$2.14 million. The report examined the flow of federal STOP funds since Federal Fiscal Year (FFY) 1999, finding that ICJI received about \$2.6 million in federal STOP funds annually. On average, about 97 percent of these funds were spent each year, and ICJI did an effective job of managing the federal revenue flows associated with STOP programs. In terms of the kind of STOP programs funded, victims services agencies captured more than half of grant awards and 40 percent of total proceeds. Prosecutor agencies received 30 percent of awards and proceeds. About 16 percent of awards and 24 percent of grant proceeds went to law enforcement. As the award and funding allocations suggest, victim services providers were the primary focus of STOP programs, followed closely by prosecutor offices.

However, STOP-funded programs also operate across these agency and jurisdictional categories. Many victim services functions are performed by law enforcement or prosecutorial agencies. In this sense, crossover of functional activities is common. For example, although the Greenfield Police Department Victim Assistance Program is classified into the law enforcement category, it nonetheless provides mostly victim services such as various kinds of advocacy and straightforward victim notification functions. Similarly, the Fort Wayne Domestic Violence Investigator program also provides a mix of victim services and law enforcement activities. Therefore, the categorization of programs funded by ICJI STOP awards is based more on the agency identification of the subgrantee than on a strict description of the program activities performed by a grant recipient.

In part, the crossover of agency functions occurs because of the relatively broad goals of the federal STOP program. STOP funding is intended to improve the criminal justice system's response to violent crimes against women. To that end, the various programs funded by ICJI STOP grants are meant to reduce or manage the effects of violence against women, and clearly use diverse programs and methods to do so. Special prosecution units focus on domestic violence cases, and are interested in prosecuting and punishing offenders. Victim services units provide counseling, various kinds of advocacy and support, help in obtaining protection orders, and other forms of assistance believed to benefit victims of sexual assault, stalking, or domestic abuse. Some STOP programs provide mostly shelter services, while others focus on the production of temporary and final protection orders. Some law enforcement programs focus on improving the investigation of domestic violence, while others concentrate on the handling of victims by local police units. Taken as a whole, the outputs of Indiana STOP-funded programs vary, and the performance metrics reported by various subgrantees also differ.

Considering the entire state, STOP grant funds concentrated in slightly more than one-third of Indiana counties. In the 2005 operating period, the 65 STOP grants were distributed among 37 Indiana counties, while the 63 grants in 2006 were distributed among 35 counties. This raises a question of whether there are underserved areas within the state for which STOP funds might be targeted. In order to create a representative picture of county-level demand for STOP resources, a *violence against women county incident rate* was calculated as the 2004 sum of adults served in emergency shelters, rape arrests, and sex offense

arrests, expressed as the rate per 10,000 adult population (18 years of age and older).<sup>1</sup> The incident rate analysis identified 16 counties in the state with rates greater than the statewide rate of 14.2 per 10,000 adults, ranging from 15.8 to 26.5 per 10,000 adults. Of these 16 counties with the highest incident rates, six did not obtain any STOP funds during this 2005–2006 operating periods, suggesting areas where STOP resources might be deployed more strategically in the future. The high incidence counties that sought no STOP funds were Wayne (24.5 incidents per 10,000 adults), Montgomery (23.6), Starke (21.9), Tippecanoe (16.8), Orange (16.3), and Bartholomew (15.8).

The various programs funded through ICJI's STOP grants produced a wide variety of services. Since the end of the 2004 calendar year, STOP subgrantees have submitted *Annual Progress Reports* to ICJI as part of a national STOP reporting system managed by the University of Maine. The Center converted the *Annual Progress Reports* for calendar year 2005 into a relational data base, and produced aggregate statistics from the data base that summarize the service production activities of STOP subgrantees. This analysis provided the following overview of STOP grant programs for calendar year 2005:

1. The STOP programs helped finance 93 full-time equivalent (FTE) personnel. Based on statewide STOP grants of about \$2.2 million in 2005, this translates to about \$23,000 per FTE. Funds buy primarily victim advocates, prosecutors, or law enforcement officers.
2. Somewhere around 16,500 victims were served. More than 84 percent were female. The demographic profile of victims served suggests a moderate degree of diversity (e.g., 55 percent were White, 25 percent were Black, five percent were Hispanic, and 14 percent were classified as unknown).
3. Victim services subgrantees provided at least nine kinds of services. Victim-survivor and criminal justice advocacy services, hotline calls, and victim notification services comprised 75 percent of the activities produced by victim services units supported by STOP funds.
4. Law enforcement services provided to victims encompassed 12 different activities. More than 75 percent of these services are simply calls for assistance and incident reports.
5. STOP subgrantees reported providing about 75,000 bed-days of emergency shelter or transitional housing. Shelter services provided to the victims and family members affected by domestic violence provided residential shelter worth approximately \$5 million.<sup>2</sup>
6. Various STOP subgrantees provided assistance in the production of 5,946 temporary protection orders (of which 5,159—or 87 percent—were granted), and 3,363 final protection orders (3,203—or 95 percent—were granted).
7. STOP-funded prosecutor units reported filing 6,351 charges in 2005. From these, prosecutor offices produced 5,494 dispositions (86 percent of charges filed). Of these, misdemeanor domestic violence and protection order violations made up 80 percent of all STOP-funded prosecutor activities.
8. The overall conviction rate for STOP-funded prosecutor programs was 56 percent. Although there were only two STOP-funded court programs in 2005, nearly 77 percent of cases processed by those programs ended with convictions.

Finally, six case studies provided additional detailed information about what individual subgrantees proposed to do in STOP funding applications, and the extent to which their self-reported activities were consistent with proposed scopes of grant-funded work. The file information about case studies was collected and analyzed March through May, 2006. Fiscal information on subgrantee spending for the 2006

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<sup>1</sup> The Indiana Coalition Against Domestic Violence (ICADV) annually reports the number of adults seeking emergency shelter services resulting from incidents of domestic violence or abuse. Rape and sex offense arrests were taken from 2004 Uniform Crime Report data.

<sup>2</sup> One of the largest local providers of shelter services, the Julian Center, assigns a value of \$66 per bed day. Therefore, the estimated market value of shelter services is calculated by valuing each bed-day reported by subgrantees at \$66.



STOP awards was only available through the end of the third-quarter reporting period (March 31, 2006). Activities and performance measures documented in the subgrantee's *Annual Progress Reports* for calendar years 2004 and 2005 were utilized. The case studies absorbed \$1.45 million or 37 percent of ICJI's total STOP subgrantee awards (\$4.3 million) during the two periods. Two of the cases—the Fort Wayne domestic violence unit and the St. Joseph County Prosecutor—accounted for about 85 percent of all law enforcement activities reported by STOP subgrantees in 2005. Overall, the case studies pointed to the following recommendations.

### Improving Grant Applications

1. Grant applicants should spend more time creating a justification for the grant and provide a rationale for why this program, unit, or service is expected to decrease domestic violence, sexual assault, and stalking in the jurisdiction in question. In other words, they need to explain what impact their project will have in the bigger picture of violence against women in their jurisdiction or the state.
2. If grant applicants intend to address the problems of sexual assault and stalking in their jurisdictions, they should make an effort to discuss how they'll be addressed throughout their applications. Programmatic causal linkages should be stated more explicitly.
3. ICJI should consider a slightly different review process for continuation grants compared to new programs. This should include a requirement that continuation requests document up-to-date local circumstances and conditions linked to STOP grant programs. Much of the information provided in the problem statements and program justification of case studies was old information or relevant to a previous STOP grant and not the current program.

### Improving Quality of Information About Programs

4. Based on the performance reporting by subgrantees studied here, understanding annual changes in the impact of individual STOP-funded programs is still a challenging proposition. Subgrantees should propose performance metrics that they must follow and report each year. The earlier *Performance Metrics for ICJI, 2006* report prepared by the Center for ICJI provided recommended measures for different types of victim services programs.
5. Three of the six case studies showed increased productivity in the face of declining program funding. For instance, the Fort Wayne Stop Domestic Violence Specialized Unit doubled the victims served from the 2005 to the 2006 operating period, but received nearly \$100,000 less than it requested. Furthermore, this program received \$50,000 fewer STOP funds than in 2005. The St. Joseph Family Violence and Special Victims Unit reflected the same phenomenon. In 2006, St. Joseph County received \$300,000 less in STOP funds than it requested, and then operated at 84 percent of its 2005 project total. Nonetheless, the number of victims served more than doubled, and it reported substantial increases in many of its *Annual Progress Report* metrics. The third example was the Marion County Protective Order Pro Bono Project of Greater Indianapolis which nearly doubled the number of victims served while receiving \$10,000 less in STOP funds. Demand for STOP services is growing, but available STOP funds are shrinking.
6. Because of this, STOP-funded programs should provide sustainability plans. STOP subgrantees should report other funding sources, for a complete financial picture of program financing. STOP subgrantees should explain 'continuity of cost' assumptions built into their proposals, and provide information about how the program will be sustained past the STOP-funded operating period. The two largest grants reviewed for this study received substantially fewer dollars in the 2006 grant cycle than in 2005 operating period. For both subgrantees, however, victims serviced actually increased. Thus, there is no indication that domestic violence, sexual assault, and stalking incidents are likely to decrease in the future. Programs will need to expand, but probably without increased federal STOP funds, so applicants should develop sustainability plans focused on how to capture additional resources.

7. If subgrantees receive substantially fewer dollars than requested, they should also submit amended goals and objectives. Having information about amended goals and objectives will provide ICJI and outside evaluators the opportunity to judge the performance of STOP-funded programs based on more reasonable metrics.

### Targeting STOP Resources

8. Findings from the geographical analysis of potential violence against women incidents and STOP funding patterns suggest that ICJI should consider a targeted approach to helping underserved areas in the state to build local programs, aided by STOP grant awards.
9. In the *2006 Annual STOP Administrators Report*, ICJI noted that STOP resources need to be extended to two underserved populations—rural and Hispanic. As noted earlier, 16 Indiana counties had higher than the statewide incident rates (i.e., counties likely to have high demand for STOP resources). Seven of these counties (Allen, Bartholomew, Elkhart, Marion, Monroe, St. Joseph and Tippecanoe) were also identified by the Indiana Commission on Hispanic/ Latino Affairs as being among the top ten Indiana counties in terms of net-international migration (most of the international migration is believed to be from South and Central America).<sup>3</sup> Two of these counties, Tippecanoe and Bartholomew, received no STOP awards in the 2005 or 2006 operating periods. If ICJI would like to better serve areas in the state that have significant Hispanic populations, they could start by working with community leaders in Tippecanoe and Bartholomew counties to solicit STOP grant applications.
10. To better allocate resources, ICJI could identify the counties that demonstrate high need (based on, for example, county level incident rates such as those used in this report) that have not previously applied for STOP funds but who are considered to be mostly rural, and reach out to these counties. Further, ICJI Victims Services staff could educate the appropriate stakeholders in these counties (both rural and those with large Hispanic populations) about the STOP grant program and provide direct technical assistance or link them with other STOP subgrantee staff (identified as having previously completed particularly strong grant applications and annual progress reports) to mentor them.

### Other Recommendations

11. In light of federal STOP program guidelines, ICJI should consider reviewing selected written products of STOP subgrantees. It is possible that some subgrantees produced some services or products slightly out of the scope of ICJI guidelines that state minors should only receive STOP award resources when there is an inextricable link to providing services to an adult victim. Case study evidence suggests some of the brochure activity does not fit this criterion. The ICADV program produced a large number of general information brochures, in which some content was only loosely linked to domestic violence (e.g., teen dating violence). The Greenfield Police Department Victim Assistance Program produced many written products as well, with a few topics and titles that are not connected directly to domestic violence. It would require an assessment of the individual brochures to determine if they all satisfy STOP's domestic violence targets. Related to this, in cases where brochures are consistent with guidelines, there should be some assessment of the effects of written products. STOP subgrantees produced a large number of brochures and other written materials, but without pre- post-tests we cannot assess the impact of these materials.
12. Future research attention might focus on evaluating the training impacts of those programs funded by STOP—that is, whether they are working or not. Significant portions of STOP grants fund training, so it would be beneficial to assess the effectiveness of these various training programs.

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<sup>3</sup> Indiana Commission on Hispanic/Latino Affairs. (2006). *2006 Demographic Overview of Hispanics/Latinos in Indiana*.



# Introduction

The primary objective of STOP funding is to improve the criminal justice system's response to violent crimes against women. To that end, the various programs funded by Indiana Criminal Justice Institute (ICJI) STOP grants are meant to reduce or manage the effects of violence against women (e.g., sexual assault, domestic abuse, stalking). In so doing, subgrantees use different programs and methods.

Indiana STOP grants fund a variety of domestic violence units operating within police departments and prosecutor offices, with many different approaches. For instance, victim services and prosecutor programs seek to achieve STOP objectives in different ways. Special prosecution units focus on domestic violence cases, and are interested in prosecuting and punishing domestic violence offenders. Victim services units provide a different mix of services such as counseling, advocacy and support, legal advice, help in obtaining protection orders, and other forms of assistance believed to benefit victims of violence or abuse. Some programs provide mostly shelter services, while others almost exclusively help victims obtain temporary and final protection orders. Some law enforcement programs attempt to improve the investigation of domestic violence incidents, while others concentrate on the handling of victims by local police units. Taken as a whole, the outputs of Indiana STOP funding differ in a variety of ways, and the performance metrics required of various subgrantees should likewise differ.

This report assesses overall STOP grant activity managed by ICJI during the 2005 (July 1, 2004, through June 30, 2005) and 2006 (July 1, 2005, through June 30, 2006) operating periods. The assessment is based on an examination of several components of Indiana's STOP program. First, the report examines the flow of federal STOP funds to ICJI since 1999 to assess the overall management of the STOP federal revenue source. The second section examines the statewide allocation of STOP grants in 2005 and 2006, including the geographical distribution of STOP awards to Indiana subgrantees in 2005 and 2006. The geographical and jurisdictional analysis includes the identification of possibly underserved areas within the state—that is, the location of counties with above average incidence of potential violence against women. Among those high incident counties are six that did not take advantage of any STOP-funded initiatives in the 2005 or 2006 operating periods. Third, the report develops a picture of the overall production of victims services by subgrantees in 2005, based on an analysis of performance data included in the calendar year 2005 *Annual Progress Reports* compiled by STOP subgrantees. Fourth, six case studies are examined in detail to answer questions about the program practices of STOP subgrantees. The final section offers additional brief discussion about conclusions and recommendations.







# STOP Program Description and ICJI STOP Grant History

## Description of STOP Programs

The STOP Violence Against Women Formula Grant Program (STOP) was created by the Violence Against Women Act of 1994 (VAWA).<sup>4</sup> It was reauthorized and amended with the passage of the Violence Against Women Act of 2000 (VAWA 2000). The Office of Violence Against Women (OVW), part of the Office of Justice Programs, administers the STOP program.

STOP program grants can be requested and used by states, tribal governments, local units of government, and non-profit victim services programs. Through the provision of victim **S**ervices, **T**raining, **O**fficers, and **P**rosecutors, STOP program funds are intended to “promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to violent crimes against women.”<sup>5</sup> STOP program funds may be used to support a variety of statutorily-defined program purpose areas that are outlined by the OVW. These include:

1. Training criminal justice practitioners who serve in victim services roles and forensic medical personnel examiners in the collection of evidence
2. Developing, implementing, or expanding criminal justice practitioner units focused on the provision of victim services to women, and policies and protocols addressing violent crimes against women
3. Developing, installing, or expanding data collection and communication systems in order to improve analyses of and responses to women who are victims of crimes
4. Developing, enlarging, or strengthening victim services programs, programs addressing stalking, programs that address the needs and circumstances of Indian tribes dealing with violent crimes against women, and programs addressing the needs and circumstances of older and disabled women victims
5. Supporting formal and informal statewide, multidisciplinary efforts
6. Providing assistance to victims of sexual assault and domestic violence in immigration matters.

Thus, STOP funds have a wide variety of possible uses, but do have some limits. For example, ICJI has established restrictions regarding the use of funds to provide services to children. The ICJI grant resource guide notes that “children’s services supported...must be inextricably linked to providing services to victims of domestic violence...funds may support the expansion of shelter services for battered women to include programs for their children, but not to support violence prevention curricula in schools.”<sup>6</sup>

Generally, STOP subgrantees are required to submit reports that offer quantitative and qualitative assessments of project effectiveness. Specifically, “grantees funded under the STOP program must collect and maintain data that measures the success of the state’s current efforts to strengthen effective law enforcement and prosecution strategies and victim services in cases involving violent crimes against women.”<sup>7</sup> These measures are summarized in subgrantee *Annual Progress Reports* in varying levels of detail, and include:

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<sup>4</sup> Office on Violence Against Women. Retrieved July 3, 2006 from [http://www.usdoj.gov/ovw/stop\\_grant\\_desc.htm](http://www.usdoj.gov/ovw/stop_grant_desc.htm)

<sup>5</sup> Ibid

<sup>6</sup> Indiana Criminal Justice Institute. Victim Services Division (November 2005) *Grant Resource Manual*. Retrieved October 1, 2006 from [http://www.in.gov/cji/victim/pdf/Grant\\_Resource\\_Manual.pdf](http://www.in.gov/cji/victim/pdf/Grant_Resource_Manual.pdf)

<sup>7</sup> VAWA Measuring Effectiveness Initiative. Retrieved July 12, 2006 from <http://muskie.usm.maine.edu/vawamei/formstop.htm#rep>

1. Information about staff
2. Program purpose areas
3. Training provided
4. Coordination of victim services with community agencies
5. Policies and products developed, revised and implemented
6. Data collection and communications systems developed, installed, or expanded
7. Specialized units supported
8. Victim services, law enforcement, prosecution, court, and probation or parole systems improved and implemented
9. Areas of remaining need and activities/services and projects made possible by STOP funds.

## ICJI STOP Grant History

From federal fiscal year (FFY) 1999 through FFY 2005, approximately \$18.2 million in STOP funds have been awarded to the State of Indiana with an average yearly award of \$2.6 million.<sup>8</sup> The federal grant amount is generally declining. Table 1 summarizes yearly Indiana STOP awards.

**Table 1: Indiana federal STOP grants by year, 1999-2005**

Year (FFY)	Grant amount
1999	\$2,907,352
2000	\$2,582,200
2001	\$2,306,982
2002	\$2,730,673
2003	\$2,712,266
2004	\$2,613,908
2005	\$2,366,952
Total	\$18,220,333

Source: ICJI 2005 Annual STOP Administrators Report.

During the 1999 to 2005 period, funds have been allocated to programs in four primary areas: victim services, prosecution, law enforcement, and courts. Victim services programs accounted for nearly half of STOP subgrantee awards during this seven year span, with approximately \$8.7 million (48 percent) going to programs in this area. Prosecution programs have been second with an allocation of \$4.7 million (26 percent), followed by law enforcement programs at \$3 million (16 percent), and courts programs at half a million (2.7 percent). The remaining \$1.3 million (7 percent) was absorbed by other administration and discretionary programs.

ICJI receives federal STOP program grants for a period of two years and may award sub-grants to eligible entities for a one-year period. While grants awarded to subgrantees are intended to be used in full, various circumstances (e.g., amendments to subgrantee program budgets) can arise that prevent full usage of funds. As such, in addition to the basic award figures and allocation percentages discussed above, it is useful to review the rate at which STOP grants are used. During 1999–2004, the yearly subgrantee *burn rate* (i.e. actual spending) of STOP funds averaged 97 percent.<sup>9</sup> Table 2 summarizes yearly burn rates.

<sup>8</sup> Indiana Criminal Justice Institute. 2005 Annual STOP Administrators Report.

<sup>9</sup> Indiana Criminal Justice Institute. 2004 Annual STOP Administrative Report.



**Table 2: STOP grant burn rates by year, 1999-2005**

<b>Year (FFY)</b>	<b>Grant amount<sup>10</sup></b>	<b>Amount spent</b>	<b>Burn rate</b>
1999	\$2,908,000	\$2,822,750	97%
2000	\$2,751,000	\$2,724,716	99%
2001	\$2,330,000	\$2,276,619	98%
2002	\$2,725,000	\$2,531,679	93%
2003	\$2,751,000	\$2,616,569	95%
2004	\$2,411,000	\$2,403,993	99%
2005	\$2,387,000	N/A	
<b>Total</b>	<b>\$18,263,000</b>	<b>\$15,376,326<sup>11</sup></b>	<b>Mean = 97%</b>

Source: ICJI 2004 Annual STOP Administrators Report

It appears only small shares of subgrantee awards are being returned to ICJI, and, in turn, ICJI is returning very little if any of the federal grants to the Office on Violence Against Women. In addition, as will be shown below, STOP subgrantees tend to spend most of their funds during the grant operating period. Management of federal STOP grant program funds by ICJI appears to be efficient.

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<sup>10</sup> The yearly grant amounts reported in Tables 1 and 2 are different because two different sources were used for these figures. The 2004 Annual STOP Administrative Report had to be used to calculate burn rates shown in Table 2 due to incomplete information in the 2005 Annual STOP Administrative Report.

<sup>11</sup> Does not include amounts spent for 2005 awards because the grant period had just ended.

# ICJI STOP Subgrantee Overview

## **STOP Grants Awarded in Indiana**

Even though Indiana is processing STOP revenues efficiently, the real question is how well STOP subgrantees are performing the tasks funded by grant awards. That is, spending funds in a timely manner does not address the issue of subgrantee performance—what good is grant spending efficiency if subgrantees do not achieve their objectives? The primary objective of STOP programs is the improvement of criminal justice systems' responses to violent crimes against women. Accordingly, a more specific look at the performance and record of STOP subgrantees is needed to assess the level of production by STOP programs and to determine if production is consistent with the operating objectives of STOP grants. To do this, this section of the report looks at the geographical coverage of STOP program funds, identifies possibly underserved areas that might deserve special attention, and then reviews general levels of production reported by victim services, prosecution, courts, and other law enforcement programs.

Two years of STOP grants made to Indiana subgrantees are examined, covering two operating periods: 2005 (July 1, 2004 through June 30, 2005) and 2006 (July 1, 2005 through June 30, 2006). For 2005, there were 65 STOP grants and 63 grants in 2006. As shown in Table 3, in the 2005 operating period, the 65 STOP grants were distributed among 37 Indiana counties, while the 63 grants in 2006 were distributed among 35 counties.



**Table 3: STOP grants awarded by ICJI, by Indiana County, 2005 and 2006 operating periods**

County	2005		2006		Total	
	7/1/04 to 6/30/05		7/1/05 to 6/30/06		N	Total
	N	Total	N	Total		
Adams	1	\$7,711	1	\$7,500	2	\$15,211
Allen	4	\$309,538	4	\$264,616	8	\$574,154
Boone	1	\$23,235	1	\$23,235	2	\$46,470
Cass	1	\$17,152	1	\$17,152	2	\$34,304
Clark	3	\$89,602	3	\$89,602	6	\$179,204
Clay	1	\$24,142	1	\$24,142	2	\$48,284
Crawford	1	\$17,324			1	\$17,324
Delaware	1	\$36,650	1	\$26,750	2	\$63,400
Elkhart	1	\$37,828	1	\$26,828	2	\$64,656
Fayette	1	\$17,848			1	\$17,848
Floyd	1	\$31,899	2	\$49,149	3	\$81,048
Gibson	3	\$19,843	2	\$15,814	5	\$35,657
Grant	2	\$69,057	2	\$69,057	4	\$138,114
Hamilton	1	\$38,784	1	\$38,784	2	\$77,568
Hancock	1	\$91,293	1	\$77,800	2	\$169,093
Harrison	1	\$25,050	1	\$25,050	2	\$50,100
Hendricks	2	\$57,651	2	\$57,652	4	\$115,303
Howard	1	\$26,876	2	\$54,376	3	\$81,252
Johnson	1	\$34,960	1	\$34,960	2	\$69,920
Kosciusko	2	\$32,554	1	\$21,840	3	\$54,394
Lake	1	\$19,660	1	\$19,660	2	\$39,320
LaPorte	1	\$19,347	1	\$19,347	2	\$38,694
Madison	3	\$70,340	4	\$87,617	7	\$157,957
Marion	8	\$420,294	8	\$405,090	16	\$825,384
Monroe	1	\$20,980	1	\$20,980	2	\$41,960
Morgan	1	\$18,339	1	\$18,339	2	\$36,678
Noble	1	\$31,303	1	\$31,303	2	\$62,606
Porter	3	\$74,869	3	\$81,026	6	\$155,895
Putnam	2	\$43,368	1	\$28,403	3	\$71,771
Randolph	1	\$29,260	1	\$29,260	2	\$58,520
St. Joseph	3	\$260,726	3	\$227,848	6	\$488,574
Scott	1	\$15,329	1	\$22,000	2	\$37,329
Steuben	3	\$69,746	3	\$70,387	6	\$140,133
Vanderburgh	3	\$100,164	3	\$105,332	6	\$205,496
Vigo	1	\$7,977	1	\$7,977	2	\$15,954
Warrick	1	\$10,696	1	\$10,315	2	\$21,011
Washington	1	\$33,960	1	\$35,381	2	\$69,341
<b>Total</b>	<b>65</b>	<b>\$2,255,355</b>	<b>63</b>	<b>\$2,144,572</b>	<b>128</b>	<b>\$4,399,927</b>

Source: ICJI subgrantee control spreadsheets, 2005 and 2006 operating periods

Although Table 3 totals grants and amounts by county, STOP grant awards are made to cities and towns, individual counties, and state agencies. As shown in Table 4, STOP awards within these governmental jurisdictions are targeted more specifically for law enforcement, prosecutorial agencies, victim services organizations, and courts. These agencies then serve as the primary operating environments of STOP-

funded programs. As suggested above, the division of funds and grants among victim services, prosecution, law enforcement, and courts in the two operating periods mirrors the past seven years of STOP program spending. However, as noted earlier, the actual substance of program activities (e.g., victim services advocacy, law enforcement investigations, etc.) crossover the different jurisdiction/agency combinations.

**Table 4: STOP grants awarded by ICJI, by jurisdiction and agency, 2005 and 2006 operating periods**

Government jurisdiction & agency	2005			2006			Total		
	7/1/04 to 6/30/05			7/1/05 to 6/30/06					
	N	Total	Mean	N	Total	Mean	N	Total	Mean
<b>City/Town</b>									
Law Enforcement	3	\$345,659	\$115,220	7	\$386,700	\$55,243	10	\$732,359	\$73,236
Victim Services	13	\$356,904	\$27,454	11	\$323,730	\$29,430	24	\$680,634	\$28,360
<b>County</b>									
Law Enforcement	4	\$92,221	\$23,055	4	\$118,834	\$29,709	8	\$211,055	\$26,382
Prosecution	19	\$688,881	\$36,257	18	\$652,656	\$36,259	37	\$1,341,537	\$36,258
Victim Services	23	\$581,614	\$25,288	20	\$496,387	\$24,819	43	\$1,078,001	\$25,070
Courts	2	\$132,856	\$66,428	1	\$99,045	\$99,045	3	\$231,901	\$77,300
<b>State agency</b>									
Law Enforcement	1	\$57,220	\$57,220	2	\$67,220	\$33,610	3	\$124,440	\$41,480
Total	65	\$2,255,355	\$34,698	63	\$2,144,572	\$34,041	128	\$4,399,927	\$34,374

Source: ICJI subgrantee control spreadsheets, 2005 and 2006 operating periods

Most grant activities were concentrated within organizations providing victim services or prosecution. Considering both years, victim services agencies captured more than half of grant awards and 40 percent of total proceeds. Prosecutorial agencies have received approximately 30 percent of awards and proceeds. About 16 percent of awards and 24 percent of grant proceeds have gone to law enforcement. The courts received only a small share (less than 3 percent of awards, and about 5 percent of proceeds) of STOP resources, and produced a very small part of STOP subgrantee outputs.

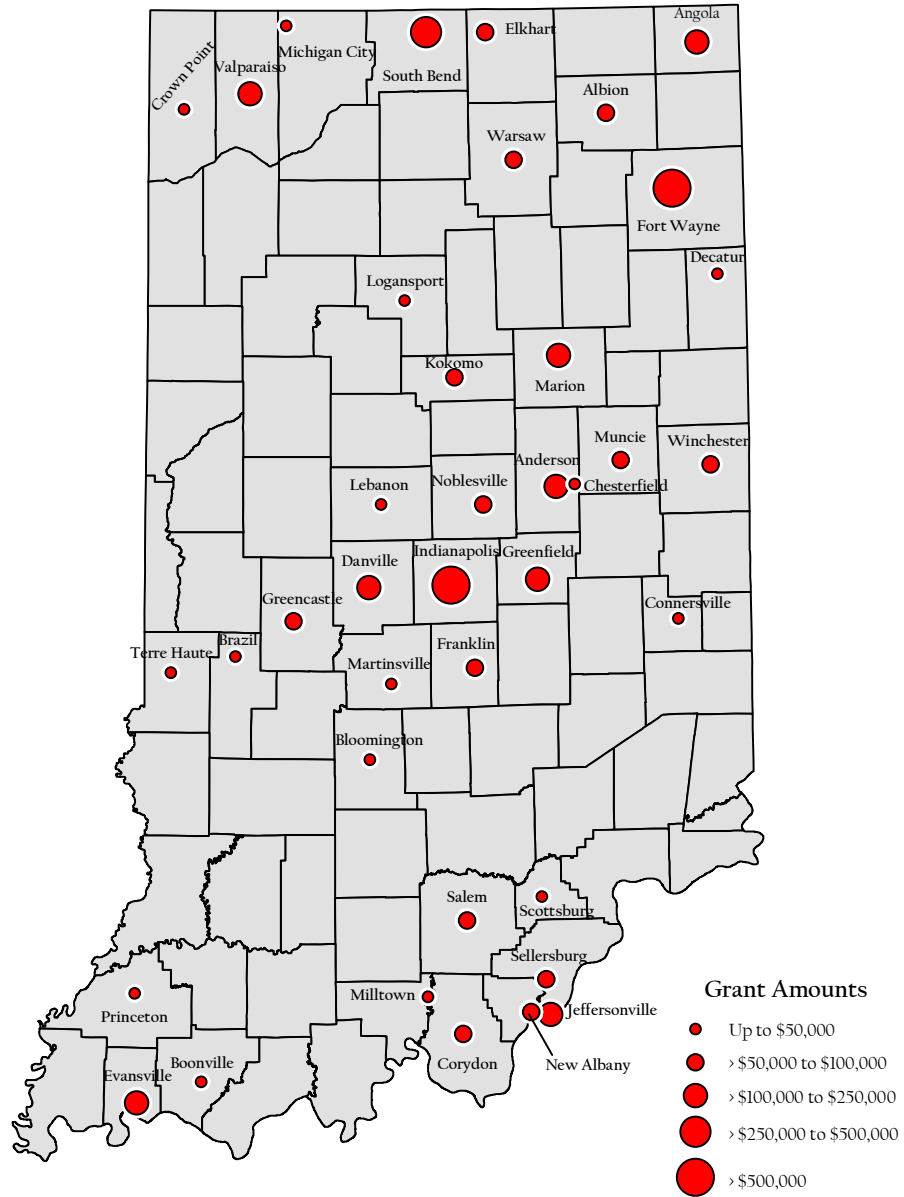
### Identifying Underserved Areas in Indiana

The city locations of STOP grant award amounts (the sum of both years' operating periods) are shown in Map 1. As indicated by the map (and shown in Table 3), STOP resources during the 2005 and 2006 operating periods were concentrated within about 40 percent of Indiana counties. In the most general spatial terms, STOP funds were focused along the I-70 and I-69 interstate highway corridors, the southern I-65 corridor, and the I-80 corridor in northern Indiana. However, most Indiana counties received no STOP resources, which raises a broader question about whether there are underserved areas within the state for which STOP funds might be targeted.<sup>12</sup> Answering this requires some idea of the 'demand' for STOP grant funds.

<sup>12</sup> In the *Annual STOP Administrators Report* filed with the U.S. DOJ's Office on Violence Against Women on April 13, 2006, ICJI reported the need to extend STOP services to rural and Hispanic populations, but did not otherwise comment on possible geographical gaps in STOP grant coverage among Indiana counties.



Map 1: 2005 and 2006 total STOP grants by city



Map created by The Center for Urban Policy and the Environment, 2006

Given its statutory purposes, the STOP program operates in a variable landscape of domestic violence and sexual assaults occurring in Indiana counties. Depicting the shape of this ‘crimes against women’ landscape is difficult because Indiana has no specialized public reporting systems that focus specifically on domestic violence, stalking, and sexual assaults (other than law enforcement sources such as uniform crime reports). However, to get around this challenge, two data sets are used here to build a proxy measure of county-level ‘demand’ for STOP-related programs. One comprises data drawn from annual reports compiled by the Indiana Coalition Against Domestic Violence (ICADV). It shows the number of adults (18 years and older) who sought emergency shelter in a given year due to domestic violence incidents. The other data source is annual Uniform Crime Reports (UCR) assembled by the U.S. Federal Bureau of Investigation. UCR data can be used to estimate the number of arrests for two types of crime targeted by the STOP program: forcible rape and other sexual offenses.<sup>13</sup>

In order to create a representative picture of county-level demand for STOP resources, a *county violence against women incident rate* was calculated as the sum of adults served in emergency shelters, rape arrests, and sex offense arrests, expressed as the rate per 10,000 adult population (18 years of age and older). The range of 2004 incident rates for the 92 Indiana counties went from zero to 26.5 per 10,000 adults (see Table 5 and Appendix 1). Considering the whole state, the Indiana incident rate was 14.2, but the average county rate was 8.5 incidents per 10,000 adults, suggesting a larger number of counties with low incident rates. There was also substantial variation in county rates, as suggested by the standard deviation (6.1). Nevertheless, Table 5 suggests that as violence against women incident rates declined, the share of STOP awards appeared to be declining as well. Based on this summary, the relationship between incident rates and STOP funding in the two operating periods is consistent with a hypothesis that fewer funds go to jurisdictions with less violence against women, at least as measured at the level of the county. The Indiana counties in the highest quartile have received two-thirds of STOP award funds in the two operating periods.

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<sup>13</sup>The STOP program targets sexual assault, domestic violence, and stalking. None have an exact one-to-one link to UCR categories. Thus, UCR categories closest to STOP target crimes would be the best indicators. One of the part I crimes, forcible rape, is a defensible substitute for sexual assault. Two other part II crimes—sex offenses and offenses against family and children—are possibilities. Offenses against the family include crimes not directly covered by STOP (e.g., nonpayment of alimony, desertion of child, etc.), and would not be a reliable indicator. Sex offenses are linked more directly to STOP crimes, although such offenses include “buggery, adultery and fornication, indecent exposure, seduction [and] sodomy” (*Uniform Crime Reporting Handbook, 2004*, p. 142-43). Accordingly, forcible rape and sex offenses are used.





**Table 5: Summary of 2004 domestic violence against women incident rates and 2005 and 2006 STOP awards in Indiana counties**

<b>Indiana County quartiles/2004 incident rate ranges</b>	<b>2005 + 2006 STOP awards</b>	<b>Number (pct) of counties in quartile awarded STOP funds</b>
1. 10.9 through 26.5	\$2,887,228	16/23 (69.5%)
2. 7.1 through 10.6	\$567,859	8/23 (34.7%)
3. 4.4 through 6.7	\$508,785	7/23 (30.5%)
4. 0 through 4.2	\$436,055	6/23 (26.1%)
Subtotals	\$4,399,927	37/92 (40.2%)

Indiana rate per 10,000 adults = 14.2  
Mean county rate = 8.5  
Standard deviation = 6.1

However, the Table 5 summary does not identify the location of areas with potentially high violence against women incident rates, so additional analysis is needed to pinpoint possibly underserved areas. To that end, the incident rates for the 16 counties in the state with rates greater than the statewide rate in 2004 are shown in descending order in Table 6. This table establishes the statewide incident rate per 10,000 adults (14.2) as a benchmark. Using that standard, there were 16 counties with 2004 incident rates above the state level, ranging from 15.8 to 26.5 per 10,000 adults. Of these, six did not obtain any STOP funds during the 2005 and 2006 operating periods, suggesting areas where STOP resources might be deployed strategically in the future. For instance, Wayne and Montgomery Counties had the second and third highest incident rates, but evidently sought no STOP funds during the 2005 or 2006 operating periods; Montgomery County also reported two domestic violence deaths in 2003-04. In addition, Tippecanoe County, with the tenth highest incident rate in 2004, and two domestic violence deaths during 2003-04, obtained no STOP funds in 2005. Appendix 1 lists all Indiana counties, ranked in descending order by violence against women incident rates.

**Table 6: Total STOP awards by the 16 highest Indiana violence against women county incident rates per 10,000 adult population, 2004**

County	Adults served in emergency shelters	2004 arrests, sex offenses & rape	Total incidents	Incident rate per 10K pop 18+	STOP awards 2005 & 2006 (\$)
Vanderburgh	278	73	351	26.5	205,496
Wayne	73	57	130	24.5	0
Montgomery	56	11	67	23.6	0
St. Joseph	396	59	455	23.1	488,574
Marion	961	448	1,409	22.4	825,384
Starke	10	27	37	21.9	0
Allen	327	205	532	21.6	574,154
Grant	48	70	118	21.5	138,114
Elkhart	179	60	239	17.5	64,656
Tippecanoe	146	56	202	16.8	0
Madison	138	27	165	16.6	157,957
Orange	17	7	24	16.3	0
Lake	500	81	581	16.1	39,320
Kosciusko	52	36	88	15.9	54,394
Bartholomew	71	14	85	15.8	0
Monroe	102	55	157	15.8	41,960
Subtotal	3,354	1,286	4,640		2,590,009
Counties 17 to 92	965	589	1,554	6.6	1,809,918
Total known	4,319	1,875	6,194	13.4	
Unknown	377				
Indiana totals	4,696	1,875	6,194	14.2	4,399,927

Sources: (a) Indiana Domestic Violence Program Statistics: July 1, 2004 - June 30, 2005, *Adults Served in Emergency Shelter by County*; (b) Population: CC-EST2004-agesex-[ST\_FIPS]: *Annual Estimates of the Population by Selected Age, Groups and Sex for Counties in [STATE], April 1, 2000 to July 1, 2004*; (c) Arrests: 2004 UCR, Part I, forcible rape; Part II, sex offenses.  
See Appendix 1 for a listing of all Indiana counties.

To present a visual picture of the violence against women incident rate and the spatial pattern of STOP funding, Map 2 depicts the derived violence against women incident rate ranges for all Indiana counties in 2004, along with the total amount of STOP grant awards by county for the 2005 and 2006 operating periods. The overall theme of the map is that there are counties within Indiana that might be suitable targets for future STOP investments in the post-2006 period. There were at least 47 counties with incident rates ranging from 1.2 to 13 per 10,000 adults that reflected no 2005 STOP funds (see Appendix 1). On the other hand, focusing only on adult consumption of emergency shelter services, twelve Indiana counties reported no adults served, and none of these counties received STOP funds in 2005-06, which reflects positively on STOP award decision-making. However, several counties with lower than the statewide rate per 10,000 population (14.2) received various amounts of STOP funding, but in ways that do not mirror the rank ordering of rates. The following six counties had high incidence rates within the adult population, but no STOP grants:

1. Wayne
2. Montgomery (two domestic violence deaths, 2003-04)
3. Starke



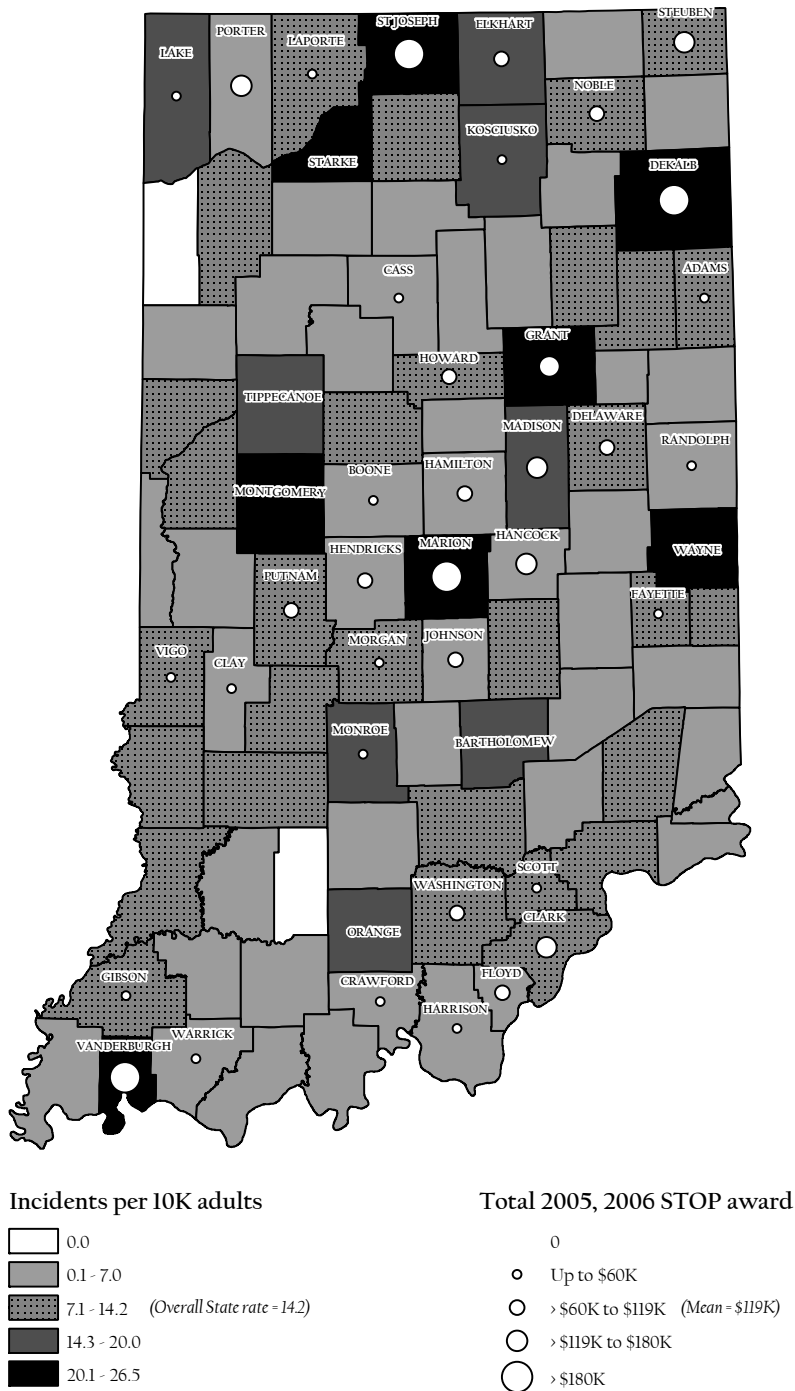
4. Tippecanoe (two domestic violence deaths, 2003-04)
5. Orange
6. Bartholomew

Overall, considering the geographical distribution of STOP grants in the 2005 and 2006 operating periods compared to the statewide profile of crimes against women depicted by this proxy indicator, STOP funding patterns reflect the beginnings of a firm foundation for better geographical coverage across the state.<sup>14</sup> Future STOP grant award decision making might also consider proxy measures of demand for services (such as the violence against women county incident rate used here) as one means of targeting areas that appear to be underserved.

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<sup>14</sup> The total 2005 STOP awards are correlated more strongly with the raw count of incidents (emergency shelter use, rape arrests, sex offense arrests) than to the adult population-weighted rate. The Pearson correlation between STOP awards and total incidents counts is .85, while it is .48 for incidents per 10,000 adult population (both statistically significant at the .01 level).

Map 2: 2005 and 2006 total STOP grants and violence against women incidents by county



Map created by The Center for Urban Policy and the Environment, 2006



# ICJI STOP Subgrantee Production, Calendar Year 2005

The proceeds of STOP grant awards have been used by ICJI's subgrantees to produce a variety of services addressing violence against women. In the 2006 operating period, 63 STOP Violence Against Women Formula grants were awarded to Indiana agencies and organizations, totaling approximately \$2.14 million. These grants supported programs and activities that fell into one of four types—victim services, prosecution, law enforcement, and courts. These funds supported numerous outputs by different criminal justice and not-for profit organizations.

This section examines the production of STOP-supported services by subgrantee agencies and organizations in the state, as reported by production statistics drawn from the *Annual Progress Report for STOP Violence Against Women Formula Grant Program*. Beginning 2004, STOP subgrantees submitted these reports to the ICJI Victim Services Division, which in turn forwarded them to the “VAWA Measuring Effectiveness Initiative” managed by the Muskie School of Public Service at the University of Southern Maine in Portland, Maine.<sup>15</sup> Using the progress report submissions, the Center developed a relational data base using Access 2003. The data base included all 2004 and 2005 *Progress Reports*. Of 65 grants in the 2005 operating period, fifty subgrantees submitted *Annual Progress Reports* for calendar year 2004, while all 63 subgrantees in the 2006 operating period provided 2005 calendar year reports. An aggregate description of these measures for 63 STOP grant recipients during calendar year 2005 follows.

Taken together, ICJI's STOP grant investments are generally yielding six kinds of activities: staff, victims served, types of services produced, role in protection orders, the disposition of charges by prosecutors and courts, and the supply of shelter services. Measurements of each of these activities are reported below. However, the diversity in program activities means measures of effectiveness for individual programs will be different as well. In the following global statistics describing STOP-funded production, these individual program differences are invisible. As a result, questions of effectiveness and success and whether subgrantee program objectives were achieved cannot be answered. (Case studies of individual programs are needed to explore impact and effectiveness questions; six case studies are presented later in this report).

## Staff and Training

STOP grant recipients are asked to report the number and type of full-time, part-time, and partially funded staff supported by their STOP program grants. All 63 subgrantees reported some staff linked to STOP funds.<sup>16</sup> As shown in Table 7, a total of 93.45 full time equivalent staff were funded by STOP program grants in 2005. It's hard to tell whether this is good or bad, considering an investment of approximately \$2 million annually by STOP. For 2005, it amounted to about \$23,000 per FTE, which is a low cost for personnel. Two-thirds of these staff were victim advocates, prosecutors, and law enforcement officers.

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<sup>15</sup> The reporting period for STOP progress reports is different than the grant period, and results in performance statistics that span parts of two grant operating periods. The *STOP Annual Progress Reports* describe subgrantee program activities for a calendar year whereas STOP grant periods span July to June. Therefore, the 2005 *Annual Progress Report* data compiled here consists of one-half of the 2005 operating period (January 1, 2005 through June 30, 2005) and one-half of the 2006 operating period (July 1, 2005, through December 31, 2005).

<sup>16</sup> The *STOP Annual Progress Report* includes multiple sections to accommodate various program types (e.g., victim services, law enforcement, prosecution, etc.). Accordingly, many sections are not relevant to different program types. Thus, the reporting proportion discussed in each of the table descriptions is not intended to reflect reporting compliance. Rather, the proportion simply indicates how many subgrantees reported a given type of data.

Victim advocates were nearly one-third of all STOP funded staff (29.46), while law enforcement officers (16.76) and prosecutors (16.52) represented the second and third largest staff types. The remaining staff funded by STOP program grants in descending order included program coordinators (training coordinator, victim services coordinator), trainers, support staff, administrators (fiscal manager, executive director), victim-witness specialists, counselors, legal advocates, paralegals, civil attorneys, and other staff types.

**Table 7: Full-time equivalent staff and training funded by STOP grants, 2005**

Staff Type	Grant-funded staff (FTE) <sup>17</sup>	Shares
Victim advocate	29.46	31.5%
Law enforcement officer	16.76	17.9%
Prosecutor	16.52	17.7%
Program coordinator (training, victim services)	7.16	7.7%
Trainer	6.05	6.5%
Support staff	5.93	6.3%
Administrator (fiscal manager, executive director)	4.08	4.4%
Victim-witness specialist	2.00	2.1%
Counselor	1.75	1.9%
Other	1.44	1.5%
Legal advocate	1.36	1.5%
Paralegal	0.76	0.8%
Civil attorney	0.18	0.2%
Court personnel	0	0.0%
Information technology specialist	0	0.0%
Probation officer	0	0.0%
<b>TOTAL</b>	<b>93.45</b>	<b>100.0%</b>
	Events	People trained
Number of training events and people trained	410	14,523

One of the primary activities supported by STOP program grants is training. As such, two additional measures of performance reported by STOP grant recipients are the number of training events provided and the number of people trained with STOP program grant funds. Of the 63 2005 STOP grant recipients, 52 percent (33/63) reported holding training events and training staff. STOP grant recipients reported providing 410 training events and training 14,523 people. On average, this reflects training events of about 35 persons each. How or if they benefited from the training is unknown. While this might be a productive indicator, no information is available to tell whether events and training were successful.

### Victims Served, Demographics, and Offense Type

What are the social characteristics of persons served by STOP grant recipients? Subgrantees report the number and types of victims served, as well as demographic characteristics such as gender, race and age. Of the 63 2005 STOP grant recipients, 70 percent (44/63) reported victims served by demographic characteristics, which are reported in Table 8.<sup>18</sup> Females represented 89 percent of the victims served.

<sup>17</sup> The STOP subgrantees reported FTE to two significant digits, which is reflected in this table.

<sup>18</sup> The *STOP Annual Progress Report* notes that “because victims/survivors may identify as more than one race/ethnicity and with more than one of the ‘other demographics’ options, the totals for these two categories may exceed the total number of victims/survivors reported.” In addition, although the totals for gender and age should be the same and should match the total



There is racial and ethnic diversity among victims served: Whites account for 56 percent, Blacks 25 percent, Hispanics 5 percent, and other or unknown races 15 percent. Nearly half of all victims were in the 25-59 age category, followed by 18-24 (24 percent), 0-17 (12 percent), and unknown (14 percent). In terms of special demographic characteristics, 2,559 of the victims served lived in rural areas, 960 had disabilities, 634 had limited English proficiency, and 183 were immigrants, refugees, or asylum seekers. Another way of considering this is that about one-fourth of the victims served by STOP recipients had some type of special demographic status or need: rural, immigrant, disabled, or limited English.

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victims served (16,369), this is not the case, indicating possible inconsistencies in the way subgrantees determine selected demographic characteristics of their clientele.

**Table 8: Characteristics of victims served by STOP-funded subgrantees, 2005**

<b>Victims served by STOP grants</b>	<b>Number</b>	<b>Shares</b>
Sexual assault	1,392	8.5%
Domestic violence	14,685	89.7%
Stalking	292	1.8%
<b>TOTAL</b>	<b>16,369</b>	<b>100.0%</b>
<b>Race/Ethnicity</b>		
White	9,221	55.5%
Black or African American	4,213	25.3%
Unknown	2,263	13.6%
Hispanic or Latino	819	4.9%
Asian	54	0.3%
American Indian and Alaska Native	46	0.3%
Native Hawaiian, other Pacific Islander	5	0.0%
<b>TOTAL</b>	<b>16,621</b>	<b>100.0%</b>
<b>Gender</b>		
Female	14,115	84.4%
Male	1,427	8.5%
Unknown	1,189	7.1%
<b>TOTAL</b>	<b>16,731</b>	<b>100.0%</b>
<b>Age</b>		
0-17	1,923	11.8%
18-24	3,976	24.4%
25-59	7,900	48.4%
60+	215	1.3%
Unknown	2,302	14.1%
<b>TOTAL</b>	<b>16,316</b>	<b>100.0%</b>
<b>Special status demographics</b>		
People with disabilities	960	*5.9%
People with limited English proficiency	634	*3.9%
People who are immigrants/refugees/asylum seekers	183	*1.1%
People who live in rural areas	2,559	*15.6%
<b>TOTAL</b>	<b>4,336</b>	<b>*26.4%</b>

\*Shown as percent of 16,369 victims served

Consistent with statutory purpose areas, STOP grants support programs that provide services to domestic violence, sexual assault, and stalking victims/survivors. Of the 63 2005 STOP grant recipients, 70 percent (44/63) reported serving or partially serving victims of the above types. In total, 16,369 victims were served or partially served by STOP grant supported programs in 2005. Domestic violence victims accounted for 90 percent of victims served. Sexual assault victims were the second most frequently served (9 percent). Stalking victims were only a small part of clientele.





## Victim Services and Police Activities

Another measure of STOP grant recipient activities is the number and type of services provided to victims.<sup>19</sup> Nearly 70 percent (44/63) of subgrantees produced victim services activities. A total of 59,882 units of victim services were provided to victims in 2005 (see Table 9). Of these, victim/survivor advocacy services accounted for the largest number with 23 percent, followed by hotline calls (19 percent), criminal justice advocacy/court accompaniment services and victim witness notification services (17 percent each), crisis intervention services (9 percent), and counseling/support group services and civil legal advocacy/court accompaniment services (7 percent each). Hospital response services, other services, and civil legal assistance services accounted for the remaining 2 percent of services provided. Victim services therefore reflect a diverse production process, with a variety of different activities provided to victims.

**Table 9: Number and type of services provided by STOP-funded victims services and law enforcement, 2005**

Victim services activities	Number	Share
Victim/survivor advocacy	13,802	23.0%
Hotline calls	11,301	18.9%
Criminal justice advocacy/court accompaniment	10,041	16.8%
Victim witness notification	9,936	16.6%
Crisis intervention	5,137	8.6%
Counseling/support group	4,373	7.3%
Civil legal advocacy/court accompaniment	3,997	6.7%
Hospital response	648	1.1%
Other	594	1.0%
Civil legal assistance	53	0.1%
<b>TOTAL</b>	<b>59,882</b>	<b>100%</b>
Law enforcement activities		
Incident reports	13,537	41.0%
Calls for assistance	12,058	36.5%
Referrals of cases to prosecutor	4,094	12.4%
Cases/incidents investigated	2,228	6.7%
Protection/ <i>ex parte</i> /temporary restraining orders served	325	1.0%
Protection orders issued	283	0.9%
Arrests of predominant aggressor	187	0.6%
Enforcement of warrants	163	0.5%
Dual arrests	103	0.3%
Arrests for violation of protection order	42	0.1%
Arrests for violation of bail bond	14	0.0%
Referrals of firearms charges to federal prosecutor	3	0.0%
<b>TOTAL</b>	<b>33,037</b>	<b>100%</b>

About 13 percent (8/63) of subgrantees performed and reported law enforcement activities. A total of 33,037 units of law enforcement activities were produced in 2005. Police provide a narrower set of activities than victim services. Ninety percent of law enforcement activities are focused on incident reports (41 percent), calls for assistance (37 percent), and referrals of cases to prosecutors (12 percent). Evidently, law enforcement personnel do not investigate every case referred to a prosecutor—while they reported investigating 2,228 cases or incidents there were more than 4,000 referred to prosecutors. Other law

<sup>19</sup> Victim services are not mutually exclusive, and as shown in this table, victims can and do consume more than one type of service from STOP subgrantees.

enforcement services to victims make up a very small part of police STOP activities (e.g., protection-ex parte-temporary restraining orders served, protection orders issued, arrests of predominant aggressors, enforcement of warrants, and so on).

Individual victims received multiple units of service from STOP supported programs. Overall, victim services agencies supplied nearly 60,000 units of service, and law enforcement agencies another 33,000 units, to 16,369 victims (see Table 8). This is about a six to-one services per victim ratio, which suggests not only that clients consume more than one type of service, but that STOP subgrantees were often adept at providing different types of victim services. For example, one basic service likely provided to each person served is a victim’s immediate communication with the police and reports of the crime, along with hotline communications services to victim services agencies. Victim services agencies deliver a wider array of outputs than law enforcement. Interestingly, victim services did not include a category of activities for protection orders, even though STOP victim services agencies reported handling many temporary (3,500+) and final (1,500+) protection orders, as shown in Table 10.

## Protection Orders

Protection orders (PO) are used by police, prosecutors, and the courts to help prevent violence against women and domestic abuse. A PO is defined as “an injunction issued by either a tribunal or Indian Tribe for the purpose of preventing an individual from acting in a violent, threatening, or harassing manner towards another individual or coming into contact, communication or physical proximity to another individual” (IC 34-6-2-121.6). Temporary (also known as *ex parte*) protection orders are issued without a hearing if imminent danger exists, while final protection orders go through the adjudication process. Thus, one measure of activity produced by the STOP revenue stream is the number of temporary and final protection orders produced by the 63 grant recipients in 2005. More than half of the 63 subgrantees reported providing assistance with PO’s. Table 10 summarizes PO activities for the year.<sup>20</sup> Special attention is given below to *ex parte* (temporary) PO activity because it is invoked in the midst of “imminent danger” and is therefore most likely to directly prevent further aggression.

**Table 10: Protection orders requested and granted by agency type, 2005**

Measures	Type of agency delivering services				
	Law enforcement	Victim services	Prosecutors	Court	Totals
Temporary protection orders					
Number requested	361	3,557	1,746	282	5,946
Number granted	351	2,857	1,721	230	5,159
Share granted	97.2%	80.3%	98.6%	81.6%	86.8%
Final protection orders					
Number requested	239	1,570	1,292	262	3,363
Number granted	234	1,489	1,294	186	3,203
Share granted	97.9%	94.8%	100.2%	71.0%	95.2%

Activities generated by protection orders are an integral part of STOP programs. Of course, the production of PO activity by one agency—the courts—can force other agencies—police and prosecutors—to have to arrest and take legal action against more PO violations. As shown later, STOP-funded courts and prosecutors produce a substantial volume of protection order activity in prosecuting

<sup>20</sup> As noted in the definition above, courts actually issue the PO. The *STOP Annual Progress Report* asks subgrantees in law enforcement, victim services, and prosecutorial agencies to report assistance provided to victims seeking a PO. Victims would still have to seek the assistance of a state court to finalize a temporary PO.



violations of protection order cases. Altogether, more than 9,300 temporary and final protection orders (sum of all requested PO's) were associated with STOP subgrantees in 2005 (see Table 10). Thus, from the standpoint of subgrantee production, both temporary and final PO's are useful for gauging how STOP-funded programs assist victims in acquiring protection from the aggressive acts of other intimates or acquaintances. However, from the standpoint of analyzing PO activities, a temporary PO might be more useful because it is linked to "imminent danger." Accordingly, low approval rates for temporary POs might expose female victims to more imminent danger from domestic violence. Therefore the focus here is on how agencies produced temporary orders. The across-the-board approval rate for temporary PO requests was 87 percent. Regarding POs that were provided assistance by STOP-funded law enforcement and prosecutors, nearly all temporary requests were granted. However, victim services agencies helped produce 3,557 temporary protection order requests, of which 80 percent were granted. The courts produced POs at about an 82 percent approval rate. More comparative analysis is needed to determine if these differences are important to the safety of Indiana victims of violence against women.

Table 11 shows that around 1,200 violations of protection orders reached STOP-funded prosecutors and courts. Answering more specific questions about the effectiveness of a PO in stopping domestic violence and sexual assault requires case studies of individual POs.

### Disposition of Charges

Because it is useful to know the outcomes of cases where charges were filed, STOP grant recipients report the disposition of charges broken down into four types; dismissals, deferred adjudications, convictions, and acquittals. Of the 63 STOP grant recipients, 32 percent (20/63) reported disposition of charges for sexual assault, domestic violence, stalking, and other offenses. A total of 5,494 dispositions were reported in 2005, as described in Table 11. Convictions accounted for the largest number of disposition types (56 percent), followed by dismissals (33 percent), deferred adjudications (8 percent), and acquittals (3 percent).

Table 11: Prosecutor case processing and disposition of prosecution charges, cases, and offenses, 2005 number of sexual assault, domestic violence, and stalking cases received, charged, not charged, or transferred

Case Type	Number														
Case referrals	8,192														
Cases transferred	371														
Charges filed	6,351														
Charges not filed	2,561														
TOTAL	17,475														
Type of Offense	Dismiss					Def. Adj.	Convict					Acquit	Total	Conviction rate	
	victim request	lack of evidence	plea bargain	other	Total		guilty of highest	guilty of lesser	plead as charged	plead lesser	Total				
Misdemeanor sexual assault	1	4	9	0	14	4	4	2	15	2	23	1	42	54.8%	
Felony sexual assault	24	4	15	2	45	0	9	4	58	23	94	6	145	64.8%	
Homicide related to sexual assault, domestic violence, and/or stalking	5	0	0	0	5	0	0	0	0	0	0	0	5	0.0%	
Domestic violence ordinance	24	0	10	0	34	0	0	0	10	4	14	0	48	29.2%	
Misdemeanor domestic violence	287	143	235	89	754	376	166	143	1,309	140	1,758	48	2,936	59.9%	
Felony domestic violence	26	23	68	7	124	0	21	7	176	43	247	7	378	65.3%	
Misdemeanor stalking	36	1	24	40	101	1	4	0	67	0	71	0	173	41.0%	
Felony stalking	0	1	5	0	6	0	1	3	6	5	15	0	21	71.4%	
Violation of protection order	243	48	134	157	582	42	160	7	381	2	550	14	1,188	46.3%	
Violation of bail	0	0	18	0	18	0	28	0	20	0	48	0	66	72.7%	
Violation of probation or parole	0	0	50	6	56	0	17	0	119	5	141	73	270	52.2%	
Other	0	30	59	0	89	18	1	0	99	15	115	0	222	51.8%	
TOTAL	646	254	627	301	1,828	441	411	166	2,260	239	3,076	149	5,494	56.0%	
Share of all dispositions	11.8%	4.6%	11.4%	5.5%	33.3%	8.0%	7.5%	3.0%	41.1%	4.4%	56.0%	2.7%			

Def. Adj. = Deferred adjudication

Conviction rate = Convict Total/Total



Misdemeanor domestic violence and violation of protection orders accounted for 75 percent of all prosecutorial dispositions. Around 1,200 violations of protection orders had to be disposed of by STOP-funded prosecutorial and court agencies. Smaller shares of dispositions were linked to felony domestic violence (7 percent), violation of probation or parole (5 percent), and felony sexual assault (3 percent). Considering all dispositions for prosecutors, the conviction rate was 67 percent, but the rates differed among offense types, ranging from a low for domestic violence ordinances (50 percent) to a high of 100 percent for bail violations.<sup>21</sup> Convictions or plea bargains in cases of misdemeanor domestic violence represented two-thirds of all dispositions.

The outcomes of cases processed through STOP-funded court programs are also included in *Annual Progress Reports*. However, there were only a few grant recipients (3/63) in courts disposing of criminal charges for sexual assault, domestic violence, stalking, and other offenses. A total of 642 dispositions were reported in 2005, shown in Table 12. Convictions accounted for the largest number of dispositions (77 percent), followed by dismissals and deferred adjudications (8 percent each), and acquittals (7 percent).

**Table 12: Disposition of court criminal charges, 2005**

Type of Offense	Outcomes				Totals	Conviction rate
	Dismissed	Def. Adj.	Convicted	Acquitted		
Misdemeanor sexual assault	0	0	0	0	0	
Felony sexual assault	3	0	10	0	13	76.9%
Misdemeanor domestic violence	26	49	301	47	423	71.2%
Felony domestic violence	4	0	35	0	39	89.7%
Felony stalking	21	0	19	0	40	47.5%
Violation of protection order	0	0	112	0	112	100.0%
Violation of probation or parole	0	0	15	0	15	100.0%
TOTAL	54	49	492	47	642	76.6%
Percent of outcome	8.4%	7.6%	76.6%	7.3%	100.0%	

Notes: Def. Adj. = deferred adjudication. "Dismissed other" due to victim request, lack or evidence, or some other cause

As with prosecutors, misdemeanor domestic violence and violation of protection orders dominated court dispositions (83 percent). Felony stalking (6 percent), felony domestic violence (6 percent), violation of probation or parole (2 percent) and felony sexual assault (2 percent) made up the remaining dispositions. Courts reporting STOP-funded activities had a conviction rate of nearly 77 percent.

## Shelter Services

The STOP program helps finance shelter services for victims. As such, victim service programs supported by STOP grants are asked to quantify shelter services provided to victims/survivors and their families. About one-quarter of STOP grant recipients (15/63) produced shelter services for victims and their family members. A total of 3,316 victims and family members were provided shelter services in 2005, predominantly emergency housing (Table 13). In terms of persons served, victims accounted for 53 percent and family members 47 percent. Victims served is converted into 75,132 "bed days" of service.<sup>22</sup> One-third of these bed-days were produced by a single subgrantee: the Indianapolis Julian Center.

<sup>21</sup> A minor question might be raised here about dismissal of five charges of homicide. Its possible charges were dropped in favor of a self-defense or justifiable homicide finding.

<sup>22</sup> According to the *STOP Annual Progress Report*, "Bed days are determined by multiplying the total number of nights each victim/survivor and family member stays in a shelter by the number of victims/survivors and family members served."

Spread across 3,316 total victims or victim family members, each user consumed 22.4 bed-days (i.e., bed-days per person) in 2005. This suggests the average shelter service consumer lived at a shelter facility for two-thirds of a month. How valuable is a “bed-day” of service to the victims of domestic violence? This is conceivably a valuable service, and it is possible to estimate the value of shelter services supported by ICJI STOP funds. If a value of \$66 per person per day of shelter service is assigned, it would produce an amount equal to \$4,958,712 of daily residential services.<sup>23</sup> Clearly, STOP-funded shelter services leverage a substantially valued service for the victims of violence against women.

**Table 13: Shelter services to victims and their family members, 2005**

<b>Shelter Service</b>	<b>Number of Victims</b>	<b>Number of family members</b>	<b>Number of bed days</b>	<b>Bed days per victim &amp; family members</b>
Emergency shelter	1,760	1,556	74,365	22.4
Transitional housing	17	21	767	20.2

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<sup>23</sup> This figure is based on 75,132 bed-days valued at \$66 per day. This estimated *per diem* valuation of residential services is used by the Indianapolis Julian Center.



# STOP Case Studies: Six Profiles

Ultimately, STOP services are produced by individual subgrantees. How do they invest STOP grant proceeds? How are the subgrantees organized? How do subgrantees operate within different agency structures—police, prosecution, courts, or victim services? This section explains how a sample of six STOP subgrantees produce services, and to what extent their activities in 2005 and 2006 were consistent with what was proposed in their grant applications.

The six case studies represent about ten percent of the annual number of STOP subgrants made by ICJI during the 2005 (65) and 2006 (63) operating periods. In practice, 12 of 128 subgrantee files were reviewed in detail for six subgrantees with linked operating grants spanning the 2005 and 2006 operating periods. All programs were operating in 2006.

These are among the largest STOP grants, so their cumulative impacts on the ICJI STOP program are more substantial. The case studies absorbed \$1.45 million or 37 percent of ICJI’s total STOP subgrantee awards (\$4.3 million) during the two periods. Of the 16,369 victims served by the subgrantees in 2005, the six cases accounted for 4,933 (30 percent) of them. Further, some of the cases had disproportional impacts on selected performance metrics. For instance, two of the cases—the Fort Wayne domestic violence unit and the St. Joseph County Prosecutor Family Violence and Special Victims Unit—accounted for about 85 percent of all law enforcement activities reported by STOP subgrantees in calendar year 2005. The case studies are summarized in Table 14.

**Table 14: Overview of 2006 STOP subgrantee case studies**

Case	Amount Awarded	Agency	Subgrantee	Project Title	County
1	\$32,694	Victim Services	Indianapolis Police Department	Julian Center	Marion
2	\$100,915	Victim Services	City of Anderson	Indiana Coalition Against Domestic Violence	Marion
3	\$77,800	Law Enforcement	Greenfield Police Department	Greenfield Police Department Victim Assistance Program	Hancock
4	\$188,635	Law Enforcement	City of Fort Wayne	Developing Specialized Units of Law Enforcement: Responding to Violent Crimes Against Women	Allen
5	\$182,488	Prosecution	St. Joseph Co. Commissioners	St. Joseph Co. Prosecuting Attorney Family Violence and Special Victims Unit	St. Joseph
6	\$99,045	Courts	Marion County Clerk	Protective Order Pro Bono Project of Indianapolis (POBPB)	Marion
	\$681,577	Cases subtotal			
	\$2,144,572 31.8%	Total 2005 grants Percent of 2005 grants			

Case studies were developed using information gathered from ICJI subgrantee files and records for 2005 and 2006 operating period STOP awards. The primary focus is on the 2005 STOP award subgrantee’s goals, objectives, activities and overall performance, with the 2006 operating period file information used to help understand the recent history of the subgrantee project’s use of STOP funds.

The file information was collected during the period from March to May 2006. This resulted in sometimes limited available information on some criteria discussed in the report. Specifically, fiscal information on subgrantee spending for the 2006 operating period STOP awards was only available through the end of the third-quarter reporting period (March 31, 2006). The 2006 STOP grant operating period begins July 1, 2005, and ends June 30, 2006. When it came to assessing the subgrantee's overall performance, activities and performance measures documented in the subgrantee's calendar year 2004 and 2005 *Annual Progress Reports*, which covered the period from January 1, 2004, through December 31, 2005, were utilized.





# Case Studies by Agency Grouping

## Case 1: Victim Services

*Subgrantee: Marion County Prosecutor's Office/Indianapolis Police Department*

*Grant Numbers: 04ST041 & 05ST038*

*Project Title: The Julian Center Shelter's Resident Therapy Program (RTP)*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$45,352	\$32,694	\$12,658	\$10,898	\$43,592
2006	\$42,978	\$32,694	\$10,284	\$10,898	\$43,592

### *Program Description and Problem Statement*

The Julian Center Shelter's Resident Therapy Program (RTP) provides safe shelter and counseling services to victims of domestic violence, sexual assault, and sexual abuse. The STOP award helps fund the Center's full-time shelter therapist and counseling center staff, and supports counseling services to individuals, groups and families. Depending on the resident's schedule, meetings with the shelter's therapist occur approximately once per week. The therapeutic interventions include crisis intervention, brief supportive therapy, individual psycho-educational sessions, long-term psychotherapy, group psychotherapy, group psycho-education, and art and other expressive therapies. In 2006, the program began providing substance use and abuse assessment and treatment services to victims.<sup>24</sup>

The subgrantee's explanation of the problems faced by victims of domestic abuse and sexual assault is well researched and presented using national, local, and empirical program statistics to substantiate the need for the STOP award. According to the subgrantee, a National Violence Against Women Survey found that one out of four U.S. women have been physically assaulted or raped by an intimate partner. In 2002 there were 15 deaths in Marion County attributed to domestic violence.<sup>25</sup> Many women who need to escape from abusive situations lack the financial resources to do so without becoming homeless. Nine-tenths of Julian Center's residents live below the poverty level, reporting annual incomes under \$15,000. According to the Indianapolis Coalition for Homelessness Intervention and Prevention, women and children account for approximately 65 percent of the local homeless population, and 25 to 30 percent of these women and children are in flight from domestic violence. Without programs such as The Julian Center's RTP, battered women would have to choose between fleeing their abuser and living on the streets or staying in abusive situations. Furthermore, studies of battered women indicate that 37 percent have symptoms of depression, 46 percent have symptoms of anxiety disorders, and 45 percent experience post-traumatic stress disorder. According to the Julian Center, services provided through its STOP-funded RTP addresses those symptoms. In 2004, the Julian Center's application reported serving 1,165 women and children. Sixty-five percent of the adult clients voluntarily chose to participate in individual, group, art, or family therapy.

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<sup>24</sup> This project (subgrantee) has been receiving funding since 1999: 99ST013-(1999-2000); 00ST048-(2000-01); 01ST044-(2001-02); 02ST051-(2002-03); 03ST047-(2003-04); and, 04ST041. The legal applicant (subgrantee) for the 2005 operating period was the Marion County Prosecutor's Office, but the Indianapolis Police Department became the legal applicant (subgrantee) for the 2006 operating period.

<sup>25</sup> More recently, according to the Indiana Coalition Against Domestic Violence, Marion County reported six deaths from domestic violence from July 1 2003, to June 30, 2004, and another 17 from July 1, 2004, to June 30, 2005.

### *Program Objectives and Activities*

The goal of the RTP is evolving. In the 2005 operating period, the goal was to improve the emotional functioning of domestic violence victims by providing individual and group counseling, including a special emphasis on connecting Hispanic women with on-site group therapy and community referrals for individual therapy. In 2006, the program goals emphasized increased services to children of victims receiving shelter services. The subgrantee identified several objectives for their 2005 and 2006 operating period awards, and they were consistent with the project's overall goals:

1. Facilitate group therapy sessions, including sessions designed to serve Hispanic women
2. Provide individual counseling to adult and child victims, including art therapy
3. Increase program participant's knowledge about domestic abuse, improve self-esteem, and improve coping skills outside of the shelter (program)

The 2005 and 2006 operating period applications proposed seven activities through the program:

1. Facilitate adult and children's group therapy sessions
2. Conduct adult and children's individual therapy sessions
3. Conduct art therapy sessions
4. Coordinate services with Hispanic serving agencies, including distributing domestic violence literature in Spanish
5. Provide referrals to recovery programs for victims with addictions
6. Provide basic shelter services, defined as at least one overnight stay
7. Data collection and analysis to measure program progress

### *Reported Performance Measures*

According to the subgrantee, the program's effectiveness would be evaluated by agency personnel through the collection and analysis of statistical systems data (e.g., arrest reports), and by obtaining feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service or training. Pre- and post-test results from surveys indicating the level of knowledge gained by group therapy participants and/or psycho-educational groups were also to be examined.<sup>26</sup> Several metrics were provided in the subgrantee's 2005 and 2006 applications, and in the respective *Annual Progress Reports*, that were consistent with the project's goals and objectives. Table 15 includes data from the calendar year 2004 and 2005 reports.

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<sup>26</sup>As of the close of case study file reviews in May 2006, no information regarding the findings from these various assessment tools and data collection efforts were included or found.



**Table 15: Julian Center selected performance metrics, 2004 and 2005**

<b>Metrics</b>	<b>2004</b>	<b>2005</b>
Victims served	882	619
Race		
White	305	243
Black	488	319
Other	14	57
Gender		
Female	882	619
Victim services provided		
Hotline calls	882	619
Counseling/support group	388	455
Shelter services		
Emergency shelter to victims/survivors	420	465
Emergency shelter to victim/survivor family members	202	433
Number of bed days	21,150	26,257

Demographically, more than half the clients served were Black women. Each victim served was evidently attributed one hotline call. Considerably more victims were provided with counseling or other support. In terms of shelter services, the Julian Center's 2005 output of total bed-days accounted for more than one-third of all shelter bed-days reported by STOP subgrantees.

The Julian Center Shelter's RTP 2004 and 2005 *Annual Progress Reports* contained detailed information on the subgrantee's activities and accomplishments. This information suggests the subgrantee's stated goals and objectives were met and typically exceeded during the grant periods. The level of documentation by the subgrantee and the accomplishments supported by the STOP award was excellent.

#### *Fiscal Assessment*

In the 2005 operating period, the subgrantee expended all STOP award funds, and the budgetary expenditures were consistent with approved program activities. For the 2006 STOP award, the subgrantee appeared to be on-track with budget expenditures through the third quarter reporting period. There were no apparent changes to the budgets, and fiscal reports appear to have been submitted accurately and in a timely manner. Compared to all STOP grants in the state, the Julian Center awards are small, and it seems clear that other funding streams are used to support its operations. It would be useful to know what part STOP funds play in the larger budget of the subgrantee.

#### *Overall Assessment and Recommendations*

Based on the information from the ICJI subgrantee files, The Julian Center Shelter's Resident Therapy Program should be considered very strong. It appears to be an exemplar victim services organization. This program, its grant application, and its approach to recording and reporting program information should be considered a model for other applicants and subgrantees. In summary, the Julian Center Shelter's Resident Therapy Program's 2005 and 2006 operating period activities are likely to have a positive impact on the problems associated with domestic violence, sexual assault, and sexual abuse. Comprehensive, free counseling services performed in a safe shelter environment is probably one of the best scenarios for helping individuals cope with being a victim of domestic violence, sexual assault, and/or sexual abuse. The program provides group and individual therapy. It makes a concerted effort to reach out to Hispanic women. Collaborating with Hispanic-serving agencies and preparing program literature and other

information in Spanish will allow the project to better serve Hispanic women. Furthermore, the program has expanded its services to children of female victims in the program.



## Case 2: Victim Services

*Subgrantee: City of Anderson*

*Grant Numbers: 04ST036 & 05ST060*

*Project Title: The Indiana Coalition Against Domestic Violence (ICADV) Domestic Violence Training Project*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$141,363	\$87,028	\$54,335	\$29,010	\$116,038
2006	\$128,970	\$100,915	\$28,055	\$33,639	\$134,554

### *Program Description and Problem Statement*

The Indiana Coalition Against Domestic Violence (ICADV) Domestic Violence Training Project encompasses three statewide training components that target three areas of the criminal justice system and practitioners that deal with victims of domestic violence: law enforcement, mental health/chemical dependency, and protection orders. This includes basic domestic violence training to new law enforcement officers at the Indiana Law Enforcement Training Academy (ILEA), and advanced training (“train the trainer”) to officers who have completed basic training. The project also trains law enforcement officers who attended the ILEA prior to the institutionalization of domestic violence training in 1998. The ICADV project has been funded since 1995, and has received \$973,888 since 1998.<sup>27</sup> The ICADV obtained an average of \$139,127 in STOP award funds annually for the last seven years.

According to the subgrantee, because victims are faced with multiple problems, it is essential that direct service providers have up-to-date training on domestic violence issues, specifically in the areas of law enforcement, mental health/chemical dependency, and protection orders. ICADV reports that the F.B.I. finds that domestic violence is the second most committed crime in the United States (behind larceny), but reporting rates for domestic violence in most communities is about 50 percent. Accordingly, low reporting rates fuel domestic homicides, recidivism, juvenile violence, and encourage a continued cycle of violence. Comprehensive, state-wide training of law enforcement officers is considered key to altering this cycle.

The subgrantee notes that from 1992 to 2001, the number of protection order petitions filed in Indiana courts increased from 9,211 to 27,067, a 194 percent increase.<sup>28</sup> According to the subgrantee, while no statistics exist for the numbers of protection order petitions that are filed without representation by an attorney (*pro se*); the majority of protection orders are filed by victims who do not have legal representation at the time. Victims can request assistance from county clerks on completing the petition [IC 34-26-5-3(d)(3)], but clerks have limited time and knowledge to assist victims, and clerks are often leery of assisting victims under penalty of practicing law without a license. According to IC 33-1-5-1 and IC 33-21-2-1, Indiana law prohibits non-attorneys from dispensing legal advice, and this is a problem when assisting victims with decisions like requesting a hearing on their petition. (See Table 10, which indicates that STOP subgrantees reported working on about 9,300 requests for temporary and final protection orders, so there appears to be a substantial volume of PO assistance provided.)

<sup>27</sup> The funding history is broken down as follows: 95ST002; 96ST001; 97ST031; 97ST048; 98ST051 (\$232,131); 99ST060 (\$138,825); 00ST003 (\$139,675); 01ST003 (\$118,743); 02ST042 (\$10,000); 02ST046 (\$118,743.); 03ST040 (\$128,743); and 04ST036 (\$87,028).

<sup>28</sup> This information was obtained from the ICADV STOP application, but included no formal citation of its source.

### *Program Objectives and Activities*

The goal of the ICADV project is to improve community awareness, knowledge, impact, and system response to domestic violence. More specifically, the goal is to continue providing comprehensive statewide domestic violence training that focuses on law enforcement officers, prosecutors, judges, court clerks, mental health providers, direct service providers, and others who interact with victims of domestic violence. The subgrantee identified several objectives for their 2005 and 2006 project awards, and they were consistent with the project's overall goals:

1. Increase the level of knowledge of domestic violence and its impact to law enforcement officers, victim advocates, prosecutors, judges, probation officers, mental health providers, and clergy
2. Increase the level of knowledge, ability to identify, and refer victims who are at risk for mental illness and chemical dependency
3. Increase the level of knowledge of judges, prosecutors, advocates, probation and parole officers, and others about protection orders and the dynamics of domestic violence

The 2005 and 2006 operating period applications proposed numerous activities through the ICADV project. To address training needs in the area of law enforcement (objective one), the subgrantee proposed to provide:

1. Six hours of training to each new ILEA class
2. Two hours of training to each new class of town marshals at ILEA
3. One eight-hour investigative course at ILEA to veteran officers, prosecutors, judges, and victim advocates. (This is an eight-hour reduction from 2004)
4. One eight-hour training about officers who batter (this is an addition to the 2005 project)
5. One 24-hour "train the trainer" program at ILEA
6. Two 16-hour advanced trainings at ILEA
7. Eight hours of statewide regional training (this is an eight-hour reduction from 2004)
8. Twenty hours of training at the request of the ICADV

To address training needs in the area of mental illness and chemical dependency (objective two), the subgrantee proposed:

1. Three domestic violence mental health/chemical dependency trainings to 175 direct service staff on "The Newest Meth/Contamination Issues," Adult Victims and ADHD, and domestic violence victims with schizoid affects (this is a change from a set number of hours [350] dedicated to these issues as noted in the 2004 project)

To address training needs in the area of protection orders (objective three), the subgrantee proposed to provide:

1. Three regional "Domestic Violence Fatality Review" training sessions
2. Six domestic violence "Core"/Specialty training sessions
3. Four "Partner" training sessions throughout the state

### *Reported Performance Measures*

ICADV provided information on the number of training sessions conducted, samples of training program pre- and post-tests, and a long-term feedback evaluation form. According to the subgrantee, effectiveness would be evaluated by obtaining feedback from participants, attendees, users, or recipients before they left the site of the service or training. However, no metrics were provided regarding how knowledge (or the



provision of services) would be measured, such as increases in test scores. There was no information indicating whether training participants successfully completed or passed training requirements. No benchmarks were reported for what are acceptable scores on pre- and post-training tests.

However, several metrics were provided in the subgrantee’s 2005 and 2006 operating period applications, and in the respective calendar year *Annual Progress Reports*, that were consistent with project goals and objectives. These are shown in Table 16. The metrics reflect a decrease in some previously reported metrics, but an increased diversity of services offered in 2005. For example, eight more trainings were conducted than in 2004, but 878 fewer people were trained in 2005. ICADV noted that in 35 cases the project staff attorney was able to provide assistance regarding protection orders, but the subgrantee was unable to determine if the orders were granted

**Table 16: Indiana Coalition Against Domestic Violence (ICADV) Domestic Violence Training Project, selected performance metrics, 2004 and 2005<sup>29</sup>**

Metrics	2004	2005
Number of staff funded	3.15	3.18
Training		
Number of events	56	64
Number of people trained	2,746	1,868
Victims served	10	51
Female	10	51
Victim services provided		
Civil legal advocacy/court accompaniment	5	
Civil legal assistance	5	51
Protection order assistance to agencies, clerks, etc.		68
Protection orders		
Temporary protection orders requested	5	40
Temporary protection orders granted		35
Final protection orders requested		18
Final protection orders granted		16

The subgrantee produced brochures, training manuals and materials, and engaged in outreach activities that are consistent with the goals of the ICADV. However, the subgrantee appears to have been using some resources for activities outside the scope of STOP award funds. Specifically, activities that target children (individuals under the age of 18) are prohibited unless the children are “inextricably linked” to domestic abuse.

### *Fiscal Assessment*

For the 2005 STOP award, the subgrantee appeared to be on-track with budget expenditures through the third quarter reporting period. The fiscal reports were submitted accurately and in a timely manner. In March 2005, the subgrantee received a small grant amendment that did not involve changes to the total award amount. These requests, and the overall project activities, were consistent with the proposed program activities, with the possible exception of resources devoted to individuals under the age of 18, for whom the ‘inextricable linkage to domestic violence’ criterion established by ICJI was unclear.

<sup>29</sup> In this and all subsequent tables describing case study performance metrics, blank cells mean that the subgrantee did not report that activity in the *Annual Progress Reports*.

### *Overall Assessment and Recommendations*

The ICADV project's 2005 and 2006 operating period activities were somewhat likely to have a positive impact on the problem of domestic violence, but highly likely to positively affect knowledge and awareness about how to deal with victims of domestic violence. The institutionalization of training to law enforcement officers throughout the state via the ILEA is a clear strength of the project. Training that seeks to empower practitioners with skills to better deal with victims who also have mental illness and chemical addictions potentially can help break the cycle of violence. Training to county clerks related to the filing of protection order petitions helps support and protect victims. However, there is no guarantee that the training information will be practiced as taught, and the limited amount of detailed information provided by the subgrantee makes it impossible to assess the impact of the ICADV, making it difficult to categorize the subgrantee as an above average or strong program.

Future funding decisions should be contingent on the subgrantee's provision of more details on program metrics and activities. More information is needed on the impact of training on court clerks' assistance to victims in preparing protection orders. More information is needed on the assessment of training impacts. Clear benchmarks should be articulated regarding what it means to complete training, and more information is needed on how field training is practiced.

On the negative side, the numbers of people being trained who fit within the proposed project appear to be low. Although the subgrantee might have limited control over the number and types of people trained from year to year, ICADV should pay attention to getting more precise training estimates to serve as annual targets. Finally, the subgrantee apparently engaged in activities outside the scope of STOP awards. Budget amendments were approved in 2004 for materials targeting children, and work products focusing on minors were documented in the subgrantee's 2004 and 2005 *Annual Progress Reports*. This part of their grant should be adjusted to be consistent with ICJI's STOP guidelines.





### Case 3: Law enforcement

*Subgrantee: Greenfield Police Department*

*Grant Numbers: 04ST024 & 05ST021*

*Project Title: Greenfield Police Department Victim Assistance Program*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$87,700	\$91,293	(\$3,593)	\$30,431	\$121,724
2006	\$91,293	\$77,800	\$13,493	\$25,933	\$103,733

#### *Program Description and Problem Statement*

The Greenfield Police Department Victim Assistance Program (GPDVAP) provides an on-scene approach to victims and children experiencing crisis. The program's Domestic/Family Unit assists family and sexual assault victims during the preliminary information gathering stages of a case, and supports the victim through the judicial system. The specialized unit consists of four officers (one from each work shift and a detective) and a victim advocate. It also trains law enforcement officers and the community on ways to prevent and address incidents of domestic violence and sexual assault.<sup>30</sup> The 2005 STOP grant amount is comparatively small, at less than \$80,000.

According to the subgrantee, the GPDVAP is needed because it is the only functioning program within Hancock County that provides an immediate, on-scene crisis intervention response to domestic violence and sexual assault 24-hours a day, seven days a week. STOP award funds are needed to meet the demands of this type of 24/7 program, specifically by compensating program staff for the hours they accumulate through follow-up and victim assistance activities. Without this program, victims in crisis would not receive the necessary service put in place for them. Unfortunately, the subgrantee provided no information (e.g., crime or case load statistics from previous years) to substantiate the need for STOP award funds.

#### *Program Objectives and Activities*

The overall goal of the GPDVAP is to provide 24/7 crisis intervention for domestic violence and sexual assault victims through the Greenfield Police Department. This entails maintaining consistent levels of staffing across all work shifts in order to provide the necessary follow-up with victims and witnesses. The project seeks to reduce the number of domestic violence runs to the same household and assist in the prevention of domestic/family violence.<sup>31</sup> The GPDVAP identified five objectives, which were consistent with the project's goals:

1. Provide assistance to and for law enforcement and the courts for domestic, family, and sexual assault cases
2. Provide outreach services to victims of domestic violence and sexual assault cases
3. Provide community awareness and education and maintain training hours to relate to field experience
4. Perform follow-up investigations
5. Maintain standard operating procedures

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<sup>30</sup> This project (subgrantee) has been receiving funding since 2002 (previous grants 02ST026 and 03ST027).

<sup>31</sup> The ICADV reported one death attributable to domestic violence in Hancock County during the period from July 1, 2004, to June 30, 2005. Overall, Hancock County had a low county violence against women incidence rate of 3.1, far below the statewide rate (see Table 6 and Appendix 1).

The 2005 and 2006 operating period subgrantee applications proposed eight GPDVAP activities:

1. Respond to the scene or hospital for cases of domestic violence or sexual assault
2. Maintain follow-up with victims and witnesses
3. Establish guidelines for policy and procedures
4. Provide up-to-date training on domestic violence and sexual assault crimes to law enforcement officers and community organizations
5. Maintain 60–75 hours of training related to job duties
6. Act as a liaison for victims in court with prosecutor and law enforcement
7. Provide information about the criminal justice system and support through the judicial system to victims, and provide appropriate referrals for victims
8. Promote victims rights during October and through April for Victim Rights Week

### *Reported Performance Measures*

According to the subgrantee, GPDVAP effectiveness would be evaluated by agency personnel through the collection and analysis of statistical systems data (e.g., arrest reports), and by obtaining feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service, training, or other supported activity. Unfortunately, no metrics were provided in the 2005 or 2006 operating period applications. However, data on activities and accomplishments were available through the subgrantee's *Annual Progress Reports*.<sup>32</sup>

In calendar years 2004 and 2005, the GPDVAP delivered a variety of services, shown in Table 17. GPDVAP victims are receiving more than a single service from the program. Program activities appear to be dominated by victim notifications and general victim advocacy services. The *Annual Progress Report* metrics suggest that almost across the board, GPDVAP outputs and the overall volume of activities declined in calendar year 2005.

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<sup>32</sup> Even though Greenfield is considered a law enforcement project, it reported no law enforcement activities in its *Annual Progress Report* in either the 2004 or 2005 calendar years. Instead, the GPDVAP completed information in the *Report for Victim Services* (Section D), not Law Enforcement (Section E1). However, according to the files and information obtained through ICJI staff (Rachel Meyer, Victim Services); the majority of the subgrantee's award funds are allocated to law enforcement activities, not victim services.



**Table 17: Greenfield Police Department Victim Assistance Program, selected performance metrics, 2004 and 2005**

<b>Metrics</b>	<b>2004</b>	<b>2005</b>
Number of staff funded	4	1.6
Training		
Number of events	6	0
Number of people trained	187	0
Victims served	219	137
Race		
White		83
Other		5
Unknown	219	49
Gender		
Male	54	30
Female	165	99
Unknown		8
Victim services provided		
Crisis intervention	45	18
Hospital response	19	20
Criminal justice advocacy/court accompaniment	235	119
Civil legal advocacy/court accompaniment	63	51
Victim witness notification	273	149
Victim/survivor advocacy	12	141
Shelter services		
Emergency shelter to victims/survivors	1	
Emergency shelter to victim/survivor family members	3	
Protection orders		
Temporary protection orders requested	60	
Temporary protection orders granted	50	

The subgrantee produced several brochures, training manuals and materials, and engaged in outreach activities that are consistent with the goals of the GPDVAP. However, the subgrantee also appears to have used significant resources for activities outside the scope of STOP award funds. GPDVAP produced a large number of published brochures, apparently focused on information for children. This was done without explanation of how the brochures would be delivered to children ‘inextricably linked’ to domestic violence, as required by ICJI STOP guidelines.

### *Fiscal Assessment*

Virtually all the STOP award funds were spent during the project period. For the 2006 STOP operating period, the subgrantee appeared to be on-track with budget expenditures through the third quarter reporting period. The fiscal reports appear to have been submitted accurately and in a timely manner. During the 2005 operating period, the subgrantee received approval for two grant amendment requests, neither of which involved changes to the award amount.<sup>33</sup> These requests are consistent with the proposed

<sup>33</sup> The first request (01/05/05) was for additional training for two of the Domestic Violence Unit members. The second request (03/14/05) was for the purchase of brochures and supplies to be handed out to school children, local restaurants, and community businesses for Victim’s Rights Week Awareness and Educational activities.

program activities, with the possible exception once again of resources devoted to individuals under the age of 18.

### *Overall Assessment and Recommendations*

The Greenfield Police Department Victim Assistance Program's 2005 and 2006 operating period activities are likely to have a positive impact on several problems associated with domestic violence and sexual assault. Establishing a comprehensive, 24-hour unit of trained first responders for domestic violence and sexual assault can increase victim satisfaction with the criminal justice system's response to such offenses. Meeting the immediate and preliminary needs of victims as it pertains to the criminal justice system has the potential to increase victim participation in successful prosecutions. Training activities that target law enforcement officers and community agencies should improve the competency of dealing with victims. Based on the metrics available, the GPDVAP delivered services in these two operating periods consistent with the goals, objectives, and activities offered in their applications.

However, the GPDVAP appears to be meeting only some of its objectives. Outputs and performance declined generally from 2004 to 2005. For example, no training was provided in 2005, and there were slight declines in most of its *Annual Progress Report* metrics. (However, STOP funding also declined by 14.8 percent.) Its activity mix is dominated by witness/victim notification and the delivery of advocacy services, and it apparently ceased to produce, or failed to report, protection orders in 2005. This made it difficult to assess the GPDVAP's overall impact, or to categorize the subgrantee as above average or strong.

Even though the GPDVAP is true to its objectives and activities, this review also indicates the subgrantee engaged in some activities that appear outside the scope of STOP awards by producing services for children who are not directly linked to domestic violence incidents. Budget amendments were approved in the 2005 operating period for materials targeting children, work products focusing on minors were documented in the subgrantee's 2004 and 2005 *Annual Progress Reports*, and there is no indication that the subgrantee was advised that these types of activities were inappropriate uses of grant funds.



## Case 4: Law enforcement

*Subgrantee: City of Fort Wayne*

*Implementing Agency: City of Fort Wayne Police Department*

*STOP Grants: 04ST005 & 05ST003*

*Project Title: Stop Domestic Violence ~ Specialized Units*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$233,709	\$233,709	\$0	\$77,903	\$311,612
2006	\$285,607	\$188,635	\$96,972	\$62,878	\$251,513

### *Program Description and Problem Statement*

According to the subgrantee, between 1999 and 2002 the Fort Wayne Police Department (FWPD) experienced a 19 percent increase in reports of domestic violence (FWPD Planning & Research Unit). In order to deal with more than 12,000 domestic disturbance calls received annually, the FWPD began operating a specialized domestic violence investigative unit in 2004. STOP grants 04ST005 (which originally operated between 07/01/04 to 06/30/05 but was granted an extension until 12/31/05) and 05ST003 (which operated from 07/01/05 to 6/30/06) helped fund that endeavor by providing support for one supervisor, three trained domestic violence investigators (DVIIs) and one victim advocate. The goal of the program is “to assist victims of domestic disturbance to live violence free lives by conducting complete professional domestic violence investigations that will ensure successful prosecutions of perpetrators.” DVIIs respond to cases where serious bodily injuries (both misdemeanor & felony) have occurred, complete follow-up investigations, and work closely with prosecutors and victim assistance advocates.<sup>34</sup>

In the 2006 operating period grant application, the subgrantee also requested funds for the personnel indicated above and an administrative assistant, training and certification, computer support and database development, computers and printers, operating expenses, and a public awareness campaign (e.g., eight billboards, information cards, and trifold brochures). However, ICJI rejected the request for additional funds and provided only monies to pay for the personnel originally funded in the 2005 operating period STOP grant. This resulted in a 20 percent reduction in STOP funds to the FWPD.

### *Program Objectives and Activities*

In both the 2005 and 2006 operating period applications, the objectives of the Fort Wayne DVI unit were threefold:

1. Protecting victims from further violence by breaking the cycle of violence
2. Conducting thorough preliminary investigations by patrol and follow-up investigations by DVIIs
3. Referring victims to appropriate resources for assistance in improving the quality of their lives

In the 2006 application, the subgrantee also hoped to increase public awareness on the issues involving domestic violence.

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<sup>34</sup>Based on ICADV and UCR data describing 2004, Allen County had the sixth highest violence against women incident rate (sum of adults using emergency shelters due to domestic violence, rape arrests, and sex offense arrests per 10,000 adults) in the state. The FWPD only noted the number of domestic violence reports and the number of victims the Victim Assistance Unit processed, reporting the following: “In 2002, the Ft. Wayne Victim Assistance Unit processed 3,156 victims of spousal abuse, or 2.59 per 1,000 domestic disturbance calls.”

In order to meet these objectives, the Fort Wayne DVI unit proposed the following program activities common to both years' applications:

1. Training of first responders to properly investigate, arrest, and photograph evidence of injuries at domestic violence scenes
2. Perform on-scene and follow-up investigations
3. Record cases into evidence by DVIs

Program activities new to the 2006 application were:

4. Recording the number of domestic violence cases investigations into a new database
5. Preparing quarterly report on the number of arrests and convictions
6. Helping develop software for case management
7. Collaborating with deputy prosecuting attorneys and victim advocates
8. Increasing the distribution of printed educational materials
9. Acquiring eight billboard advertisements

#### *Reported Performance Measures*

According to the 2004 and 2005 *Annual Progress Reports*, the number of incidents reported, cases investigated, temporary PO requests and victims served by the DVI unit increased dramatically, as shown in Table 18. This is a fairly remarkable achievement because STOP funds were reduced by more than \$45,000 in the 2006 operating period. It is unclear how the DVI unit was able to increase its productivity so remarkably despite a 20 percent decline in STOP funds.



**Table 18: Fort Wayne DVI Unit, selected performance metrics, 2004 and 2005**

<b>Metrics</b>	<b>2004</b>	<b>2005</b>
Number of staff funded	5	5
Training		
Number of events	3	5
Number of people trained	409	413
Victims served	207	551
Race		
White		383
Black		335
Other	4	15
Unknown		263
Gender		
Male	48	
Female	158	551
Unknown	1	
Victim services provided		
Crisis intervention	152	372
Hospital response	5	33
Counseling/support group	111	212
Criminal justice advocacy/court accompaniment	72	685
Civil legal advocacy/court accompaniment		107
Victim witness notification	72	1,011
Victim/survivor advocacy	171	551
Protection orders		
Temporary protection orders requested	113	551
Temporary protection orders granted		
Final protection orders requested	72	
Final protection orders granted		
Law enforcement activities		
Calls for assistance	6,306	11,258
Incident reports	4,308	9,609
Cases/incidents investigated	167	472
Protection orders issued	1,859	
Referrals of cases to prosecutor		326

In addition to the outputs reported in Table 18, the project produced several written products. One tri-fold brochure was developed in the 2005 operating period about domestic violence awareness (3,000 distributed) and two were developed in the 2006 period, which included 2,000 brochures about sexual assault related to domestic violence and 11,000 brochures that discuss how to develop a safety plan. In 2005, the DVI unit developed and distributed a new advanced domestic violence training manual. In 2006 the DVI unit developed a new in-service handout and a new investigation training packet, a new “kit” for investigators to use when dealing with stalking victims, a new probable cause affidavit for domestic violence cases that can be used by law enforcement and prosecutors, and a new lethality assessment form that can be used by law enforcement and victim assistance advocates.

It should be noted that the DVI unit completed only some of the activities proposed in the 2005 grant application (e.g., development, printing and distribution of new training materials and public awareness

brochures) and not others (e.g., development of new software and billboard advertisements) because ICJI did not provide money to fund these activities.

### *Fiscal Assessment*

This was the most expensive program among the case studies, with a STOP award of \$188,635 (a two-year investment of more than \$422,000). Based on fiscal reports submitted by the subgrantee in 2005, actual expenditures were somewhat consistent with the proposed expenditures. At the close of the grant, there was a federal fund balance of \$43,320 (a burn rate of approximately 81 percent) reflecting under-spending in personnel (\$30,659), contractual services (\$10,524), and operating expenses (\$2,137) categories. The final financial report suggests nothing was spent on equipment, although internal fiscal reports generated by the Fort Wayne Police Department and submitted to ICJI suggest that \$6,112 was actually spent on equipment. It is unclear whether the remaining dollars were spent by the subgrantee or remanded back to ICJI.

By the 2006 third quarter fiscal reports, actual expenditures were consistent with the proposed expenditures. The amount projected to be spent from the federal funds for personnel in the final quarter is just \$1.25 less than the federal dollars allocated for that part of the grant period. There appear to have been no amendments to the 2006 budget and all requisite reports were filed in a timely manner.

### *Overall Assessment and Recommendations*

Although the quality of the written grant applications was poor, the DVI unit supported by the STOP grant appears strong. In fact, it has been seen as success by the various actors that play a role in domestic violence response planning in the Fort Wayne area (reported in the narrative sections of the 2004 *Annual Progress Report*). A benchmark of success was the reduction in time it took for a case to be referred to the prosecutor's office. Prior to the DVI unit, it could take up to three months for a case to be investigated and referred. With the unit in place, the time to referral was reduced to approximately two weeks. Finally, it appears the DVI unit collaborated more fully with the prosecutor's office and the Victim Assistance Unit, resulting in strong relationships among these entities.

Program activities described in the grant applications and the *Annual Progress Reports* seem highly likely to have a positive impact on the problem of domestic violence in the Fort Wayne area. However, it is not clear these same activities would affect the problems of sexual assault and stalking that do not stem from domestic situations. It is highly likely that the program activities described will improve the investigation of domestic violence, thereby increasing conviction rates. But successful prosecution of domestic violence cases gets at only one aspect of the subgrantee's goal of "assisting victims of domestic disturbance to live violence free lives." Not much changed in the DVI unit between the 2005 and 2006 operating periods in this area. The grants provided funds for one victim advocate, and by the subgrantee's own admission, this level of staffing was far too low to fully serve all the victims in need. In order to have a greater impact on victim's lives, a heavier emphasis might be placed on victim services/assistance and intervention to really get victims to a place where they can live violence free lives.

A key issue relevant to the continuation of the program regards sustainability. Domestic violence, sexual assault, and stalking will likely continue in Fort Wayne and there is no indication that the number of incidents is decreasing. As such, it is likely that the DVI unit will need to expand. Given that the 2006 award only provided funds to cover current personnel, it may become difficult to sustain or grow the unit unless other funding streams are sought. The subgrantee should consider seeking funding from private foundations and other public entities, unless ICJI increases its funding.





## Case 5: Prosecutor

*Subgrantee: St. Joseph County Board of Commissioners*

*Implementing Agency: St. Joseph County Prosecutor's Office*

*STOP Grants: 04ST053 & 05ST049*

*Project Title: Family Violence and Special Victims Unit (FVSVU)*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$365,844	\$217,549	\$148,295	\$72,517	\$290,066
2006	\$482,298	\$182,488	\$299,810	\$60,829	\$243,317

### Program Description and Problem Statement

Grants 04ST053 and 05ST049 are continuation grants awarded to support the Family Violence and Special Victims Unit. The St. Joseph FVSVU is a co-located, multi-disciplinary unit employing victim advocates, law enforcement investigators, prosecutors, and prosecutorial support staff to provide thorough investigations and aggressive prosecutions of domestic violence, sexual assault, and stalking perpetrators. The goal of the FVSVU is “to strive for justice for the women of St. Joseph County through effective investigation and prosecution of crimes against women, while also providing services that seek to promote empowerment and self-sufficiency.”

For the 2006 operating period, the St. Joseph County Prosecutor's Office submitted three separate STOP grants: one each for the law enforcement, prosecutor, and victim services components of the FVSVU. When tallied, the amount requested from the three grants was \$482,298. ICJI combined the requests into a single award (\$182,488) and directed that the dollars were to be spent on personnel only. Given that ICJI chose to combine the 2006 award in this way and that both the 2005 and 2006 operating period award amounts were far lower than the requested amounts, it is difficult and perhaps unfair to judge the performance of the FVSVU unit according to the objectives they highlighted in their original grants. Those objectives were not modified in light of the reduced award amounts.

While the three 2006 grants had varying component goals, objectives, and activities, the overall FVSVU goal remained the same. Because the three grants submitted in 2006 had different foci and none were specifically funded, this case study discusses only the objectives and program activities from the 2005 operating period application. Performance measures were available for both grant periods, and are also discussed below.

#### *Program Objectives and Activities*

By the end of the 2005 operating period, the FVSVU intended to achieve the following objectives:

1. Decrease the number of domestic violence cases dismissed due to victims recanting or otherwise not participating in the prosecution by five percent
2. Decrease the number of repeat incidents within the same household by three percent
3. Establish collaborations with local community and governmental resources. In particular, the application noted that in their collaborations they hoped to extend services to victims of domestic violence outside of normal business hours

The FVSVU stated it would do the following activities to achieve the objectives identified above:

1. Contact victims within 24 hours of receipt of the police report
2. Promptly refer them to appropriate community resources
3. Collaborate with the YWCA and other victim service agencies in the community to provide ongoing victim advocacy and support services
4. Improve information sharing between the victim advocates, prosecutors and victims
5. Educate the victims about the cycle of violence, the need for offenders to be held accountable, and the negative effects on children that live in a violent household
6. Establish a protocol for the prosecution of cases without a participating victim
7. Train and educate law enforcement and judicial staff about the prosecution of cases without victim cooperation
8. Collaborate with the courts, probation, and local mental health agencies to establish a protocol requiring a mental health assessment of the offender by a qualified mental health service provider prior to sentencing
9. Provide victim advocacy services to victims of domestic violence outside of normal business hours
10. Work toward the establishment of a protocol providing 24 hour judicial availability for the issuance of protection orders
11. Reduce the number of incidents in which victims are denied protection orders because they do not have the documentation required by the judicial staff
12. Establish the feasibility of developing a volunteer advocacy program
13. Aggressively prosecute protection orders by establishing collaborations with the court, local law enforcement, and community service agencies

#### *Reported Performance Measures*

No specific performance measures were reported in the 2005 and 2006 grant applications beyond those required by the federal government. However, according to the calendar year *2004* and *2005 Annual Progress Reports*, the number of incidents reported, cases referred for prosecution, and victims served greatly increased (see Table 19). Meanwhile, the FVSVU saw little change in the number of cases that were granted protection orders and number of cases prosecuted. However, the number of victims served increased 107 percent. Similarly, the number of criminal charges disposed of by the subgrantee increased substantially (about 168 percent), while the percentage of charges dismissed increased only slightly. Interestingly, the number of cases investigated between 2004 and 2005 actually fell by 120. Because the FVSVU reported both law enforcement activities and counts of prosecutor dispositions, the unit appears to clearly operate across agency boundaries (police and prosecutors).



**Table 19: St. Joseph County FVSVU, selected performance metrics, 2004 and 2005**

<b>Metrics</b>	<b>2004</b>	<b>2005</b>
Number of staff funded	7.93	7.93
Training		
Number of events	6	5
Number of people trained	108	113
Victims Served	997	2,060
Race		
White	586	1,201
Black	365	760
Other	47	99
Gender		
Male	145	267
Female	852	1,793
Unknown		
Victim services provided		
Crisis intervention	133	225
Criminal justice advocacy/court accompaniment	1,401	4,192
Civil legal advocacy/court accompaniment	96	160
Victim witness notification	1,909	4,700
Victim/survivor advocacy	1,396	2,117
Protection orders		
Temporary protection orders requested	68	91
Temporary protection orders granted	55	57
Final protection orders requested	55	71
Final protection orders granted	55	57
Law enforcement activities		
Incident reports	2,697	3,425
Cases/incidents investigated	891	771
Arrests of predominant aggressor	18	16
Arrests for violation of protection order	1	
Referrals of cases to prosecutor	2,141	2,868
Prosecution activities		
Number of case referrals received	2,141	2,868
Number of cases in which charges were filed	906	918
Affirmative decision was made not to file charges	375	1,559
Prosecutor dispositions	208	558
Dismissals (charges dismissed)	64	183

The FVSVU unit held six training sessions in 2004 (108 attendees) and five in 2005 (113 attendees) which included law enforcement, prosecutors, court staff, health professionals, sexual assault program staff, victim witness specialists, and volunteers.

*Fiscal Assessment*

In the 2005 operating period, actual expenditures were somewhat consistent with the proposed expenditures based on the fiscal reports submitted by the subgrantee. At the close of the grant, there was a federal fund balance of \$4,192, reflecting a burn rate of about 98 percent. While the final financial report (stamped received on 9/19/2005) suggested that \$4,192 remained from the federal funds, what looks to be

the final claim voucher (stamped received on 9/2/05) indicates there were only \$3,592 federal dollars left. It was unclear whether the \$3,592 had actually been advanced to the subgrantee or whether there were other vouchers submitted to claim these left over dollars. Nevertheless, the St. Joseph County Auditor sent a check in the amount of \$600 (dated 9/15/2005) to ICJI. In the 2006 operating period, it appears that actual expenditures were highly consistent with proposed expenditures. ICJI provided \$182,488 for personnel and all reported expenditures through the third quarter of the grant were for personnel. There appear to have been no changes to the approved budget, the subgrantee appears on target to spend the remaining dollars, and all requisite reports were filed in a timely manner.

### *Overall Assessment and Recommendations*

Even though the 2005 grant application was fairly well written, the outcomes reported by the FVSVU in the *Annual Progress Report* were lacking. It is difficult to assess the FVSVU's performance in achieving its objectives. This may be due to the fact that funding levels were too low to allow them to complete many of the activities it would take to achieve their objectives. No mention was made in the *Annual Progress Report* about whether they met the benchmarks they set in their objectives (e.g., reductions in the percentage of cases dismissed due victims' actions) or completed the activities surrounding collaborations and protocol development enumerated in the grant application.

There are several recommendations that the subgrantee should consider when submitting a future STOP grant. One is that the subgrantee should return to the practice of submitting one grant application for the FVSVU. Also, the subgrantee should spend some time reporting activities in the *Annual Progress Report* that it may have done during the reporting period. For instance, if the FVSVU created new training curriculum or informational brochures, it should be noted in the appropriate places. Moreover, if the unit entered into collaborations that resulted in measurable outcomes, those should be noted in questions 44 and 45 of the *Annual Progress Report*. If the unit was unable to complete key activities due to limited resources, they should highlight the issue in the comments section of the *Annual Progress Report*. Finally, it appears that the Fort Wayne FVSVU was funded at lower dollar amounts than were requested, yet the subgrantee based their goal, objectives, and program activities on the higher amount. When such a mismatch occurs, subgrantees should submit amended goals, objectives, and activities along with the amended budget required by ICJI before funds are released.



## Case 6: Courts

*Subgrantee: Marion County Prosecutor's Office/Indianapolis Police Department*

*Grant Numbers: 04ST062 & 05ST034*

*Project Title: The Protective Order Pro Bono Project (POPBP) of Greater Indianapolis*

Operating period	Subgrantee request	STOP award	Difference	Local match	Project total
2005	\$109,537	\$108,495	\$1,042	\$36,165	\$144,660
2006	\$99,045	\$99,045	\$0	\$33,015	\$132,060

### *Program Description and Problem Statement*

The Protective Order Pro Bono Project (POPBP) of Greater Indianapolis supports two separate, collaborative activities (which can be translated into employment positions). The first is an intake clerk position within Marion Superior Court 21, the civil protection order court, which assists with the processing of protection orders (POs). The Clerk in PO Intake interviews domestic violence victims, explains the civil and criminal options available, helps them complete paperwork to obtain an Emergency (or *Ex Parte*) Order of Protection, and helps victims understand the process to make the order permanent. The clerk also discusses the lethality of the abusive situation with the victim, including living arrangements, firearms issues, and the safety of children involved.

The second component of the program supports Protective Order Court Advocates (POCAs) that assist victims before, during, and after the process of obtaining an Order of Protection, including assistance if the order is violated. POCAs work both in PO Intake and in Marion Superior Court 21 to assist victims and their families through the process of obtaining Orders of Protection, safety planning, and emergency shelter. In 2005, the POPBP assumed responsibility of the POCA program from the Family Advocacy Center, and received STOP award funds to continue support for the PO clerk and POCA program components (04ST062 and 01VA161). However, in the 2006 operating period, the focus of the subgrantee's activities shifted to exclusively supporting victims through POCAs, and STOP award funds were provided to increase the number of POCAs from two to three.

According to the subgrantee, one of the very first steps that victims take to get out of abusive relationships is to seek a PO. In 2005, the PO office processed approximately 5,000 orders. To substantiate the need for the 2006 STOP award, the subgrantee noted that since the POPBP assumed the POCA program in 2005, the two advocates have been overwhelmed with nearly 1,500 victim consultations (presumably per year). POCA's are necessary in PO Intake to counsel victims and help them develop safety plans and, if necessary, seek shelter. While the subgrantee's explanation of the problems faced by victims of domestic abuse seeking remedy through the courts is supported by annual program statistics, the activities and outputs of the program from year to year are unclear, particularly for the POCA component.

### *Program Objectives and Activities*

The POPBP goal is to provide assistance to victims of domestic abuse to help them get away and stay away from abusive relationships. More specifically, the goal of the project is to continue providing, through supporting a second clerk's position, free technical (legal) assistance and safety counseling to victims seeking protection from their abuser. The subgrantee identified several objectives for their 2005 and 2006 operating periods, and they were consistent with the project's overall goals:

1. Efficiently process PO applications and interview victims of abuse as they seek an Order for Protection

2. Continue the POCA program, which provides trained domestic abuse advocates in protection order intake
3. Help victims, through the POCA program, seek shelter, counseling and legal assistance if necessary
4. Facilitate the provision of legal counsel to low-income victims of abuse in their civil protection order hearings

The 2005 and 2006 applications proposed to perform numerous activities through the POPBP:

1. Recruit and train volunteer lawyers, law students, and paralegals to work with victims of abuse in their hearings
2. Train POCAs and intake staff about domestic abuse and the legal aspects in the State of Indiana, including the current Indiana Protection Order Statute
3. Work with protection order intake clerks to provide legal assistance and counsel victims
4. Work with Indianapolis shelters and direct service providers to make referrals when necessary
5. Conduct outreach and increase public awareness and understanding of the issue of domestic violence

### *Reported Performance Measures*

According to the subgrantee, POPBP effectiveness would be evaluated by agency personnel through the collection and analysis of statistical systems data (e.g., arrest reports), and by obtaining feedback from participants, attendees, users, or recipients. The long-term impact of program services was to be evaluated through feedback from agencies and professionals. No metrics, however, were provided by the subgrantee in the 2005 or 2006 operating period applications, although information on activities and accomplishments was available through the subgrantee's *Annual Progress Reports*, as shown in Table 20. In this case, the POPBP is reporting substantial increases in its performance metrics at the same time it received an approximately 10 percent reduction in STOP funds. Because the performance metrics suggest almost identical packages of services are provided to each victim, and because 100 percent of each year's PO requests are reportedly approved, these statistics are somewhat suspicious, and closer analysis is probably needed.

**Table 20: Marion County Protective Order Pro Bono Project, selected performance metrics, 2004 and 2005**

<b>Metrics</b>	<b>2004</b>	<b>2005</b>
Number of staff funded	1.5	2.25
Victims served	812	1,515
Race		
White	454	804
Black	275	596
Other	44	72
Unknown	39	43
Gender		
Male	4	22
Female	808	1,493
Victim services provided		
Crisis intervention	214	431
Civil legal advocacy/court accompaniment	812	1,515
Victim/survivor advocacy	812	1,515
Protection orders		
Temporary protection orders requested	812	1,515
Temporary protection orders granted	812	1,515



In addition to the metrics produced, the subgrantee produced several brochures, training manuals and materials, and engaged in outreach activities that appear to be consistent with the goals of the POPBP.

### *Fiscal Assessment*

The budgetary expenditures were somewhat consistent with approved program activities, but no training activities were documented by the subgrantee. During the 2005 operating period, the subgrantee did not expend \$17,516 of STOP award funds (resulting in a burn rate of 84 percent) and no information in the subgrantee file indicated whether the unexpended funds were returned to ICJI. For the 2006 STOP award, the subgrantee appeared to be on-track with budget expenditures through the third quarter reporting period. There were no apparent changes to the budgets, and fiscal reports appear to have been submitted accurately and in a timely manner.

### *Overall Assessment and Recommendations*

The Protective Order Pro Bono Project of Greater Indianapolis Program's 2005 and 2006 operating period activities were likely to have a positive impact on the problem of victims successfully obtaining protection orders (i.e., POCAs working with PO Intake Clerks) and assisting victims with the enforcement of the orders and safety planning. Increasing the quality of assistance to victims at this point in the process of dealing with domestic abuse—the ability to seek and obtain orders of protection—is an important issue in breaking the cycle of victimization. The POPBP has the potential to increase the number of victims served by Marion Superior Court 21, and increase the safety and independence of victims of domestic abuse.

Unfortunately, the limited amount of detailed information provided by the subgrantee, particularly on the activities of the POCAs, makes it difficult to assess the impact of the POPBP, which in turn makes it difficult to categorize the subgrantee as an above average or strong program. While the subgrantee did not provide detailed measures of program activities, the POPBP should be able to assemble several metrics that would be useful for program evaluation.

Additionally, it is reasonable to believe that the POPBP would benefit from additional staff, particularly clerks and advocates with Spanish language skills, which is noted by the subgrantee. Indeed, the POCAs increased the number of people served from calendar year 2004 to 2005 by 703 victims. However, if STOP funds are used to support an expansion of the POPBP, the subgrantee should be required to provide more detailed metrics on program activities. Future funding decisions, and any subsequent supervision, should be contingent on the subgrantee's provision of more details on program metrics and activities.

# STOP Program Conclusions and Recommendations

ICJI has managed the federal STOP revenue flows effectively and in a timely manner, spending nearly all the proceeds each year since Federal Fiscal Year 1999. In turn, ICJI awarded these proceeds to numerous subgrantees each year. ICJI STOP grants in the 2006 operating period totaled \$2.14 million and supported more than 60 programs in 35 Indiana counties. In calendar year 2005, these programs helped pay for about 93 (FTE) staff, served more than 16,000 victims and their family members, disposed of nearly 5,500 charges by prosecutors, and helped produce more than 8,000 temporary and final protection orders. STOP subgrantees reported producing more than 400 training events serving 14,523 persons in 2005. Thus, on the basis of performance metrics from the 2005 *Annual Progress Reports*, ICJI's STOP subgrantees were producing a substantial volume of services aimed at preventing and controlling the incidence of violence against women within the state. However, despite clear productivity on a variety of fronts, there are a few issues linked to Indiana's STOP-funded programs that deserve attention.

First, considering the statewide allocation of funds, there are possibly underserved areas within the state that might benefit from STOP funding initiatives. There were 16 counties in the state with higher than average violence against women incident rates (i.e., an additive index of emergency shelter use, rape arrests, and sex offense arrests per 10,000 adults in 2004). Of these counties, six did not obtain any STOP funds during the 2005 and 2006 operating periods. The high incidence counties that sought no STOP funds were Wayne (24.5 incidents per 10,000 adults), Montgomery (23.6), Starke (21.9), Tippecanoe (16.8), Orange (16.3), and Bartholomew (15.8). ICJI might consider more explicit geographical targeting of programs to address the counties with potentially higher levels of domestic violence.

Second, although metrics reported in the 2005 *Annual Progress Report* painted an encouraging picture of statewide STOP program production, when analysis was reduced to the scale of individual subgrantees, questions can be raised about how STOP proceeds are used by different agencies to attack problems linked to violence against women. In this context, the six case studies provided additional detail about subgrantee performance. On the bright side, given their different organizational and agency settings, the STOP subgrantees that were examined produced services in different ways during the 2005 and 2006 operating periods, but overall appeared to be implementing STOP programs consistent with federal guidelines. Nonetheless, the detailed examination of the six subgrantees suggested several performance issues that ICJI might want to address.

## Recommendations for Improving Grant Applications

1. Grant applicants should spend more time creating a justification for the grant and provide a rationale for why this program, unit or service is expected to decrease domestic violence, sexual assault, and stalking in the jurisdiction in question. In other words, they need to explain what impact their project will make in the bigger overall picture of violence against women in the state of Indiana. Applicants should be required to provide a clear link between how the program activities they propose will actually help them to meet program objectives, and thus, their overall program goal.
2. If grant applicants intend to address the problems of sexual assault and stalking in their jurisdictions, they should make an effort to discuss how they'll be addressed throughout their applications. Causal linkages embedded in STOP-funded programs should be made explicit.





3. ICJI should consider a slightly different review process for continuation grants compared to new programs seeking funds. This should include a requirement that continuation requests document up-to-date local circumstances and conditions linked to STOP grant programs. Applications for STOP awards that are ‘identical’ to earlier years’ applications should be rejected. When submitting a grant, applicants should not simply ‘cut and paste’ sections of previous, related grants without making sure the information is accurate, current, and relevant to the grant under review. Unfortunately, the ‘cut and paste’ technique appeared to be a common practice across some of the case studies reviewed here, and is likely to be occurring in other grant applications as well. Further, much of the information provided in the problem statements and program justification was old information or relevant to a previous STOP grant and not the current program.

## **Recommendations for Improving Quality of Information About Program Operations**

4. Based on the performance reporting by subgrantees studied here, understanding annual changes in the impact of individual STOP-funded programs is still a challenging proposition. Reporting by subgrantees should be systematized. Subgrantees should propose performance metrics that they must follow and report each year. The earlier *Performance Metrics for ICJI, 2006* report prepared by the Center for ICJI provided recommended measures for different types of victim services programs. It is reasonable to expect STOP subgrantees to identify and report the relevant metrics to describe their programs.
5. Three of the six case studies showed increased productivity in the face of declining program funding. For instance, the Fort Wayne Stop Domestic Violence Specialized Unit doubled the victims served from the 2005 to the 2006 operating period, but received nearly \$100,000 less than it requested. Furthermore, this program received \$50,000 fewer STOP funds than in 2005. The St. Joseph Family Violence and Special Victims Unit reflected the same phenomenon. In 2006, St. Joseph County received \$300,000 less in STOP funds than it requested, and then operated at 84 percent of its 2005 project total. Nonetheless, the number of victims served more than doubled, and it reported substantial increases in many of its *Annual Progress Report* metrics. The third example was the Marion County Protective Order Pro Bono Project of Greater Indianapolis which nearly doubled the number of victims served while receiving \$10,000 less in STOP funds. Demand for STOP services is growing, but available STOP funds are shrinking. It is likely that this occurs because subgrantees have alternative funding sources to finance their overall operations, but more analysis of individual programs would be needed to isolate the exact reasons why productivity can increase in the face of declining funds. More significantly, if some subgrantees can get by on less, perhaps other targeted areas with violence against women problems could be recruited to host more focused programs.
6. Therefore, STOP subgrantees should report other funding sources more fully for a complete financial picture of program financing. Grant applicants should be required to submit total program budgets, and the proportion of that total program budget the STOP grant would cover. The share of total production funded by STOP grants should be estimated. STOP subgrantees should explain ‘continuity of cost’ assumptions built into their proposals, and provide information about how the program will be sustained past the STOP-funded operating period. In short, they should provide a program sustainability plan. For example, the two largest grants reviewed for this study received substantially fewer dollars in the 2006 than in 2005 operating period, but meanwhile there was no indication the number of domestic violence, sexual assault and stalking incidents were decreasing (i.e., for both subgrantees, victims serviced actually increased substantially). Therefore, programs will likely need to expand. Because there is no indication that federal STOP funding is expected to increase, applicants should develop sustainability plans focused on how to capture additional resources (beyond STOP dollars) for their programs. If such plans are submitted with the grant applications, ICJI can be more

confident a program they choose to fund one year will not disappear should funding be reduced or denied in subsequent years.

7. If the subgrantee receives substantially fewer dollars than originally requested, it should concurrently provide amended goals and objectives. The amended goals and objectives should be submitted along with the required amended budget. Having information about amended goals and objectives will provide ICJI or outside evaluators the opportunity to judge the performance of the subgrantee's program based on more reasonable metrics that are connected more realistically to a reduced budget.

## Recommendations for Targeting STOP Resources

8. Findings from the geographical analysis of potential violence against women incidents and STOP funding patterns suggest that ICJI should consider a targeted approach to helping underserved areas in the state to build local programs, aided by STOP grant awards.
9. In the *2006 Annual STOP Administrators Report*, ICJI noted that STOP resources need to be extended to two underserved populations—rural and Hispanic. In this report, 16 Indiana counties were above the state violence against women incident rate (i.e., counties likely to have high demand for STOP resources). Seven of these counties (Allen, Bartholomew, Elkhart, Marion, Monroe, St. Joseph and Tippecanoe) were also identified by the Indiana Commission on Hispanic/ Latino Affairs as being among the top ten Indiana counties in terms of net international migration (most of the international migration is believed to be from South and Central America).<sup>35</sup> Two of these counties, Tippecanoe and Bartholomew, received no STOP awards in the 2005 or 2006 operating periods. Thus, if ICJI would like to better serve areas in the state that have significant Hispanic populations, they could start by working with community leaders in Tippecanoe and Bartholomew counties to try to solicit STOP grant applications.
10. More generally, in order to better allocate resources, ICJI could identify counties reflecting high need (based, for example, on the county violence against women incident rates) that have not previously applied for STOP funds but who are considered to be mostly rural, and reach out to these counties. Furthermore, ICJI Victims Services staff could educate the appropriate stakeholders in these counties (both rural and those with large Hispanic populations) about the STOP grant program and provide direct technical assistance or link them with other STOP subgrantee staff (identified as having previously completed particularly strong grant applications and annual progress reports) to mentor them.

## Other Recommendations

11. In light of ICJI's own STOP program guidelines, ICJI should consider reviewing selected written products of STOP subgrantees. It is possible that some subgrantees produced selected services or products slightly out of the scope of ICJI guidelines that indicate minors should only receive STOP award resources when there is an inextricable link to providing services to an adult victim. Case study evidence suggested some of the brochure activity did not fit this criterion. For instance, the ICADV program produced a large number of general information brochures, some of which were linked only loosely to domestic violence (e.g., teen dating violence). The Greenfield Police Department Victim Assistance Program produced many written products as well, with a few topics and titles that were not connected directly to domestic violence. It would require a closer assessment of the individual brochures to determine if they all satisfy STOP's domestic violence targets. Related to this, in cases

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<sup>35</sup> Indiana Commission on Hispanic/Latino Affairs. (2006). *2006 Demographic Overview of Hispanics/Latinos in Indiana*.



where brochures are consistent with guidelines, there should be some assessment of the effects of written products. STOP subgrantees produced a large number of brochures and other written materials, but without pre- and post-tests, outside evaluators cannot assess the impact of these materials on clients.

12. Future research attention might focus on evaluating the training impacts of those programs funded by STOP—that is, whether they are working or not. Significant portions of STOP grants go for training, so knowing what works is a reasonable question to ask. For example, virtually all of the ICADV grant went to training, and the impacts of its training efforts should be assessed.

# Appendix 1: Violence against women incident rates by Indiana counties, 2004

## Domestic violence incident rates by Indiana counties, 2004

County	2004 pop 18 yrs+	Adults served in emergency shelters	2004 arrests			Total incidents	Incident rate per 10K pop 18+	Total 2005 & 2006 STOP awards (\$)
			Rape	Sex offenses	Rape + Sex offenses			
Vanderburgh	132,552	278	4	69	73	351	26.5	205,496
Wayne	53,023	73	7	50	57	130	24.5	0
Montgomery	28,361	56	1	10	11	67	23.6	0
St. Joseph	196,991	396	10	49	59	455	23.1	488,574
Marion	630,064	961	82	366	448	1,409	22.4	825,384
Starke	16,885	10	4	23	27	37	21.9	0
Allen	246,787	327	22	183	205	532	21.6	574,154
Grant	54,771	48	3	67	70	118	21.5	138,114
Elkhart	136,252	179	6	54	60	239	17.5	64,656
Tippecanoe	120,316	146	4	52	56	202	16.8	0
Madison	99,599	138	6	21	27	165	16.6	157,957
Orange	14,728	17	1	6	7	24	16.3	0
Lake	361,142	500	13	68	81	581	16.1	39,320
Kosciusko	55,259	52	6	30	36	88	15.9	54,394
Bartholomew	53,794	71	4	10	14	85	15.8	0
Monroe	99,604	102	3	52	55	157	15.8	41,960
Vigo	79,472	71	2	30	32	103	13.0	15,954
Delaware	92,453	92	14	7	21	113	12.2	63,400
Noble	34,040	28	1	11	12	40	11.8	62,606
Scott	17,509	14	1	5	6	20	11.4	37,329
Knox	30,110	28	1	5	6	34	11.3	0
Howard	62,882	54	0	16	16	70	11.1	81,252
Morgan	51,288	42	1	13	14	56	10.9	36,678
Fayette	18,946	10	0	10	10	20	10.6	17,848
LaPorte	83,192	66	1	15	16	82	9.9	38,694
Jackson	31,165	22	1	7	8	30	9.6	0
Union	5,392	3	0	2	2	5	9.3	0
Warren	6,599	3	0	3	3	6	9.1	0
Jefferson	24,577	14	1	7	8	22	9.0	0
Clinton	24,982	10	2	10	12	22	8.8	0
Washington	20,784	13	1	4	5	18	8.7	69,341
Wells	20,843	9	0	9	9	18	8.6	0
Jasper	23,441	15	1	4	5	20	8.5	0
Ripley	20,066	9	1	7	8	17	8.5	0
Clark	76,130	50	1	12	13	63	8.3	179,204
Stueben	25,381	6	4	11	15	21	8.3	140,133
Adams	23,405	12	1	6	7	19	8.1	15,211
Owen	17,392	9	1	4	5	14	8.0	0
Putnam	28,439	10	0	12	12	22	7.7	71,771
Huntington	28,577	5	2	15	17	22	7.7	0



Domestic violence incident rates by Indiana counties, 2004 (continued)

County	2004 pop 18 yrs+	Adults served in emergency shelters	2004 arrests			Total incidents	Incident rate per 10K pop 18+	Total 2005 & 2006 STOP awards (\$)
			Rape	Sex offenses	Rape + Sex offenses			
Sullivan	17,047	8	1	4	5	13	7.6	0
Fountain	13,200	7	0	3	3	10	7.6	0
Marshall	34,085	9	2	14	16	25	7.3	0
Gibson	25,266	9	0	9	9	18	7.1	35,657
Greene	25,361	8	1	9	10	18	7.1	0
Shelby	32,446	17	1	5	6	23	7.1	0
Pulaski	10,380	3	0	4	4	7	6.7	0
Parke	13,394	2	1	6	7	9	6.7	0
Porter	117,284	57	0	19	19	76	6.5	155,895
DuBois	30,064	0	2	17	19	19	6.3	0
Jay	15,835	1	1	8	9	10	6.3	0
Rush	13,216	2	0	6	6	8	6.1	0
Hendricks	90,899	47	1	7	8	55	6.1	115,303
Pike	9,938	2	0	4	4	6	6.0	0
DeKalb	30,155	9	1	8	9	18	6.0	0
Crawford	8,394	1	0	4	4	5	6.0	17,324
Warrick	41,521	14	1	9	10	24	5.8	21,011
Davies	21,622	6	0	6	6	12	5.5	0
Clay	20,357	8	0	3	3	11	5.4	48,284
Wabash	26,132	8	1	5	6	14	5.4	0
Carroll	15,237	4	0	4	4	8	5.3	0
Fulton	15,475	1	1	6	7	8	5.2	0
Miami	26,951	2	1	10	11	13	4.8	0
Blackford	10,526	0	0	5	5	5	4.8	0
Floyd	53,587	20	0	5	5	25	4.7	81,048
Johnson	92,929	31	3	9	12	43	4.6	69,920
Spencer	15,267	0	1	6	7	7	4.6	0
Decatur	18,333	0	0	8	8	8	4.4	0
Jennings	20,638	9	0	0	0	9	4.4	0
Switzerland	7,163	0	0	3	3	3	4.2	0
Boone	37,124	5	1	9	10	15	4.0	46,470
Dearborn	36,102	7	3	4	7	14	3.9	0
LaGrange	24,389	8	0	1	1	9	3.7	0
Lawrence	35,328	12	0	1	1	13	3.7	0
Cass	29,943	3	1	7	8	11	3.7	34,304
Whitley	23,737	3	1	4	5	8	3.4	0
Hamilton	163,305	19	2	31	33	52	3.2	77,568
Tipton	12,581	2	0	2	2	4	3.2	0
Hancock	45,607	2	1	11	12	14	3.1	169,093
Henry	36,472	8	0	3	3	11	3.0	0
Benton	6,704	0	0	2	2	2	3.0	0
Randolph	20,121	2	1	3	4	6	3.0	58,520
White	18,608	4	0	1	1	5	2.7	0
Perry	14,928	2	0	2	2	4	2.7	0

Domestic violence incident rates by Indiana counties, 2004 (continued)

County	2004 pop 18 yrs+	Adults served in emergency shelters	2004 arrests			Total incidents	Incident rate per 10K pop 18+	Total 2005 & 2006 STOP awards (\$)
			Rape	Sex offenses	Rape + Sex offenses			
Brown	11,891	2	0	1	1	3	2.5	0
Posey	20,254	0	2	3	5	5	2.5	0
Ohio	4,491	0	0	1	1	1	2.2	0
Harrison	27,513	6	0	0	0	6	2.2	50,100
Vermillion	12,595	0	0	2	2	2	1.6	0
Franklin	16,860	0	0	2	2	2	1.2	0
Martin	7,926	0	0	0	0	0	0.0	0
Newton	10,900	0	0	0	0	0	0.0	0
Total known	4,637,274	4,319	244	1,631	1,875	6,194	13.4	4,399,927
Unknown		377						
State totals	4,637,274	4,696	244	1,631	1,875	6,194	14.2	

Source: Indiana Domestic Violence Program Statistics: July 1, 2004 - June 30, 2005, *Adults Served in Emergency Shelter by County*  
 Population: CC-EST2004-agesex-[ST\_FIPS]: Annual Estimates of the Population by Selected Age, Groups and Sex for Counties in [STATE]: April 1, 2000 to July 1, 2004  
 File: 7/1/2004 County Characteristics Estimates File for Internet Display, Release Date: August 11, 2005  
 Arrests: 2004 UCR, Part I, forcible rape. Part II, sex offenses.  
 STOP awards reflect both 2005 and 2006 operating periods (July 1, 2004 – June 30, 2006)