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Police-Community Partnerships to Address Domestic Violence

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COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

Police Executive Research Forum

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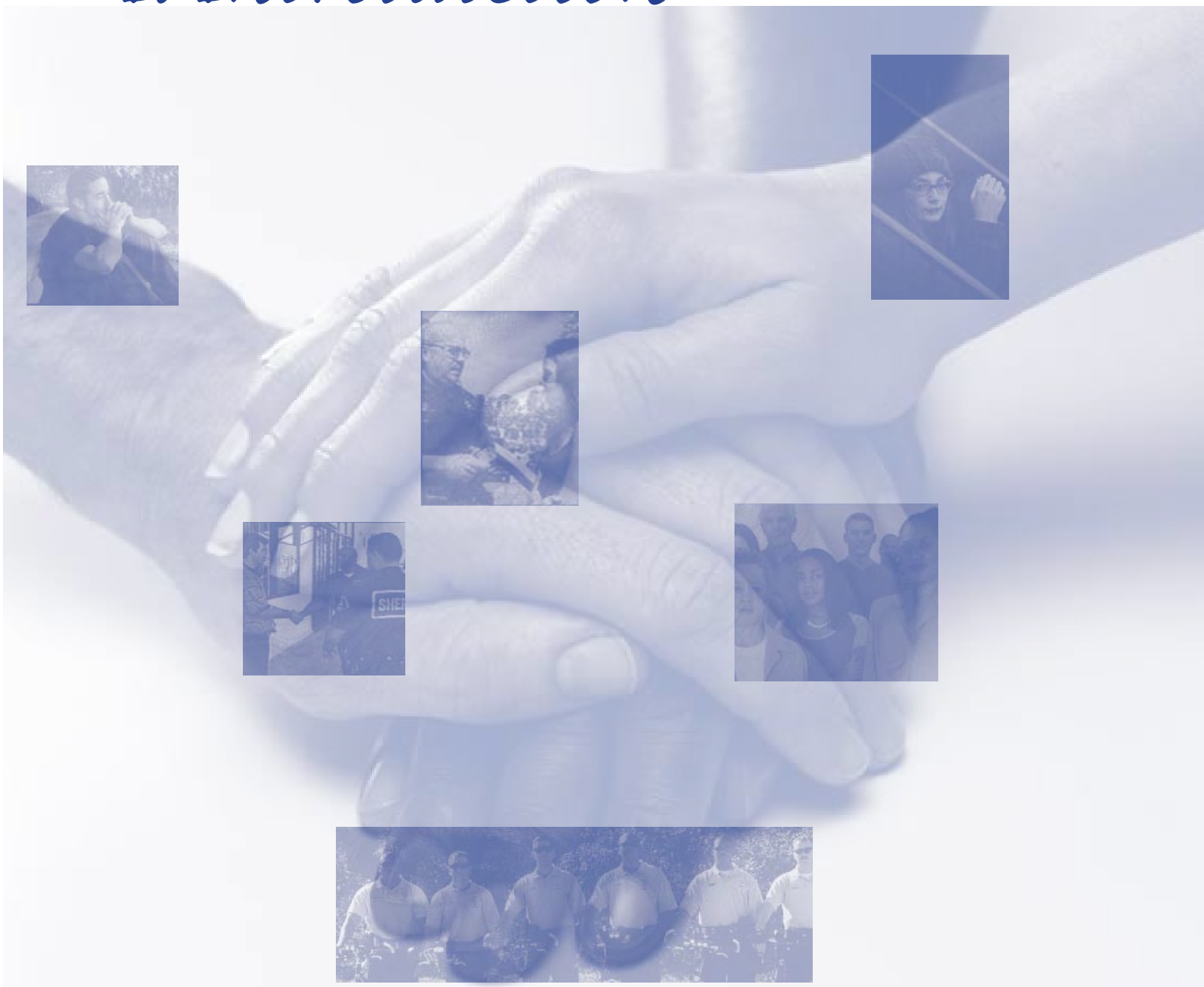


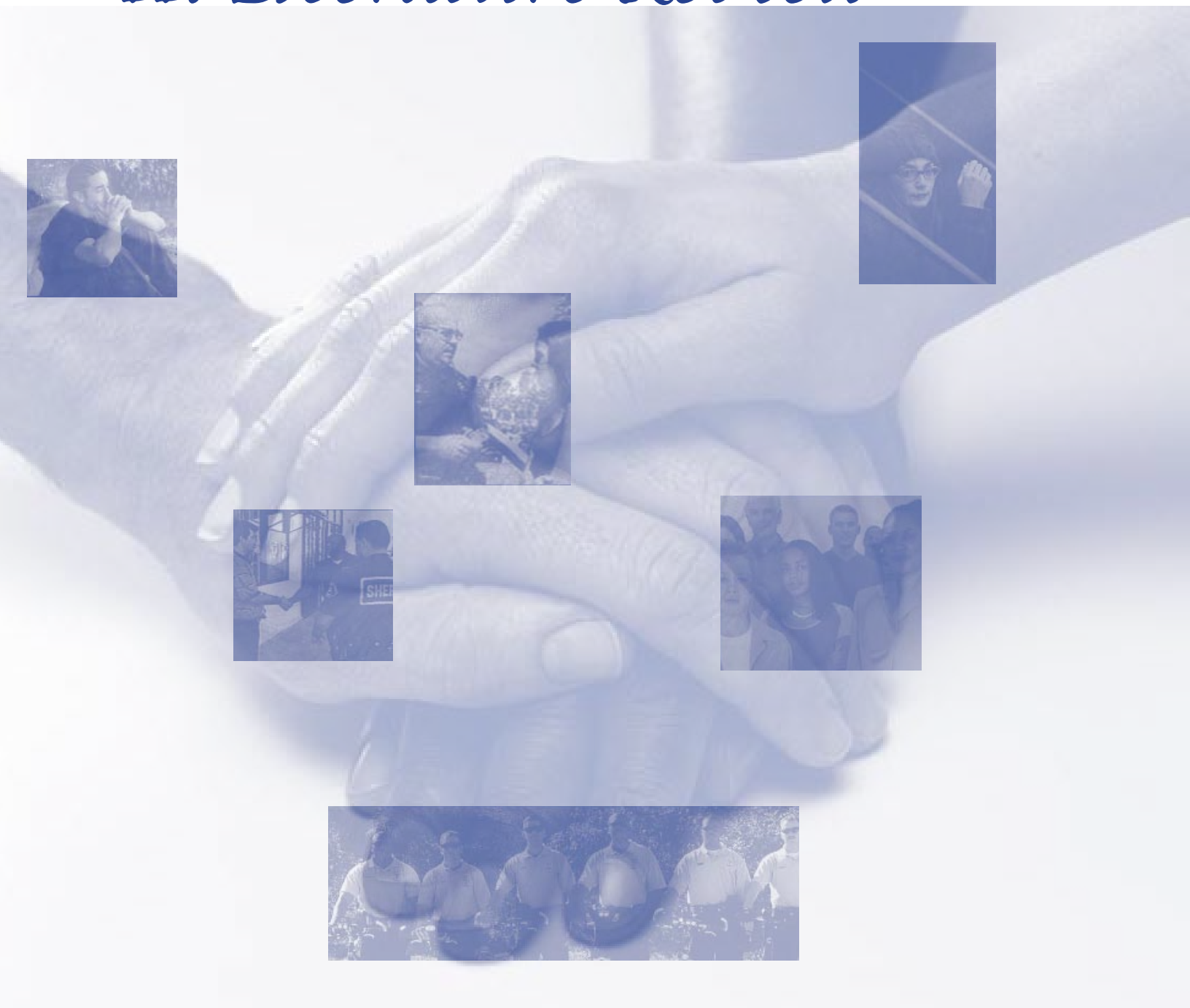
I. Introduction

A number of innovative criminal justice system approaches have been developed during the past 15 to 20 years in an attempt to reduce the number of incidences of domestic violence in the United States. Many law enforcement agencies now have policies mandating arrest, or stating a preference for arrest, for domestic violence. Prosecutors are also using a wider array of options to handle domestic violence cases such as no-drop policies, evidence-based prosecution, and special district attorneys assigned to domestic violence cases. As part of the adoption of community policing across the country, local law enforcement agencies are also forming partnerships with community organizations to address domestic violence.

Because there is limited knowledge about how such partnerships coordinate activities to improve response to calls involving domestic violence, PERF was funded by the COPS Office to explore the nature, function, and impact of these police-community partnerships to produce guidance for policy makers on partnerships focused on domestic violence. To learn how the police-community partnerships coordinate their activities and improve their responses to calls involving domestic violence, PERF studied a broad sample of local agencies that have such partnerships. PERF investigators collected data in two phases. In the first phase, project staff reviewed existing literature on the connection between community policing activities and how calls related to domestic violence are handled, interviewed experts on domestic violence and police-community partnerships, and developed data-collection instruments. In the second phase, project staff used a mail survey and telephone interviews and case studies to collect data on actual police-community partnerships.

This report presents a discussion of the literature, describes project methods used and findings of the mail survey, telephone interviews, and case studies of eleven local law enforcement agencies that had formed police-community partnerships to address domestic violence. It highlights successful strategies, lists barriers to effective police-community partnerships, and offers recommendations for overcoming these barriers, as well as providing strategies that can be replicated by other agencies.

II. Literature Review



II. Literature Review

Data from the last 15 years have shown unprecedented declines in crime. Between 1993 and 2002, the rate of violent crime declined 54 percent (Rennison 2003). During the same period, the National Crime Victim Survey (NCVS) detected similar decreases in nonfatal intimate partner violence (49 percent for women and 42 percent for men) (Rennison 2003). Homicides by intimate partners have not declined as rapidly: the rate of women who were killed by an intimate partner fell only 22 percent during that period. Continued vigilance on the part of criminal justice and advocacy community is needed to maintain—or ideally further—these declines.

Intimate partner violence (IPV) is a multidisciplinary concern because victims often are simultaneously involved with the police, the courts, emergency medical services, shelter providers, and counselors. For instance, victims may petition the courts to grant a restraining order, rely on the police to enforce it, and be dependent on social service providers to help them find a safe place to live. To prevent gaps in acquiring these services, these varying tasks require coordination among agency leaders and front-line personnel. As a result, addressing domestic violence effectively must be a shared priority for criminal justice practitioners, health care professionals, and social service providers.

The research proposed here aims to develop a better understanding of how these various stakeholders combine their energies to improve the response to IPV. This research focuses on IPV, but is guided by the literature reviewed below on family violence, domestic violence, and interpersonal violence, which can include family members who are not intimate partners. For this project, an intimate partner is defined as a former or current spouse, boyfriend, or girlfriend (Rennison and Welchans 2000). Same-sex relationships are also considered as part of this working definition. The following literature addresses law enforcement and prosecution responses to domestic violence and demonstrates that emerging trends in partnerships are promising improvements that require further exploration.

Changes in Law Enforcement Responses to IPV

Prior to 1970, societal norms dictated that police treat domestic violence as a family matter, not as a problem for the police. While law enforcement agencies were the government body primarily responsible for intervening in family violence (Buzawa and Buzawa 1992), they often had no official recourse when responding to calls for service involving abuse. In fact, police officers were directed not to make an arrest unless there was severe injury to the victim or they personally witnessed the crime (Buzawa and Buzawa 1992). As a result, noninterference was the primary response of law enforcement to these incidents (Giacomazzi and Smithey 2001).

In the early 1980s, the National Institute of Justice funded the Minneapolis Domestic Violence Experiment to explore the relationship between arrest and repeat domestic violence (Sherman and Berk 1984). In the study, police officers used one of three options at random when responding to domestic violence incidents: arrest, mediation, or separation. Investigators measured batterer recidivism by tracking repeat calls for service and conducting interviews with the victims. Study results indicated that arrest was a more effective deterrent of recidivism for batterers than informal response techniques (Sherman and Berk 1984). Several replications studies, however, found mixed results (Pate and Hamilton, 1992; Dunford, Huizinga, and Elliott 1989; Sherman et al. 1992; Loue 2000). Specifically, arrest did not reduce recidivism if the batterers were unemployed and may, in fact, have increased violent incidents (Loue 2000).

Despite the conflicting evidence on the effectiveness of arresting batterers, it quickly became the preferred response of police agencies, at least when the batterer was present. By the mid-1980s, the criminal justice response to domestic violence had changed dramatically, with many agencies shifting away entirely from mediation toward preferred arrest policies (Kane 1999). In some states, mandatory arrest laws require officers to arrest batterers regardless of whether the victim is willing to testify. Advocates lauded the mandatory arrest laws because victims no longer had to press charges against the batterer.

In other areas, police officers are given the authority to make misdemeanor domestic violence arrests even if they have not witnessed the act personally (Kane 1999). Some large and mid-sized police agencies created Domestic Violence or Family Violence Units to address interpersonal violence (Reuland 2001), while other departments instituted new training policies or looked to the advocate community for assistance in developing an effective response.

Evidence suggests that arrest or prosecution programs alone may not prevent recidivist violence (Johnson et al. 1994; Iovanni and Miller 2001). Consequently, many police agencies are looking beyond internal resources to enhance their responses to domestic violence victims. These new approaches often involve partnerships with the community and other criminal justice agencies that focus on reducing the negative consequences of criminal justice system practices by making victim safety a priority.

Partnership Response to Domestic Violence

During the past few decades, the community policing philosophy has fundamentally changed the nature of American policing. Partnership building and problem solving are among the core components of the community oriented policing philosophy (Cordner 2001). The form and function of partnerships may differ among and within communities, depending on the problems to address and available resources. Practitioners and researchers both have expressed that a collaborative approach could enhance existing services to victims of domestic violence (Belknap and McCall 1994). These predictions have been supported by evaluations of domestic violence partnerships (Zweig 2003; Whetstone 2001; Buzawa and Buzawa 2001).

Researchers and practitioners cite several conditions crucial for partnership success including shared ownership and equal responsibility for decision making; carefully determined organizational structures; education or training about domestic violence; clearly defined roles and responsibilities; and mechanisms for effective information sharing (Giacomazzi and Smithey 2001). Three major partnership models—coalitions, coordinated community responses, and response partnerships—have been identified in the literature. These partnerships vary in scope (including both public and private sector participants) and focus (the batterer, the victim, or the entire family unit) (Giacomazzi and Smithey 2001).

Partnership activities include creating new arrest policies, providing follow-up support for victims, prosecuting offenders, monitoring system activity, developing intervention programs, or strengthening civil remedies, (Shepard et al. 2002) among others. In most communities, partnerships are formed to develop a safety net that ensures victims do not go unnoticed or unassisted (Pollitz Worden 2001) and to improve the function of the criminal justice system. Each form of partnership is described below.

Coalitions. Also called task forces or coordinating councils, coalitions are large, multijurisdictional task forces of 30 to100 people who typically meet monthly to discuss large-scale problems such as policy and legislative changes. Coalition members include representatives from a wide range of systems including criminal justice, health care, education, and social services. Some coalitions focus on coordinating different components of the criminal justice system (Hart 1995), while others address the provision of community-based services. In 1980, for example, activists pioneered the Duluth Domestic Violence Intervention Project to influence interagency reform. The resulting well-known Duluth Model involved practitioners from a wide range of agencies who partnered with the goal of maintaining victim safety (Pence and McMahon 1999).

For some communities, coalitions also serve as a springboard for additional response activities. Coalition meetings provide planning time to discuss or develop coordinated community responses or co-response interventions (Karan et al. 1999). Some coalitions are used as a starting point for conducting safety audits to determine what, if any, gaps exist in the current system (Lee et al. 2000). Regular interaction during meetings can also serve as an impetus to share resources or enter into a more defined collaboration.

The wide range of participants typical of coalitions can allow them to have far-reaching effects. Effective coalitions are able to set the minimum community resource standards necessary to protect victims of domestic violence, to promote understanding of the problem, to assess current practices, and to create mechanisms for information sharing (Witwer and Crawford 1995). Furthermore, coalition activities can provide a forum from which community leaders are able to educate the public about domestic violence.

Conversely, large numbers of participants can be detrimental to effective policy change and can be unwieldy and ineffective. Furthermore, some coalitions use a top-down approach to addressing domestic violence (Smithey and Giacomazzi 1999), with chief executives and agency directors involved in discussions and meetings, while front-line personnel are removed from the process. As a result, effecting policy changes can be difficult because buy-in and input are lacking from the front-line workers who are to implement the responses. Some evidence suggests that communities relying on widespread coalition participation as the primary response to domestic violence create less effective safety nets than jurisdictions that use other methods. When combined with other activities, however, task forces can be an integral part of a domestic violence response that is helpful to victims and their families (Pollitz Worden 2001).

Coordinated Community Responses. The Coordinated Community Response (CCR) models represent collaborative undertakings by two or more agencies to coordinate assistance procedures for domestic violence victims and their families (Stark 2001). CCRs are often grass-roots efforts of one jurisdiction to bring together relevant people to develop and implement policy and training to close gaps in service (Uchida et al. 2001) or to ensure more uniform treatment of victims and offenders in the criminal justice system (Shepard et al. 2002). Participants may also assess problems or manage cases. Participants may include criminal justice practitioners, health care personnel, and social service providers. Based on an area's needs, participants try to maximize available victims' resources and to prevent recidivism.

The Alexandria (Virginia) Police Department initiated a CCR in conjunction with the victim-witness assistance program located in the Commonwealth of Virginia Attorney's office, the courts, and the Virginia Department of Mental Health (Orchowsky 1999). The goal was twofold: to hold offenders accountable and to enhance victim services. To identify victims, the victim-witness assistance program staff review all police incident reports to find any evidence of domestic violence that had been overlooked. A program evaluation revealed that while the police department must improve procedures to link more victims to services, those victims who had been assisted felt better served and protected as a result of the CCR (Orchowsky 1999).

The literature suggests that the more avenues for help that are available, the more likely it is that a victim of domestic violence will seek assistance (Hart 1995). A CCR can offer many doorways to a community's resources. Some evaluations suggest that the CCR model may be the best way to keep victims safe because it can have a significant impact on reducing repeat violence (Crowell and Burgess 1996). Research also suggests that coordinating police action with other criminal justice and social service efforts can have a deterrent effect (Tolman and Weisz 1995).

Response Partnerships. Response partnerships are characterized by two entities (usually law enforcement and service providers) combining efforts to respond to individual cases. Typically, agency personnel co-respond to calls for service, usually once the situation has been secured by police officers. They either ride to the scene with the law enforcement officer or arrive separately. In some jurisdictions, co-response is part of the investigation follow-up. This integrated approach can provide immediate services to victims, when they are most likely to be receptive to and in need of assistance. Co-responses can also enhance investigations, evidence collection, and victim referrals (Brann 1998).

In addition to on-scene responses, some police departments employ domestic violence advocates on staff, provide physical space to house advocates employed by other agencies, or work closely with advocates employed by and located at a local social service agency. For example, in Knoxville, Tennessee, officers are co-located in the police department with advocates from the YMCA to investigate and follow up on all domestic violence calls for service within 48 hours. Advocates are available for walk-in assistance and a community advisory committee was established to centralize procedures (Broyles 2000). A University of Tennessee evaluation revealed that intervention enhanced the safety of victims of domestic violence (Broyles 2000).

The Colorado Springs (Colorado) Police Department developed a well-documented, comprehensive example of a co-response to enhance safety for victims of domestic violence. The COPS-funded Domestic Violence Enhanced Response Team (DVERT) reviews cases referred by any of the partner agencies, not only the police, and selects those where the victim is exposed to imminent danger. DVERT team members from criminal justice, social service, and community-based programs conduct outreach and provide services to the victim (Uchida et al 2001). An evaluation revealed that DVERT staff modified policies and procedures as necessary to ensure that victim needs are being met (Uchida et al. 2001).

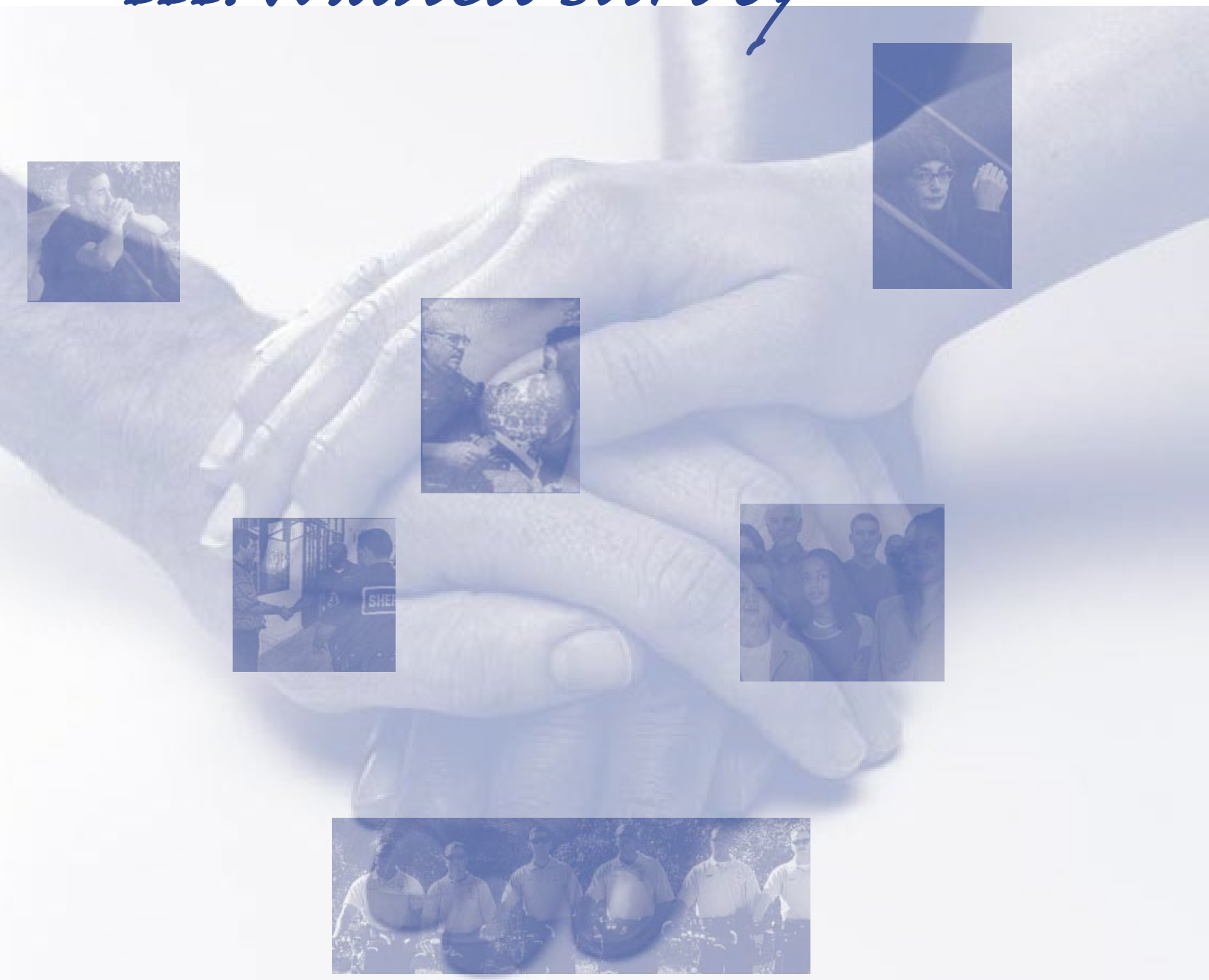
Report Overview

The literature on police-community partnerships suggests the emergence of an important trend in criminal justice system response to intimate partner violence that required further exploration. The current research assessed the nature of police-community partnerships that address domestic violence and documented them to allow other communities to replicate promising approaches. The project used primarily qualitative data collection methods, such as telephone interviews and site visits, to prepare policy recommendations for law enforcement and community organizations on developing effective partnerships.

The project addressed the following research questions:

1. What types of partnerships are formed between law enforcement and community organizations to address domestic violence?
2. How do these partnership arrangements assist law enforcement in addressing domestic violence?
3. What are the goals of various approaches and how well do jurisdictions perceive they are reaching these goals?
4. What are the most important and unique aspects of the partnerships?
5. What barriers and challenges restrict these arrangements and how have they been overcome?
6. What are the worst mistakes that a police department can make?

III. Mailed Survey



III. Mailed Survey

This section presents descriptive data collected from departments around the nation that have partnered with the community to address domestic violence. The survey was sent to two groups of departments: 1) those that received funding from the Office of Community Oriented Policing Services (the COPS Office) in 1996 to create partnerships to address domestic violence, and 2) those that were nominated either by the directors of the Regional Community Policing Institutes[1] (RCPI) or state domestic violence coalitions.

The goal of the brief survey was to learn what the agencies were doing and to gather enough information to help determine which departments should be selected for in-depth telephone interviews. From these agencies, eleven sites were selected for on-site case study. This section presents the descriptive information gathered from the survey.

Methods

Survey development. Ten subject experts from the fields of law enforcement, domestic violence support services, and advocacy were identified, through a snowball process, beginning with those known to the authors of this report and identified through the literature review as knowledgeable and experienced in developing partnerships in this area. Subject experts were interviewed about their experiences with police-community partnerships to identify important variables for inclusion in the forthcoming surveys and site visits. Further, these interviews helped identify terms that would be most inclusive because the researchers wanted to capture the full range of partnership arrangements. The survey used the terms "partner" and "collaborate" and did not provide a definition, and also the term "domestic violence," which pretesting had determined was the broadest term used by police.

The short survey for law enforcement agencies was designed to collect basic descriptive information on the type of partnership arrangement in which the agency is engaged (task force, coordinated community response, response team[2]); how long it had been active; how often the partners meet; who participates; the target area (multijurisdictional, a single region, part of a region); the partnership activities (provide training, respond to calls, assist in referral services); and successes. The survey is provided in Appendix A.

Survey Sample and Response. The Police Executive Research Forum (PERF) surveyed 345 agencies funded by the COPS Office to develop community-policing partnership responses to the problem of domestic violence. Surveys were sent to either the attention of the agency representative who coordinates the domestic violence grant or the chief executive. Three waves of surveys were sent and 272 surveys were returned for a 79 percent response rate.

1. In 1997, COPS funded the creation of the only national training network of Regional Community Policing Institutes (RCPI) to provide comprehensive and innovative community policing education, training, and technical assistance to COPS grantees throughout the nation. To learn more about the RCPIs, visit COPS Online at www.cops.usdoj.gov.

2. Task forces are characterized by periodic meetings to set policies, procedures, and develop training. Coordinated community responses typically involve coordinating existing resources, case management, problem solving, information exchange, and resource sharing. Response teams partner police with a service provider to provide walk-in support, referrals, information, and counseling to victims and batterers.

PERF also surveyed 63 departments nominated either by the RCPIs or state domestic violence coalition directors as having promising domestic violence partnerships. Two waves of surveys were sent resulting in 57 surveys returned for a 90 percent response. The combined response for the two sets of surveys (329 and 408) was approximately 81 percent.

Figures 1 and 2 show that the responding departments represent small, medium, and large departments from across the nation.

Figure 1. Population of Responding Departments (n=329)

Population	Frequency	Percent	Valid Percent	Cumulative Percent
Fewer than 25,000	87	26.4	27.0	27.0
Between 25,000 and 49,999	47	14.3	14.6	41.6
Between 50,000 and 74,999	38	11.6	11.8	53.4
Between 75,000 and 99,999	22	6.7	6.8	60.2
Between 100,000 and 149,999	29	8.8	9.0	69.3
Between 150,000 and 249,999	33	10.0	10.2	79.5
More than 250,000	66	20.1	20.5	100.0
Total Valid	322	97.9	100.0	
Missing	7	2.1		
Total	329	100.0		

Figure 2. Region of the Nation of Responding Departments

Region	Frequency	Percent	Valid Percent	Cumulative Percent
Northwest	24	7.3	7.4	7.4
Southwest	45	13.7	13.8	21.2
North Central	72	21.9	22.1	43.3
South Central	35	10.6	10.7	54.0
Northeast	88	26.7	27.0	81.0
Southeast	62	18.8	19.0	100.0
Total Valid	326	99.1	100.0	
Missing	3	.9		
Total	329	100.0		

Survey Findings

Data analyses were directed at answering the following research questions:

1. *What terms do departments use to describe their partnerships?* Figure 3 demonstrates that the majority of respondents (41.9 percent) describe their partnerships as Coordinated Community Responses (CCR) alone or in combination with other types (14.9 percent). Some respondents (16.9 percent) selected more than one term, most often choosing task force in combinations with CCR.

Figure 3. Partnership Type For All Respondents

Type	Frequency	Percent	Valid Percent	Cumulative Percent
Task force only	53	13.0	17.6	17.6
CCR only	126	30.9	41.9	59.5
Response Team only	40	9.8	13.3	72.8
TF and CCR	20	4.9	6.6	79.4
TF and RT	6	1.5	2.0	81.4
CCR and RT	10	2.5	3.3	84.7
TF and CCR and RT	15	3.7	5.0	89.7
Other committee or team	26	6.4	8.6	98.3
Other shared staff	5	1.2	1.7	100.0
Total	301	73.8	100.0	
Missing	107	26.2		
	408	100.0		

2. *In what activities do partnerships engage?* Figure 4 shows the frequency of various partnership activities as reported by the respondents in an open-ended format. The activities were coded and combined into the listed categories. The complete set of codes and typical responses included in each are provided at the end of Appendix A. The most frequently listed activities (41.3 percent) were coded as victim assistance or outreach, which included coordinating victims' services and providing additional service such as counseling. Many respondents (37.1 percent) also cited their participation in coalitions, task forces, teams, or planning committees.

Figure 4. Partnership Activities for all Respondents (These categories are not mutually exclusive)

	Frequency	Percent*
Training/outreach	72	21.9
Victim assistance or service	136	41.3
Coalitions or teams	122	37.1
On-scene responses	40	12.2
Special DV unit/review	65	19.8
Policies/procedures general	43	13.1
Offender services	10	3.0

*** percent of total respondents (329)**

3. *What activities are listed for each partnership type?* An analysis of listed activities for each partnership type reveals that the terms selected generally are consistent with activities mentioned. For example, approximately 62 percent of the task force partnerships mentioned participation in coalitions or teams and almost 60 percent of the CCR partnerships listed victim services. This consistency was not clear, however, for the response team partnerships. For these departments, on-scene responses were mentioned by only 42 percent of the cases. This group mentioned on-scene responses more frequently from the other groups. The activity measure was coded from open-ended responses, so it is not wholly reflective of all activities of the partnership (Figures 5, 6, and 7).

Figure 5. Activities Listed for Task Force Respondents (These categories are not mutually exclusive)

	Frequency	Percent*
Training/outreach	25	26.6
Victim assistance or service	35	37.2
Coalitions or teams	58	61.7
On-scene responses	9	9.6
Special DV unit/review	11	11.7
Policies/procedures general	11	11.7
Offender services	6	6.4

*** percent of 94 task forces responding to the question**

Figure 6. Activities Listed for Coordinated Community Response Respondents (These categories are not mutually exclusive)

	Frequency	Percent*
Training/outreach	46	29.9
Victim assistance or service	92	59.7
Coalitions or teams	80	51.9
On-scene responses	14	9.1
Special DV unit/review	40	30.0
Policies/procedures general	24	15.6
Offender services	6	3.9

* percent of 154 CCRs replying to the question

Figure 7. Activities Listed for Response Team Respondents (These categories are not mutually exclusive)

	Frequency	Percent*
Training/outreach	8	12.7
Victim assistance or service	39	61.9
Coalitions or teams	28	44.4
On-scene responses	27	42.9
Special DV unit/review	15	23.8
Policies/procedures general	8	12.7
Offender services	2	3.2

* percent of 94 task forces responding to the question

4. *How long, on average, do these partnerships last?* For the full sample, the partnerships length ranged from 4 to 258 months, with a mean of 57.63 and a standard deviation of 40.88. Figure 8 expresses the mean number of months for each type of partnership and shows no differences.

Figure 8. Mean Number of Months for Partnership Types

	Frequency	Percent	Valid Percent	Cumulative Percent
Northwest	24	7.3	7.4	7.4
Southwest	45	13.7	13.8	21.2
North Central	72	21.9	22.1	43.3
South Central	35	10.6	10.7	54.0
Northeast	88	26.7	27.0	81.0
Southeast	62	18.8	19.0	100.0
Total Valid	326	99.1	100.0	
Missing	3	.9		
Total	329	100.0		

5. *How many partnerships have continued beyond COPS funding?* The majority of agencies (65 percent) have continued their partnership arrangements beyond the external funding provided by COPS (Figure 9). This finding is of particular interest as federal agencies grapple with making the most out of limited program resources. It appears that once COPS funds were used to encourage partnerships (and for 134 agencies with partnerships in existence today, the partnerships began with COPS funding), the positive outcomes of these arrangements were sufficient to impel agencies to maintain them using internal resources (Figure 10).

Figure 9. Is the Partnership Still in Existence?

	Frequency	Percent	Valid Percent	Cumulative Percent
No	99	24.3	30.3	30.3
Yes	214	52.5	65.4	95.7
Not known	14	3.4	4.3	100.0
Total	327	80.1	100.0	
Missing	81	19.9		
	408	100.0		

Figure 10. For Those Still in Existence Today: Was the Partnership in Existence Prior to 1996?

	Frequency	Percent	Valid Percent	Cumulative Percent
No	134	62.6	62.6	62.6
Yes	59	27.6	27.6	90.2
Not known	21	9.8	9.8	100.0
Total	214	100.0	100.0	

6. *Who from the criminal justice system participates in the partnership (Figure 11)?*

Figure 11. Criminal Justice System Participants (These categories are not mutually exclusive)

	Frequency	Percent*
Police	314	96.0
District Attorney's Office	233	71.3
Judge	123	37.6
Probation or parole	148	45.3
Other	67	20.5

* Percentage of valid responses (327)

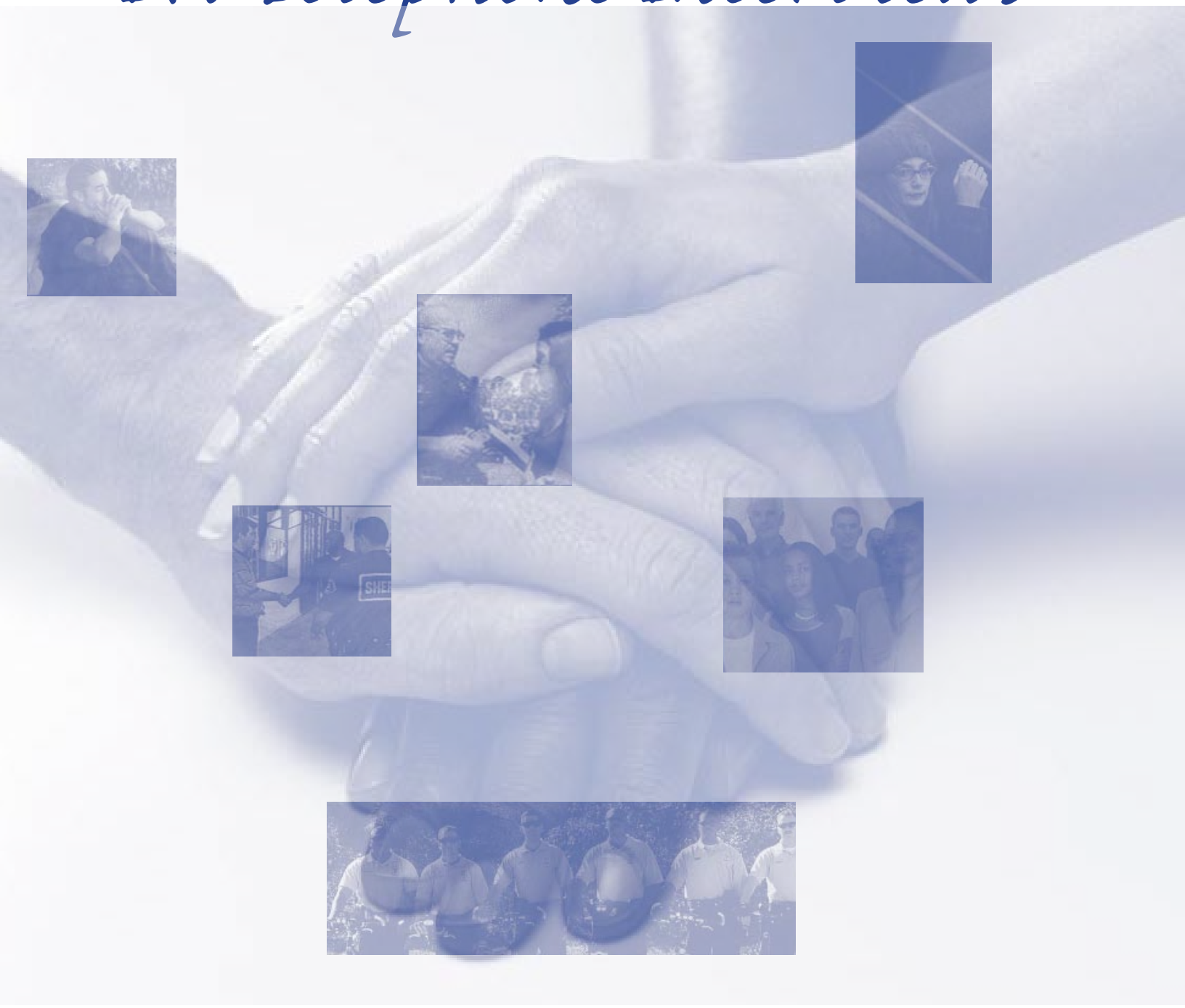
7. *Who from the community participates in the partnership (Figure 12)?*

Figure 12. Community Participants (These categories are not mutually exclusive)

	Frequency	Percent*
Advocacy Groups	267	81.7
Victim's Shelter	285	87.2
Medical Professionals	134	41.0
Counseling Services	233	71.3
Treatment Services	196	59.9
Other	67	20.5

* Percentage of valid responses (327)

IV. Telephone Interviews



IV. Telephone Interviews

The investigators had planned to use data from the mailed survey to select sites for the case study. Several of the survey items lent themselves to site selection criteria. For example, case study sites would still have to be in existence. Surprisingly, though, this information limited the sample slightly—to only 214 agencies. To select sites from these 214, the investigators determined that 59 partnerships had preceded the COPS funding and assessed the number and type of activities, looking for jurisdictions that go beyond providing training and holding meetings, for example. Ultimately, the summary nature of the survey data enabled the investigators to determine that in-depth telephone interviews were needed to further reduce the sample and select sites that were engaged in comprehensive partnerships.

Methods

Agencies that engaged in more than one activity (Question 2, above), for example both training and on-scene response, were identified for the telephone interviews. This strategy yielded 48 agencies (see list in Appendix B). Respondents who had completed the mailed survey were recruited to participate in an hour-long telephone interview (see Appendix B) to gather additional information about their partnerships. Forty-one agencies agreed to participate.

Interview Findings

Using the information gathered in the telephone interviews, project staff prepared one-to-three-page summary descriptions for each partnership. The project team rated these partnerships on a scale of 1 to 5 (where 1 was poor and 5 was excellent) on the following dimensions: strength of the partnership, availability and variety of response, resources allocated, improvements since inception, and extent of self-measured success. These dimensions are defined as follows:

- *Partnership strength:* Includes the number and variety of partnering agencies and the police department's frequency of interaction with program partners.
- *Availability and variety of response:* Is response available 24 hours a day, 7 days a week for all domestic violence calls and do the advocates provide or at least refer victims to all needed assistance?
- *Resource allocation:* Does the department have a domestic violence unit or do all officers have contact with advocates; are the appropriate number of people and resources allocated to response to calls for service?
- *Improvement since program inception:* Has the police department identified areas needing improvement and made necessary changes for improvement?
- *Extent of self-measured success:* What are the methods of measuring success and the extent to which successes match program goals?

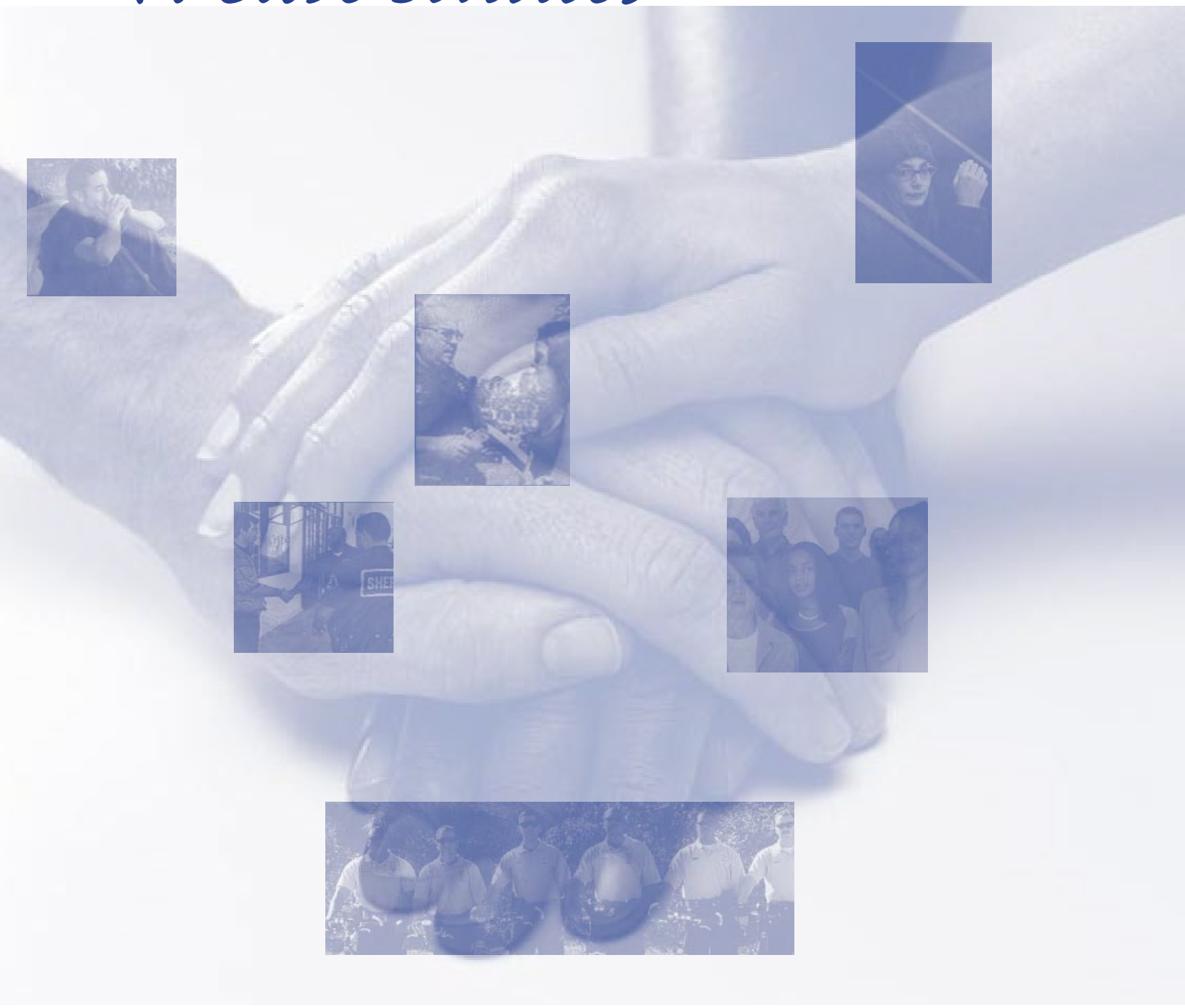
The ratings for each question were combined for each site and the sites were ranked overall. The project team discussed sites within the top rankings, and selected those representing a range of city sizes and regions of the country. The agencies interviewed by telephone have very strong partnerships, many of which have already been studied in the literature (see literature review). To reduce the number of sites for case study, the project team considered how comprehensive the partnerships were, whether they were victim centered, their use of advocates (either as department personnel or not), whether they had been studied previously (if so, they were not included), the use of volunteers (who ride in patrol cars with police) and colocation of partners. Although the investigators had planned to conduct only eight site visits, three additional sites that were in close proximity to the eight core sites were also visited. These three sites were referred to as satellite sites and fewer people were interviewed.

Telephone Interviews

The following eleven sites were selected for case study (* indicates a satellite site):

1. Arlington (Texas) Police Department
2. Broward County (Florida) Sheriff's Office
3. Fort Worth (Texas) Police Department*
4. Fort Smith (Arkansas) Police Department
5. Huntsville (Alabama) Police Department
6. Indianapolis (Indiana) Police Department
7. Manchester (Connecticut) Police Department
8. Nassau County (New York) Police Department*
9. Santa Barbara (California) Police Department*
10. Westminster (California) Police Department
11. Xenia (Ohio) Police Division

V. Case Studies



V. Case Studies

Methods

Teams of two project staff visited each site for two days to collect data from the participants of the police-community partnerships. Data were collected during individual interviews (an example interview is in Appendix C) and focus groups composed of relevant law enforcement and partner personnel, as well as from police records and reports. If possible, project staff also observed the work of the partnerships. For example, if the partnership involved a coordinated response to calls for service, the staff did ride alongs on the calls.

The goal of these site visits was to document in detail a wide range of promising types of partnerships, better understand the factors that promote success, and assess the relative effects of these different arrangements on the domestic violence problems identified by each site. The site visit data were analyzed primarily by qualitative methods because the sample size was too small to merit quantitative approaches. The findings, described below, illuminate important elements of the partnership arrangements and interrelationships between the study variables.

Partnership Descriptions: Eight Core Sites

Arlington, Texas

This partnership is a coordinated on-scene collaboration between the Arlington Police Department and The Women's Shelter that aims to reduce domestic violence incidents, educate domestic violence victims, serve children who witness domestic violence, and to break the cycle of domestic violence and repeat victimization. The police department uses Victim Assistance staff paired with highly trained and specialized response team volunteers who are on duty during evenings and late nights and are dispatched at the request of patrol officers. The response team provides crisis intervention, informs victims of services available to them, and assists victims in requesting emergency protective orders. The response team also assists victims in making safety plans, helping with witness statements, and arranging or providing transportation of victims and pets to shelters. Line-level officers appreciate the work of the response team because domestic violence calls can be challenging and the team frees them to complete other tasks at the scene. By calling on the response team, police can concentrate on investigating the allegation of violence and on dealing with the offender. The response team is on duty 7 days a week from 4 p.m. to 2 a.m. Victim Assistance Program supervisors and other program staff are available during the day and are on call after hours. The partnership helps assure that everyone involved in a domestic violence case, from 911 or shelter hot line calls, works together throughout the process to provide the best possible service to the victim, using the strengths of each partner's role.

Broward County, Florida

The Broward County Sheriff's Office has partnered with Women in Distress (a battered-women's shelter) and Victim Assistance to bring a coordinated response to domestic violence incidents. The partnership seeks to better serve victims through a multidisciplinary method to increase safety of victims and to provide counseling services and transportation.

The sheriff's office formed a Special Victims Unit specifically to target domestic violence. This unit consists of six in-house advocates who respond on-scene with deputies, and can also provide court advocacy for victims, review cases, and provide follow up for victims. In addition, there is a notification specialist who tells victims the location of their assailant (that is, whether in prison or where they are currently residing), an investigative assistant who handles

clerical duties, and one supervisor. All deputies in the sheriff's office receive training on domestic violence at the academy as well as 8 hours each year of in-service training. Deputies also have access to special evidence-collection kits (including a camera and other evidence-collection instruments) that help the state attorney's office build solid cases. Women in Distress receives copies of all domestic violence reports so that staff can follow up with victims and inform them of the services available to them.

Fort Smith, Arkansas

The Fort Smith Police Department partners with a local agency called the Crisis Center for Women in a coordinated response effort to reduce domestic violence incidents. The two main purposes of the organization are to assist women and families who experience abuse and to advocate for, and provide services to, rape victims. Goals include improving the quality of services to victims, appropriately evaluating successes and making necessary changes to the program when necessary, increasing officer awareness, and going beyond just arresting the batterer to having a victim-oriented response. The partnership resulted from a COPS grant, and although the grant has expired, the program is still in place. The Center provides training to department personnel, victim information referral sheets, a 24-hour response van that arrives at the scene of disputes to provide shelter, assistance in filing emergency protective orders, and court advocacy and transportation. In addition, the Crisis Center partnered with the police department in developing a Sexual Assault Nurse Examiner (SANE) program.

When an officer responds to a domestic violence call, he/she may contact the dispatcher, who will call the Crisis Center for Women 24-hour hot line. Then the Crisis Center sends a response van to the scene and will transport the victim and children to the Center's shelter. The Center will also provide transportation to court appearances and provide court advocacy. This on-scene response is available for all situations, 24 hours a day, 7 days a week. After the on-scene response is complete, the case is turned over to the domestic violence unit, which consists of two full-time investigators who handle all incoming cases.

Huntsville, Alabama

The First Responder program is a partnership between Crisis Services of North Alabama (Crisis Services) and the Huntsville Police Department to provide on-scene response to victims of domestic violence. Crisis Services serves five counties and has three shelters. Counseling at Crisis Services includes a Trauma Counseling Program for children who witness violence and for victims of violence. The organization also has a legal advocacy program to provide legal services and representation to women who need emergency protection orders, divorce and child custody assistance, and who are not eligible to receive representation through the state's legal service provider. The goals of the partnership are to decrease or eliminate domestic violence-related homicides, decrease the number of repeat calls and recidivism, assist and educate victims, hold offenders accountable, inform victims about access to services, and to let children who witness domestic violence know that it is not their fault.

The program coordinator, an advocate from Crisis Services, works at the police department and reviews every report filed at the department (not just domestic violence reports) to identify situations that involve an incident of domestic violence. The program coordinator works with the domestic violence investigators to assess the needs of domestic violence victims and help them access needed services.

The second key feature of the partnership is that volunteer advocates ride along with patrol officers to respond on scene to incidents involving domestic violence. Once the officer clears the advocate to go onto the property, the advocate will work with the victim, provide crisis counseling, and offer information packets that let victims know what options they have and how they can make safety plans. The advocates also arrange shelter admittance and transportation, and children of victims also receive information packets.

Indianapolis, Indiana

The Indianapolis Police Department has partnered with The Julian Center (a women's shelter) to address domestic violence in a collaborative, coordinated response. Goals of the program include increasing the awareness of, and education about, domestic violence, involving the entire system, filling gaps in services, and generally creating a seamless system.

The Julian Center's new director invited and paid for the police department to house its Domestic Violence Unit at the center. The Domestic Violence Unit only handles misdemeanor cases—the homicide unit handles all other types of crime, such as serious felonies. Also, in each of the police department's district headquarters, a district advocate from the Family Advocacy Center (FAC, an organization that also has advocates who work in the courts and with Child Protective Services) works at the department and responds to on-scene requests and provides court accompaniment to victims. Patrol officers radio for the FAC advocate to come to the scene, but each district advocate is only available to respond on scene during the times in which each district has determined (through a Weed and Seed grant) when the most domestic violence incidents occur.

Manchester, Connecticut

The partnership is a collaboration between the Manchester Police Department and Interval House, a women's shelter and advocacy group. The coordinated response of the special unit consists of staff from both agencies and is called the Domestic Violence Outreach Team (DVOT) which provides follow up to domestic violence victims, links them with resources, and informs them of available services. Goals of the program are to provide an enhanced response to domestic violence victims (including emergency protective orders), court advocacy (providing information on both the criminal and civil courts—such as custody dispute procedure and protective orders), increase the quality of criminal investigations, and provide outreach to victims and the community.

The DVOT program links victims with shelter services, other victims' services, mental health services, medical professionals, and the Department of Children and Families. The on-scene response is not only prompted by calls for service, but a large number of cases involve women who are referred by the Department of Children and Families or women who are afraid to call the police. The DVOT team will go on scene to talk with the victim at his or her own discretion. Sometimes they travel with patrol, but mostly go on their own time. The on-scene response and follow-up is provided only at the times of day that both team members (the officer and the advocate) are available. They do not like to respond right after an incident, however, because the offender usually is present and the advocate does not want the offender to know that the victim is speaking with the DVOT. If a woman is unable to leave her home to discuss the case with the team, they will go to her home.

Westminster, California

The police department unit's goal is to decrease the number of domestic violence incidents, to attend to victims' needs, and to reduce negative impact of domestic violence on children. The department is involved in several partnerships with multiple community domestic service providers, mainly the Women's Transitional Living Center and Interval House. They also collaborate with the district attorney's office and probation and parole. The department has a Family Violence Unit (FVU) which consists of two bilingual detectives; one handles domestic violence cases and the other handles sexual assault cases. The team also has an in-house deputy district attorney who works on all domestic violence cases from the beginning all the way to sentencing. A victims' advocate from the Women's Transitional Living Center also works at the FVU. In addition, the unit has a nonsworn police service officer to handle clerical duties related to the unit.

Responding officers can call the victim advocate (who works in the department 4 days a week but is on call 24 hours a day, 7 days a week) to go to the scene of the domestic violence incident, or can refer the victim to services and a 24-hour hot line. If the victim needs immediate shelter, officers will transport her and her children to the Women's Transitional Living Center. There, the victims receive shelter, legal aid, counseling, and medical assistance or referral. Because most cases happen at night, officers will visit the advocate the next morning to let her/him know what the situation is so he or she can talk to the victim and convince the victim to get help. The advocate conducts trainings during briefings and gives officers pamphlets that contain information on available resources.

Xenia, Ohio

In 1996, the Xenia Police Department partnered with the Family Violence Prevention Center (FVPC) to address domestic violence in a cooperative approach, namely the Divert Team. The Divert Team's goals are to decrease the number of domestic violence incidents, connect victims with resources, help the police department to conform to new state laws about reporting, and educate police officers about domestic violence.

The Divert Team program provides on-scene secondary response and follow-up services to calls related to domestic violence. The team consists of two officers and two advocates from the FVPCP: one responds to Xenia calls, the other to calls in the nearby town of Bellbrook. The team is available 15 hours a day to provide on-scene secondary response. To better establish a coordinated response, a police investigator and a sergeant are stationed in the same building with the FVPC to help facilitate interagency cooperation and information sharing. In addition, the shelter is in a disclosed (that is, non-secretive) location, and staff believe that because of these two factors, no batterers have tried to enter the facility to locate their spouses or partners.

On-scene response is the primary activity of the Divert Team. Team members are notified when an officer responding to a call for service believes that a domestic incident has occurred. They concentrate their team response on misdemeanor incidents rather than on more serious incidents as part of a prevention approach. Any combination of a full-time detective, sergeant, and FVPC advocate may respond to the scene. At the scene, the Divert Team member assesses the immediate needs of the victim (including medical) and the potential lethality of the situation, determines the level of crime (felony, misdemeanor), and provides transportation to the FVPC shelter. Although the team is available to respond on scene only from 8 AM to 11 PM, Monday through Friday, the team can be paged and usually will go to the victim's house on the next business day after the original call for service.

Partnership Descriptions: Three Satellite Sites

Fort Worth, Texas

The Domestic Assault Response Team (DART) program is the secondary response team that pairs two DART detectives from the Family Violence Unit (headed by a sergeant) with volunteer advocates from the Women's Haven (a local shelter). The goals of the program are to provide victims with information about counseling and options (for example, protective orders), and early on-scene intervention services.

The DART detectives work four 10-hour days (Wednesday through Saturday, 6 p.m. to 4 a.m.) and Sunday, 1 p.m. to 11 p.m. The domestic violence volunteers work 8 hours of the detectives' shifts. The advocates provide crisis intervention, give information and referrals to victims, and facilitate admission of victims to the emergency shelter when necessary. In addition to providing secondary on-scene response, the detectives also go to the scene when a detective needs additional information or when following up to a repeat call for service. The detectives relieve and assist patrol staff by taking over on-scene stabilization and investigation.

Nassau County, New York

The Nassau County Police Department partnered with the Nassau County Coalition on Domestic Violence to offer victims the highest levels of safety and protection. The deputy commanding officer in each of the eight precincts of the police department is responsible for faxing a computerized printout of arrest reports for all domestic violence cases to the coalition staff members on a weekly basis, and more often if necessary. The Coalition staff members provide follow up for victims, including counseling, personal alarms, medical care, shelter, mental health services, court advocacy, and additional referrals. The Coalition's 24-hour hotline enables victims to access on-call advocates. A police department liaison oversees the partnership. The police department also partners with the district attorney's office, other victims' services, batterers' treatment services, mental health services, and medical professionals through a domestic violence task force.

Santa Barbara, California

The Santa Barbara Police Department partnered with Domestic Violence Solutions, a local non-profit organization, to form a collaborative coordinated effort to reduce domestic violence. The partnership helps victims of domestic violence through early intervention via emergency response, support through case management, counseling, on–scene assistance, and zero tolerance of domestic violence. The Domestic Violence Emergency Response Team (DVERT) advocates respond with the police to domestic violence scenes (in Santa Barbara, the advocates must be called out on domestic violence calls) to provide counseling and follow-up services for victims (specifically, they refer or transport victims to shelter, assist with food, employment, and other follow up, and also help victims with emergency protective orders (this is a mandatory on-scene offer). Rape crisis advocates can respond on scene if called (in fact, if the victim was sexually assaulted, the department's policy is that officers cannot question the victim until the rape crisis advocate has spoken with her). Oversight of the DVERT team is conducted by a board consisting of all partners: shelter services, other victims' services, mental health services, courts, district attorney's office, and the police. The department has a mandatory arrest policy if anyone is injured on scene. The DVERT program began when the district attorney's office, rape crisis services, and shelter formed a collaborative response, after which the police received a COPS grant and joined the partnership.

Case Study Findings: Keys to Effective Police Response to Domestic Violence

Site visitors asked respondents to articulate the key elements of an effective police response to domestic violence and what helps police provide the best response. In ten out of the eleven sites visited, training and education were cited as the best ways to achieve these key elements. Ongoing training helps officers understand victims' behavior and problems from the victim's point of view, which can help officers deal with frustration they may feel as they deal with repeat or reluctant victims. The key elements are discussed below, separately for police sources and community partner sources.

Police Sources: Most frequently, police respondents said that the key to effective response to domestic violence is to treat it like any other crime, that is seriously, and to conduct a solid investigation (involving good evidence collection), and make arrests. In the words of the respondents:

- Arlington, Texas, victim assistance coordinator who works in the police department: "With domestic violence policing trends moving toward evidence-based investigation, officers conduct investigations as they would any other kind of crime considering the entire scene and all the evidence, rather than relying on the victim's statement alone." She stressed the importance of taking photographs, noting the condition of the room, the victim and suspect's demeanor, and seizing weapons [and other materials] as evidence.

- Broward County, Florida, lieutenant: "Officers need to recognize these issues as criminal behavior, not just 'a family thing' or 'it's between him and her'. Our deputies have been given special kits, consisting of a camera, film, batteries, cassette recorders, and tapes, which are to be used to collect evidence and make a strong case against the batterer."

- Indianapolis, Indiana, captain: "Officers need to take domestic violence seriously: they need to give domestic violence as much a priority as any other battery case, and they must be willing to spend time on the scene, sorting out the primary aggressor, sorting out the seriousness of the case, offering shelter and transportation, and seeking out witnesses for a stronger case."

- Manchester, Connecticut, detective: "Effective police responses to domestic violence comes from the availability of two officers on the scene with good investigative techniques, such as interviewing victims out of earshot or line of sight from the offender to reduce intimidation and obtaining the victim's history."

- Nassau County, New York, chief: "The key element for an effective response is acceptance that domestic violence is a crime, and that an offense committed in a domestic setting is perceived like any other offense. It needs to be taken seriously as a police matter."

- Xenia, Ohio, sergeant: "Information gathering is important; from the time the call comes into the communications system to when the officer investigates. It's a matter of collecting as much information as possible to build the case and to gather enough evidence for a successful prosecution."

In addition, the police department must be willing to partner with the community to address the problem together. These partnerships include early intervention efforts with schools, shelter providers, and counseling agencies. Respondents recognize that partnerships with community agencies and volunteers are needed because the law enforcement agency cannot address this problem alone. Some agencies stressed the partnerships they have with the district attorney's office as well as with the court. In the words of the respondents:

- Arlington, Texas, chief: "Partnerships are important because police are not domestic violence experts. Police have to intervene in crises and provide services and education to victims. Organizations such as the women's shelter have professionals who work with these issues on a daily basis. The police will have a larger impact by working in partnership. If we're doing this for victims, then we want to create the greatest impact possible, and we can do that with our partnerships. We can't do it alone."

- Fort Smith, Arkansas, chief: "Partnering with the Crisis Center for Women has been a critical component to our effective police response because the Center provides victims with alternatives to leave their current arrangements."

- Fort Smith, Arkansas, major: "The partnership with the Crisis Center for Women helps to support, educate and empathize with officers."

- Santa Barbara, California, captain: "The key element is having a multi-agency collaboration from start to finish. There can't be any gaps for service or contact—there has to be constant contact. If there is any drop time in which the victim doesn't know who to call, it's detrimental to an effective collaborative response."

Another key to success described by the police respondents was a focus on, and awareness of, victims and the situations they are in. These respondents noted that officers must be sensitive to this situation and show empathy and compassion for victims. This focus on victims also includes a focus on their safety. In the words of the respondents:

- Arlington, Texas, police officer: "Officers need to have sensitivity in domestic violence situations, given that officers may be taking someone's loved one to jail. To me, that's where partnership with VA (the Victim Assistance Domestic Violence Response Team) is beneficial, because I may have to put someone in jail, and then it's hard for me to turn around after I've sent that person to jail and try to do counseling with the victim. If I can bring someone else in to play that role, I'll stay there if I need to, but if VA can come in and do the counseling role—that takes away from me having to be two-faced, put them in jail and then 'I'm sorry'. I don't have to go from enforcer to counselor."

- Broward County, Florida, detective sergeant: "Everything starts with the first responder because they are the initial field contact with victims. It is important for victims to get the appropriate attention. It is very important to show concern for the victim and show them that deputies do care."

- Huntsville, Alabama, chief: "We emphasize a focus on the victim. We cannot lose this focus, as it is what drives the community's activities."
- Huntsville, Alabama, detective: "It is very important to get victims to a safe place. Victim safety can be improved when police and advocates work together. Sometimes, because of trust issues, victims who won't cooperate with the police will cooperate with the advocates."

Respondents also were concerned that officers have sufficient knowledge about what causes domestic violence, how relationship violence can be cyclical, and why some partners will not leave abusive relationships readily. This knowledge can underscore both the necessity of arrest and the complexities of why arrest may not always be the most effective response. In the words of the respondents:

- Broward County, Florida, lieutenant: "Officers also need to recognize that someone may be completely unable to remove themselves from the situation due to fear, threats, or a lack of resources."

- Fort Smith, Arkansas, major: "Officers must understand the potential ramifications of not arresting. For example, officers must realize the significance of domestic violence and its impact on children."

- Manchester, Connecticut, supervisor: "Officers must be aware they are not dealing with a single issue. It is not just a crime or just an arrest. There are a lot of underlying reasons and issues that come into play: relationship issues, involvement of children. The officers have to have a level of compassion and understanding to recognize the needs of the victim, the abuser, and the children involved."

Another critical component to an effective police response is that it includes an opportunity to communicate a range of options to the victim. This is important so the victim knows that something is being done, and that he or she has choices. In the words of the respondents:

- Broward County, Florida, deputy: "If we give the victim the feeling that something is being done, it will in turn give alternatives to the victim."

- Indianapolis, Indiana, captain: "Officers must also be conscious of children who are on the scene and knowledgeable of the services available for victims."

Last, several respondents emphasized that agencies must concentrate on convincing officers of the value of the policies and procedures they use to respond to domestic violence calls. In the words of the respondents:

- Broward County, Florida, sheriff: "They [the deputies] have got to buy in to the theory—you can have everything you want, all the changes and policies, all the special units you want, but if people will not buy into policy, then you're not going to do as well."

- Nassau County, New York, investigator: "The key element is to train and sell the program to officers, and that there must be continuous reinforcement so that the program isn't allowed to slide."

- Santa Barbara, California, chief: "The key is officer buy-in. It's not just another call for officers—it's a call that represents deeply rooted problems. There are more problems than just domestic violence going on in that family."

Community Partner Sources: Most frequently, community agency respondents indicated that the key to a successful police response to domestic violence is that officers understand what domestic violence is. This overlaps with the police concerns noted above. In the words of the respondents:

- Fort Smith, Arkansas, executive director of the shelter: "Effective police responses begin with training and a true understanding of what domestic violence is, why it happens, and why people go back."

- Manchester, Connecticut, executive director: "First, the police need to respond quickly. Good police responders are aware of the domestic dynamics and of who is around. They need to know that the person needs to be taken out of the room, etc."

- Nassau County, New York, director of client services: "An understanding of domestic violence and a commitment to ensuring the safety of victims are key elements. Following this is an understanding of the dynamics of the issues surrounding domestic violence and how they manifest at the scene."

- Westminster, California, program director at the shelter: "Officers must have an understanding of the dynamics of domestic violence. Often, officers don't understand why they're going to the same home over and over again. Law enforcement has evolved over time to understand these dynamics."

In addition, several community partners believe that effective police response depends on officers and others knowing about services and resources in their communities for victims of battering, and communicating this information to victims consistently. In the words of the respondents:

- Arlington, Texas, victim assistance coordinator at the shelter: "Developing relationships with police and educating officers about available shelter services is essential. Training begins during the police academy so that when officers are on location, they are fully able to explain the shelter and the programs. In this way, officers encourage victims to utilize services. They know who we are and they tend to utilize us more because they're familiar with us. We're reliable. Officers call the program because it works."

- Huntsville, Alabama, shelter director: "It is critical to make sure victims have knowledge about resources and access to all those resources, if they need to. Sometimes officers can provide that information, but sometimes officers complain that they are so busy working with the perpetrator and getting the case filed, that by the time they got to the victim to talk about resources, the victim would turn on the police officer."

The strength of police leadership and commitment of the department to addressing domestic violence is another key to success identified by community partner sources. The departments must have the appropriate manpower to answer calls for service, strong policies in place, and a good, strong administration to make sure that policies are enforced. In the words of the respondents:

- Xenia, Ohio, former executive director of the shelter: "Domestic violence shelters typically have had an adversarial role in communities (i.e., they were perceived as having one narrow opinion on domestic violence). To overcome this, someone in law enforcement must be willing to take a lead role and bring in skeptics." She stresses that "partners should always look at what they have in common, and not focus on their differences—citing common goals is important."

- Indianapolis, Indiana, executive director of the shelter: "The key element is a commitment of resources and training, and with that training, weeding out officers that would be more likely to identify with the perpetrator than the victim."

Finally, two community partner respondents focused on the importance of developing relationships between police and advocates so "to the victim, it looks like we're all on the same team and we're here to help you." The relationship and rapport with law enforcement is also important because it helps with the victim following through with their court case.

Case Study Findings: Important and Unique Aspects of Partnerships

Police Sources: For many police department respondents, the question about unique or important aspects of the partnership raised issues that were a surprise to them—aspects they had not anticipated, but had found to be particularly helpful in their fight against domestic violence. For example, police respondents noted most frequently that the most important aspect of the partnership was how well the various parties communicate and work together to agree on the appropriate course of action, and that they do it all almost automatically despite their differences. In the words of the respondents:

- Broward County, Florida, sheriff: "The important aspect is that a law enforcement agency is partnering with a real social advocacy group. You could look at it as an institution that's potentially very right wing with an institution that's very left wing. And, it's having them work together, and neither one of them having one moment of doubt of the ability or goals of the other one. You've got two conflicting personalities working together, and respecting the other. They know we arrest people, they know we put people in jail, and we're going to keep them there. They fulfill a goal, and every time they help someone and manage to help those people not go back into the same situation, it means I have one less person to deal with, and that's what a lot of these deputies are beginning to realize."

- Xenia, Ohio, chief: "The most unique aspect is that the partners came and rode with the police and that everyone got along so well. In fact, one of our officers, a typical cop, is now married to a person at the shelter."

Another important aspect of the partnership arrangement cited by police sources is that it provides victims with the attention they need to access resources, get to safety, and receive follow up in an efficient way. In fact, it was the recognition that law enforcement cannot do this work alone that impressed several respondents. In the words of the respondents:

- Broward County, Florida, sergeant: "The current response is a one-stop shop where victims don't have to make numerous phone calls to different people trying to get questions resolved."
- Broward County, Florida, deputy: "The follow-up on the part of law enforcement and Women in Distress (WID), as well as the resources available to victims, also helps."

- Broward County, Florida, lieutenant: "The most important aspect of the partnership is that it encourages and enables officers to provide victims with an immediate place of safety. If you don't have a place to take them, they aren't going anywhere. We have the advantage of a facility and the officers can get them there immediately, which I know saves lives."

- Fort Smith, Arkansas, major: "The most important aspect of the partnership is having new resources available to the police department. Historically, police departments have not been involved in aftercare. The opportunity to work with an outside agency was a good training ground for us, now we work with a lot of other agencies. We have built on our experiences."

- Indianapolis, Indiana, chief: "The most important aspect is the realization that collaboration is a better way to handle domestic violence, since it's a multidisciplinary approach."

- Indianapolis, Indiana, lieutenant: "The most important aspect is the coordinated effort to address the problem. The arrangement between the department and The Julian Center has bridged the gap between law enforcement and counselors. Partners have come to know the importance of each other's jobs and have realized that they are on the same team."

- Manchester, Connecticut, detective: "The most important aspect of the partnership is that crime investigators are working hand in hand with advocates and counselors. When we go to a call, we need to be able to get a sworn statement, photos, and evidence. We also need to do follow-up and get services information to victims. An officer can't do both. I can step partially into the advocate's shoes and provide information on referrals, sit and listen. But the advocate falls under a different mandate, which is to keep confidentiality. It is her unique ability to offer that."

- Nassau County, New York, deputy chief: "The most important aspect is making sure that victims get the follow-up help they need—help that the department can't provide, such as counseling, treatment, etc."

Several respondents identified particular aspects that contributed to the success of their partnership. For example, some respondents note that to achieve effective partnerships, partners must have a clear understanding of, and respect for, their individual roles and positions in the domestic violence response. Others attributed their efficiency to the colocation of the law enforcement personnel and the domestic violence advocates, either in the police department or in the shelter. In the words of the respondents:

- Broward County, Florida, sheriff: "It is very important that each partner knows what to do and doesn't dictate the actions of the other partners."

- Fort Smith, Arkansas, chief: "One of the most important aspects of the partnership is that both sides have a better understanding of their different roles. For example, officers now understand things that the shelter can and can't do as far as providing assistance to family members that are victims of DV."

- Nassau County, New York, sergeant: "The most important aspect is the fact that the partners respect one another and from the police point of view, they have not abused the authority the department has given them."

- Westminster, California, chief: "The most important aspect is the physical placement of everyone in one building, which provides for nuance and context that isn't available on opposite ends of the building. The detectives and domestic violence advocates are side by side. They can hand the phone off to the other person. It's a seamless interaction."

Several unique aspects emerged as well. For example, two respondents felt that the extent to which the law enforcement agency was willing to share information with the service provider was particularly unique. In other communities where the advocates ride along with the officers in a co-response model, the unique aspect of the arrangement was that it relies so heavily on volunteers. In the words of the respondents:

- Arlington, Texas, chief: "The program currently has 36 volunteers who want to do this work and are completely committed to the partnership and its goals."

- Huntsville, Alabama, chief: "The most unique aspect of the partnership, particularly in view of where the relationship was six years ago, is having trained volunteers (citizens) who ride along with officers to respond to calls and provide services to victims. This is unique because police officers don't readily accept having people in those roles. Although this procedure was originally seen as crazy by officers and the legal department, we've done it for years and it's worked pretty well."

- Nassau County, New York, chief: "The most unique aspect of the partnership is that the department shares sensitive information with a nonpolice entity for the mutual benefit of the victim. When officers make an arrest, that information is given to the Coalition so that there can be follow-ups, etc. This gives the Coalition a chance to look at the case and all its nuances and to educate the victim. In the early stages of the partnership there was a fear that the department was sharing confidential information and that there might be legal recourse from the victim for sharing this information. What the Coalition does is agree to make outreach to the victim to resolve the environment in the household—that's the benefit the department gets."

- Xenia, Ohio, sergeant: "The most important aspect of the partnership is the ability to share information in a collaborative effort with Children's Services and FVPC, such as prior incident information. In some communities, there is a conflict between shelter workers and officers."

Community Partner Sources: The community respondents shared the police perspectives on the importance of colocation in providing good service to victims, and the efficiency of a single point of contact for the victim to access both law enforcement and services. In addition, there was consensus in those jurisdictions that provide coresponse programs about the importance of the volunteers. The shelter director in Huntsville, Alabama had been told that this approach would never work. Colleagues, in fact, had warned her that it would "revictimize victims because the responders would identify too closely with the police, and that we would be in some way putting them in danger and some way putting victims in danger." These views changed quickly as the partnership progressed.

In a similar vein, the community partners also identified the strength of the relationship between the police department and the domestic violence advocates and service providers as an important aspect of the partnerships. This relationship is characterized by trust and shared goals. In the words of the respondents:

- Fort Smith, Arkansas, domestic violence intervention coordinator: "The most important aspect of the partnership is the willingness and trust of the partners. I know I can call on the officers and I have watched them with victims—they are sensitive to their needs and understanding of why the victims sometimes go back."

- Indianapolis, Indiana, executive director of the shelter: "The most unique aspect is that we have finally gotten everybody who is concerned with the response to domestic violence on the same page, which has enabled them to overcome obstacles to the system working smoothly—there were numerous little obstacles because of the bureaucracies involved."

- Nassau County, New York, director of client services: "The most unique aspect is that two very different entities and cultures are truly working together. This is a collaboration whose members need their own cultures to work well, but have come to work together to enhance the safety of citizens and their children."

Community partners offered several additional elements that make their partnerships particularly unique. These aspects include the immediacy of the response provided by the team, a policy that specifies that police referrals to the shelter will not be turned away, a unique perspective on managing liability concerns, and a focus on confidentiality. In the words of the respondents:

- Arlington, Texas, victim assistance coordinator at the shelter: "The most important aspect is the immediate response. Victims are getting immediate service when we've got a small window of opportunity before the abuser says they're sorry and the victims no longer want to listen to what you have to say. We have an opportunity to plant those seeds, and if they don't opt for services the one time that we meet with them, within a few weeks when another assault has happened, they're calling us again because they knew that we existed. I think being able to educate victims immediately when they're ready to listen has been the most effective way to make sure they're able to maintain safety as well as giving officers a chance to help the victims when the victim is ready to leave."

- Arlington, Texas, victim assistance coordinator at the shelter: "A frustration expressed by officers was that in some cases when they encouraged the victim to call for emergency shelter, the victim was told the shelter was full and the victims were not able to get in. In response, the shelter implemented a policy that they do not turn victims away when they are referred by an officer. Even if we're at capacity we'll turn to the gym and open that up or put them up in a hotel room to ensure that officers have immediate response but yet the victim is safe."

- Huntsville, Alabama, shelter director: "The shelter had to address liability issues. The chief and I agreed that yes, there's liability, but everybody who's involved in this knows their role, they know the dangers, they know the chances they're taking. And there's as much liability in not doing it. And we just decided to take the chance and do what we thought was right."

- Manchester, Connecticut, advocate: "The most unique aspect of the partnership is the fact that we offer confidentiality and officers respect that. That confidentiality gives victims the opportunity to find out their options and the consequences of their actions. Often, once victims have the necessary information, they will seek help. For example, if you are a parent and are terrified about Child Protective Services, we can explain the laws, etc."

Case Study Findings: Partnership Resources

Police Sources: In addition to receiving funding from the COPS Office, law enforcement agencies reported using a wide array of funding resources in their partnerships to reduce domestic violence. According to the law enforcement personnel interviewed, the largest source of funding comes from various grants. Several agencies specifically mentioned their source of grant funding. The Office on Violence Against Women (OVW) was tapped as a funding source (in Fort Worth the DART teams are funded entirely by the OVW), while other agencies, such as Indianapolis and Nassau County, made use of Local Law Enforcement Block Grants (LLEBG).

Departments also tapped into their operating budgets to help finance their partnerships. For instance, the Broward County Sheriff's Office stated that the bulk of funding resources to sustain the partnership comes out of the agency's budget. Similarly, departments were able to use funding from municipal, county, and state governments. One agency, Santa Barbara, indicates that the partnership receives funding in the form of anonymous donations, some of which are quite large. Huntsville is unique in that it reports that it does not use any outside funding—it relies on volunteers.

Community Partner Sources: Community partners also use grants as their main funding source. In Fort Smith, Arkansas, 75 percent of the community partner's funding comes from federal funding. Grant funding was reported as coming from a variety of sources, including federal grants offered through the Office on Violence Against Women (OVW), the Office of Victims of Crime (OVC), and the Bureau of Justice Assistance (BJA) Local Law Enforcement Block Grants (LLEBG); the United Way; Safe Kids/Safe Streets; various foundations; and in Westminster, California from the Community Development Block Grants from the Department of Housing and Urban Development.

State, county, and local funding was also secured in a number of jurisdictions to fund collaborative efforts. For example, in Huntsville, a portion of the state marriage license fee is used to keep programs like theirs operating. The community partner in Santa Barbara has a committee that actively seeks out-of-state funding sources. Some community partners, such as those in Manchester hold fundraisers to augment funds that come from the town (through the police department). Local contributions and private donations were also used.

Case Study Findings: Partnership Goals and Successes

Police Sources: In addition to focusing on reducing incidents of domestic violence, repeated incidents, and homicides, many police agencies have placed a great emphasis on goals relating to victims themselves. Very few noted an interest in increased arrests, per se. Instead they hope to increase victim safety, provide on-scene crisis intervention counseling and victim awareness of community resources, break the cycle of violence, and get abuse victims out of their situation. Several agencies articulated the long-term goal of ensuring that children are not traumatized by the violence they witness. These agencies hope to achieve this goal through partnerships that streamline services and speed victim access to, and awareness of, the available services.

Community Partner Sources: These sources also focus on reducing domestic violence incidents, calls for service, and repeat calls. They hope to work collaboratively to address domestic violence, increase victim safety and access to resources, and serve clients better with improvements in services and responses. The on-scene intervention achieves increased victim trust in law enforcement and quick access to services. Some partners hope to increase reporting of domestic violence through outreach and education.

Using a scale of 1 to 10 (where 10 is very successful), respondents were asked to rate their program's success in achieving several goals. Table 1 lists nine goals and presents the average ratings, across all participants, for each goal.

Table 1. How Successful Have You Been at Achieving Your Goals?

Goal	Average
1. Allowing police officers to do their jobs well	9.20
2. Improving services to domestic violence victims	9.20
3. Improving victim safety	8.25
4. Increasing offender accountability	8.00
5. Reducing domestic violence incidents	6.78
6. Reducing officer time spent on these types of calls	6.79
7. Reducing officer frustration when responding to these calls	6.95
8. Reducing repeat calls for service	7.17
9. Reducing the severity of incidents	6.90

The partnerships are most successful in achieving those goals related to improving victim services and safety. Less success is noted for the goals of reducing the number of domestic violence incidents or repeated incidents.

Case Study Findings: What Have Been the Barriers to Your Success and How Have You Overcome Them?

Police Sources: In addition to frustration over the intractability of domestic violence and uncooperative victims, the main barriers faced by the partnership agencies related either to the people in law enforcement positions or the funding needed. For example, the most frequent barrier to success noted by the police sources was poor officer attitudes about the partnership, domestic violence, or both. In the words of the respondents:

- Arlington, Texas, chief: "The challenge is to get officers to use the response team. We have overcome that challenge by promoting the benefits of using nonsworn individuals. In addition, partnerships with nonprofit organizations that have political influence in the area can help to reinforce the importance of the program."

- Fort Smith, Arkansas, chief: "The initial barriers to partnership success was getting officers to take a new approach to domestic violence, one that recognized that domestic violence is an entry level to more violent acts."

- Huntsville, Alabama, chief: "Officer attitudes are the biggest barrier to success. Problem attitudes include beliefs about victims, such as 'If the victim won't do something for herself, why should we,' and that domestic violence is ingrained in our society, and has been for centuries, and that it is 'no big deal.' The department has addressed this barrier through training and policies."

- Huntsville, Alabama, detective: "There is resistance of some officers to having the advocate ride along. Although these officers are not numerous, they do tend to speak up. We find that education and training, including one-on-one time spent with advocates, can overcome this resistance."

- Manchester, Connecticut, chief: "The biggest barrier to success has been police culture and resistance to change. To overcome this, you need to show the officers how it will make their job easier and more effective. You have to tell the officer that he/she will have a support network in terms of domestic violence, and show him/her how it works. They do their job as initial responders and then hand it off. We are not the experts."

- Nassau County, New York, sergeant: "One barrier was the mentality and mindset of officers. A good police officer needs to be aggressive and strong. The police mentality is directly opposite to the advocacy mentality. Humor helped to overcome some of this. Also, the department has a lot of younger officers, and the domestic violence training has helped out, too."

- Santa Barbara, California, captain: "The biggest barrier initially was trying to get people to accept the advocates and the DVERT team. It took time for people to recognize the benefits. Law enforcement officers don't always have the ability to empathize with victims and give them everything they need. The DVERT team can help."

Because of these difficulties in attitudes and resistance to change, having the proper staff in the partnership positions is especially critical. In addition, as communities focus on improving their response, increases in calls can result. The increased workload can then lead to difficulties in staffing. These issues contribute to why many agencies faced barriers related to inadequate staffing, staffing changes, and turnover. In the words of the respondents:

- Huntsville, Alabama, detectives: "Another barrier is staffing—we need more cops and more advocates. One way to overcome this is to hold offenders more accountable, which would result in fewer repeat incidents. We favor consistent jail sentences so the offender realizes that if he does it again, he's going to spend jail time."

- Xenia, Ohio, sergeant: "There are only so many work hours the team can work, and that prevents us from being at the scene at all times. For example, there is a spike in calls between 1 a.m. and 3 p.m. on the weekends, but the DVERT team cannot go to the scene then. We try to overcome this by contacting the victims as soon as possible. We believe that the contacts make victims more cooperative with the whole process."

- Fort Smith, Arkansas, major: "A barrier to success is the constantly evolving staff at both the police department and the shelter. Partners develop good working relationships and then one person gets promoted or transferred. The new person then has to build a whole new relationship."

- Westminster, California, captain: "Turnover is a barrier. Whenever there are new people coming on board, there is a downtime in training. Additionally, some people aren't right for the team and it takes time to make those changes (that is, people who aren't compassionate enough, who have their own personal agendas, or are using the post as a stepping stone for their careers)."

Barriers associated with funding and shortages in shelter services also impeded partnerships in several areas. In the words of the respondents:

- Arlington, Texas, chief: "Acquiring and maintaining sufficient funding to grow the program has been a barrier. To overcome this we try to get grant funding. We have a coordinator who's plugged into the issue on the state and national levels, which has given access to grant funding that the department probably wouldn't have known about or have been capable of acquiring otherwise."

- Broward County, Florida, lieutenant: "The key issues are the availability of more places for victims to go and being able to convince women not to go back to an abusive situation but rather to avail themselves of the services available, get help, and stop the cycle of violence."

Community Partner Sources: There was substantial overlap in barriers noted by community partners and the police. For example, they both cite difficulties with attitudes, staffing shortages, and funding. In particular, community partners found that poor officer attitudes and knowledge about domestic violence resulted in resistance to partnership activities, which then impeded partnership success. In the words of the respondents:

- Fort Smith, Arkansas, executive director of the shelter: "Some officers lack training and understanding of DV, such that their responses are not what they could be. For example, they may not recognize that it's a domestic. Frequently they arrest both parties instead of doing a strong investigation and finding that there is a dominant perpetrator here."

- Huntsville, Alabama, shelter director: "Attitudes are the biggest barrier—the attitudes of funding agencies, the police, and the public. Initially, officers did not have positive attitudes about working with advocates and were resistant to having advocates riding along in their patrol cars. These problems were overcome by communicating openly with officers and by having well–trained volunteer advocates who respected that police role. Advocates eventually showed officers how they could decrease the time spent on responding to a call for service, and advocates let the officers know that it's okay to be frustrated sometimes by the behaviors of victims (e.g., going back to an abuser) and that advocates get frustrated, too."

- Indianapolis, Indiana, executive director of the shelter: "While there is commitment from the top down, there are still some road officers that don't want to do things any differently. Because I know that resistance to change is sometimes generational, I hope that newer officers will be less resistant."

- Manchester, Connecticut, advocate: "One barrier to success was that we needed to build trust with the patrol. It is one thing to have the administration on board, but in reality you need patrol on board. This took time. It was rough in the beginning."

Case Study Findings: What Is the Worst Mistake that a Police Department Can Make?

Police Sources: The most frequently noted mistake was not partnering with the community to address domestic violence. Police sources believe that partnerships overcome some of their inherent limitations in addressing domestic violence effectively. In the words of the respondents:

- Broward County, Florida, sergeant: "The worst possible mistake would be for an agency to attempt to go it alone, force their way of doing things on others, or ignore the advice of other partners. It has to be an equal partnership of ideas and understanding."

- Fort Smith, Arkansas, major: "The worst mistake a department could make in implementing a partnership would be to assume the police have the only answer and that they can take care of it all, because they can't. We could have 5,000 officers out there and we can't do some of the stuff the shelter does."

- Nassau County, New York, chief: "The worst mistake would be not collaborating to address domestic violence. If you do not partner with other organizations, it is promising to do more than one agency alone can deliver. Make sure you can do it, and then do it. Live up to your end of the bargain. Have a plan and the capability to do your part of the partnership, even if it takes risk."

- Westminster, California, chief: "The worst mistake would be to respond to the problem without community involvement. We invited a lot of community stakeholders to attend officer training, which conveys to the officers a sense of community interest and commitment. It also allows the community to interact with officers and express their support."

- Westminster, California, captain: "The worst mistake is to ignore the community, as it is the community that's going to rally and bring the resources in. A department can't turn its back on the community or the program is doomed to fail."

Once the agency has committed to partnering to address domestic violence, another critical mistake is to pick the wrong law enforcement or advocacy staff—people who do not have the personality characteristics suitable to sharing responsibility and caring for victims—to work on the partnership team. In the words of the respondents:

- Arlington, Texas, chief: "Key police partners must be dedicated to making the program and partnerships a success. It is crucial that they have a real understanding and acceptance of the contributions of professionals to the programs."

- Fort Smith, Arkansas, chief: "From an investigator's perspective the worst mistake would be to assign somebody to the unit who did not have compassion for or understanding of DV. The investigator needs to be patient with all DV victims."

- Manchester, Connecticut, officer: "A police department must make sure officers are well-rounded and able to focus on more than one straight line of ideas. They must be flexible and adaptable. It would have been a mistake if the advocate came in and was real bossy. Everyone must feel comfortable around the different personalities in order to do their jobs."

- Manchester, Connecticut, lieutenant: "The personalities that you get involved are key. There were issues between staff at the beginning, but they were committed enough and strong enough to get through it. We picked two strong people who were committed to the program and committed to what they do. Even though there is still a cultural clash, they were big enough to rise above it."

Although careful selection of staff who work directly on the team is important, several respondents discussed the mistakes that are made if the policy and procedures are implemented without concern for the rank and file's involvement. In the words of the respondents:

- Huntsville, Alabama, chief: "The biggest mistake the chief could make would be to ram it down the officers' throats. My job is to convince the patrol officers that the volunteer advocates would reduce the officers' job responsibilities. If you make a cop think that his job is going to be lessened, or [that the program] will make it easier … and all the cop has to do is fill out the case, they'll buy it."

- Manchester, Connecticut, detective: "The worst mistake a police department can make is to alienate the officers and not get the input of the rank and file. We need to bring them on board and let them see how it will benefit them and how it will help them respond and help people who are victims and offenders."
- Manchester, Connecticut, officer: "Another big mistake is to order someone to do something. I cannot tell you how many programs failed because people were ordered to do something. You cannot order buy-in from the cops."

Once actively engaged in the partnerships, mistakes are made when partners fail to clearly understand what the partners are about and make assumptions about what partners will be like. Another mistake is role confusion: taking over other's role, telling a partner what to do, or being territorial. In the words of the respondents:

- Broward County, Florida, sergeant: "Things to avoid in setting up a partnership would be taking over someone's role or acting in an overbearing manner."

- Broward County, Florida, victim advocate "The worst mistake is for people to make assumptions about the people they are going to be working directly beside (in this case law enforcement officers). There was the lingering assumption that people assume that law enforcement officers are not sympathetic to domestic violence victims. It is very important to understand law enforcement culture (which helps to avoid an "us versus them" attitude) and that it is imperative for all agencies to understand the other's prime directives and goals in regard to providing services to victims."

- Fort Worth, Texas, project manager: "The biggest mistake that could be made is getting territorial. Everyone needs to know what role they play in the partnership."

- Santa Barbara, California, captain: "The worst mistake would be to tell the counselors or advocates what to do. Officers can give direction to advocates, but when they're outside an officer's realm of expertise, they can't tell them how to do their jobs. Officers simply don't have the tools and schooling that a lot of the advocates have been through."

Community Partner Sources: Overwhelmingly, the community partner sources indicated that the worst mistake they could make is to overstep the bounds of the advocate's role by telling officers what to do, interfering in the criminal aspects of the situations, or confusing their role with that of the officers. In the words of the respondents:

- Arlington, Texas, victim assistance coordinator: "The worst thing the advocates could do is to tell officers what to do or how to do their jobs. For example, if an advocate realizes the officer is not aware of a change in the penal code, he or she should approach the officer tactfully."

- Arlington, Texas, executive director: "When I train the advocates, I stress how very important it is not to tell police what to do or how to do it. We also make sure that shelter staff learn how the police system works and how the shelter fits into it."

- Huntsville, Alabama, shelter coordinator: "It is critical to understand the law enforcement position and to assure the officers that you are not there to rat them out, that you're not there looking for ways to turn them into Internal Affairs. The advocates need to understand that law enforcement's job is not always pretty and that they have to understand that sometimes they get rough with people. I also stress to the advocates that they must not tell the officers how to do their jobs, because the advocates are not the experts."

- Nassau County, New York, project coordinator: "The worst mistake is not being cooperative. If you tell police what to do or that they're doing it wrong—you will lose them instantly. People also have to be careful of the language they use. I was at a domestic violence conference in Nassau County where a prosecutor said that police weren't doing what they were supposed to be doing in regard to domestic violence. The prosecutor lost her audience (the police officers) immediately."

- Xenia, Ohio, clinical coordinator: "The worst mistake is to tell police 'how it is.' Agencies have to go in with a cooperative learning approach. Officers will never be social workers, and my organization isn't going to make them social workers."

Several respondents noted that it would be a mistake to betray an officer's confidence or contradict him or her in public. In the words of the respondents:

- Huntsville, Alabama, advocate: "The worst thing they could do would be to betray an officer's confidence or contradict an officer in public. If you've got something to say, you wait until you get in the car and then you decide if you really want to say it."

- Indianapolis, Indiana, advocate: "The worst mistake that we can make when working with the police is to lie and lose trust. They don't forget that kind of thing. We need to be up front and honest above all."

- Santa Barbara, California, shelter staff: "The worst mistake would be doing or saying something to jeopardize an officer's safety, questioning the officer's actions in front of the victim or perpetrator, or just not respecting officers. It is important for staff to be flexible, as situations are not always going to work out the way they want them to. Staff cannot be afraid to be in an unpredictable situation."

- Westminster, California, outreach advocate: "The worst mistakes would be to go against police regulations, or to try and go over officers' heads and challenge them to a supervisor."

Several respondents noted that leaving people out of the planning process or not bringing the right people together would be a mistake when partnering with the police. In the words of the respondents:

- Arlington, Texas, director of client services: "It's important to get the right people at the table who are able to draw other people to the partnership. The motivation of agency leaders is key in setting up an effective partnership. We do this by trying to include as many people as possible to avoid offending anyone."

- Huntsville, Alabama, program coordinator: "The most important thing to do is to involve the officers and midlevel managers first. If the chief 'shoves it down their throats,' there will be resistance to the program based only on the way it was handed down administratively. In another town, the coordinator had to begin with a lieutenant who was very uninterested in starting the program."

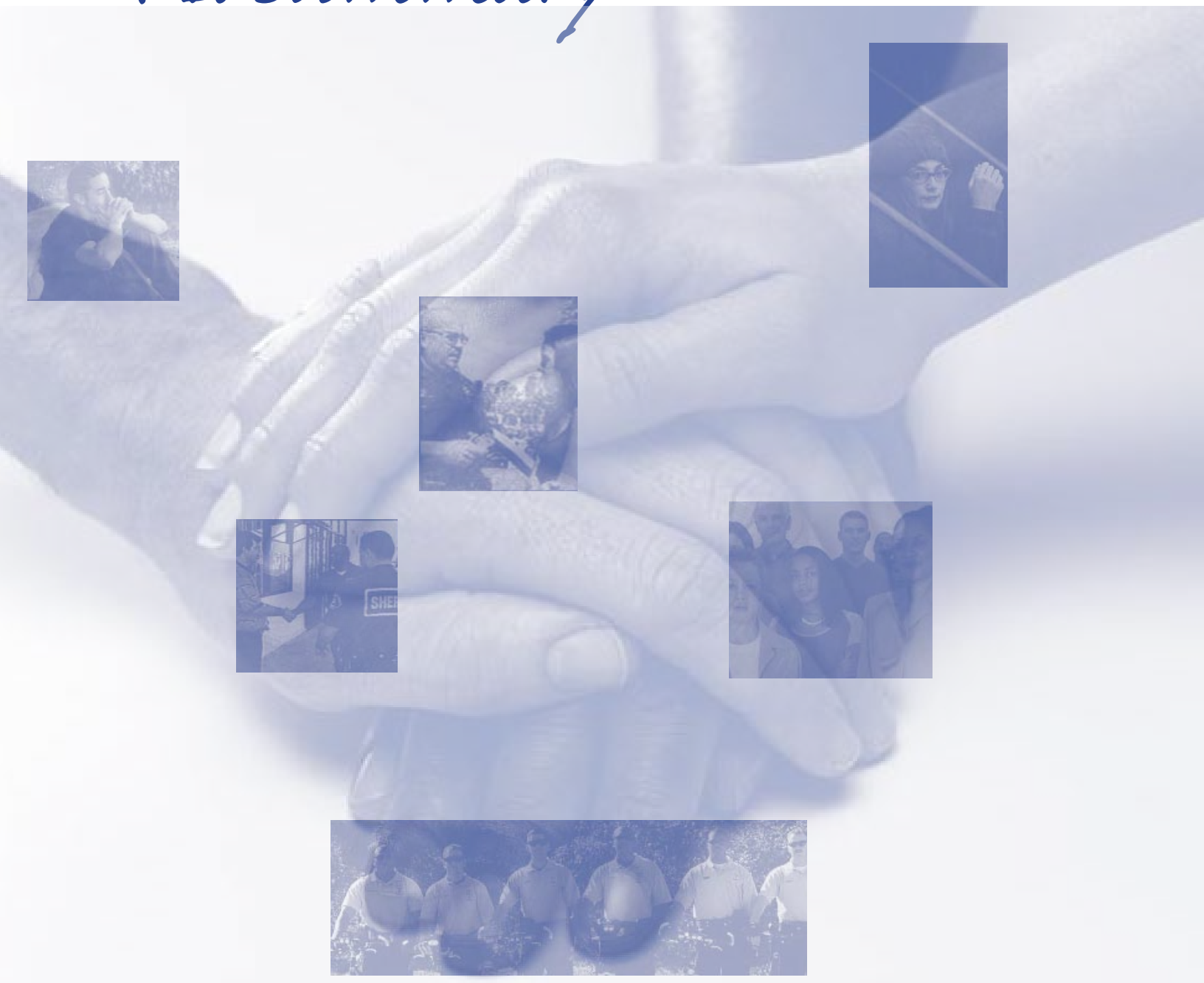
- Xenia, Ohio, clinical coordinator: "It would be unwise to devalue police input into the program."

The community partners shared police concerns about hiring the wrong staff person for the partnership team. In one agency, problems with the advocates at the scene were an important barrier at first, emphasizing the need to select quality individuals. In this case, an advocate had interfered in a tense situation at the scene by speaking to the victim before the officer had addressed the safety at the scene or determined what had happened. In the words of the respondents:

- Fort Worth, Texas, volunteer director: "The biggest mistake they could make is accepting everybody into the program as a volunteer. There needs to be a selective process."

- Indianapolis, Indiana, executive director: "The worst mistake an organization like mine can make when creating this partnership is to hire the wrong person—someone who does not fit in with police, or someone who has a chip on his/her shoulder about working with the police."

VI. Summary



VI. Summary

With funding from the U.S. Department of Justice Office of Community Oriented Policing Services (the COPS Office), the Police Executive Research Forum (PERF) studied the nature, function, and impact of police-community partnerships that address domestic violence. The study focused on the following topics:

- Keys to an effective police response to domestic violence
- Goals of various approaches and how well jurisdictions are reaching the goals
- Important and unique aspects of police-community partnerships
- Barriers and challenges and how they are overcome
- Mistakes made by members of the partnerships.

Survey and Interview Findings

Seventy-nine percent of the 345 COPS-funded agencies surveyed by PERF responded, along with 90 percent of the 63 departments recommended by Regional Community Policing Institutes or state domestic violence coalition directors.

Almost 42 percent of the respondents described their partnerships as coordinated community responses (CCR), while 14.9 percent were CCRs in combination with task forces or response teams. Partnership activities included victim assistance or outreach, such as coordinating victims' services and providing counseling or other services. In addition, many respondents participated in coalitions, task forces, teams, or planning committees.

The majority of agencies (65 percent) have continued their partnership arrangements beyond the external funding provided by COPS. It appears that once COPS funds were used to encourage partnerships (and for 134 agencies with partnerships in existence today, the partnerships began with COPS funding), the positive outcomes of these arrangements were sufficient to impel agencies to maintain them using internal resources.

The investigators determined that in-depth telephone interviews were needed to further reduce the sample and select sites that were engaged in comprehensive partnerships. Agencies that were engaged in more than one activity, for example, training as well as on-scene response, (Question 2, above) were identified for telephone interviews. This strategy yielded 48 agencies for telephone interview, 41 of which agreed to participate.

The agencies interviewed by telephone have very strong partnerships, many of which have been studied in the literature (see literature review section). To reduce the number of sites for case study, the project team considered the comprehensiveness of the partnerships, whether they were victim centered, their use of advocates (either as department personnel or not), whether they had been studied previously (if so, they were not included), the use of volunteers (who ride in patrol cars with police), and colocation of partners. The project team also considered sites representing a range of city sizes and regions of the country. The following eleven sites were selected for case study:

- Arlington (Texas) Police Department
- Broward County (Florida) Sheriffs Office
- Fort Worth (Texas) Police Department
- Fort Smith (Arkansas) Police Department
- Huntsville (Alabama) Police Department
- Indianapolis (Indiana) Police Department
- Manchester (Connecticut) Police Department

- Nassau County (New York) Police Department
- Santa Barbara (California) Police Department
- Westminster (California) Police Department
- Xenia (Ohio) Police Division

Summary of Case Study Findings

Keys to Effective Police Response to Domestic Violence

Police Sources: Most frequently, police respondents said that the key to effective response to domestic violence is to treat it like any other crime, that is seriously, to conduct a solid investigation (involving good evidence collection), and to make arrests. In addition, the police department must be willing to partner with a range of community members (including schools and animal shelters) and criminal justice agencies (such as the court system) to address the problem collaboratively. Collaboration provides the opportunity to communicate a range of options to the victim, so he or she knows that something is being done, and that he or she has choices.

Another key to success described by the police respondents was a focus on, and awareness of, victims and their safety, the causes of domestic violence, how relationship violence can be cyclical, and why some partners may not readily leave abusive relationships. This knowledge can underscore both the necessity of arrest, as well as the complexities of why arrest may not always be the most effective response.

Community Partner Sources: Most frequently, community agency respondents agreed with their police partners and focused on officers' knowledge, both about domestic violence and community resources, as keys to an effective police response. The strength of police leadership and the department's commitment to addressing domestic violence is another key identified by these partners. The departments must also have appropriate staffing to manage the call load, and strong policies and accountability to ensure that policies are enforced. Close relationships and rapport between law enforcement and their community partners also serves to help victims follow through with court cases.

Important and Unique Aspects of a Partnership

Police Sources: For many police department respondents, the question about unique or important aspects of the partnership prompted them to discuss issues that had surprised them, including the unanticipated aspects of partnerships that were particularly helpful in their fight against domestic violence. For example, police respondents noted that the most important aspect of the partnership was how well the various parties communicate with each other and work together to agree on the appropriate course of action, and that they do it almost automatically, despite their differences. Another important aspect cited by police is that the partnership provides victims with the attention they need to help them access resources, get to safety, and receive follow up efficiently, particularly if the partners are colocated. Some respondents note that partners must have a clear understanding of, and respect for, their individual roles and positions in the response to domestic violence. Respondents also felt the extent to which the law enforcement agency was willing to share information with the service provider was particularly unique. And, in communities where the advocates ride along with the officers in a co-response model, the heavy reliance on volunteers was unique.

Community Partner Sources: The community respondents shared the police perspectives on the importance of partnership colocation in providing good service to victims and the efficiency of a single point of contact to enable the victim to access both law enforcement and victim services. In addition, there was consensus in those jurisdictions that provide on-scene coresponse about the importance of the volunteers. In a similar vein, the community partners

also identified the strength of the relationship between the police department and the domestic violence advocates and service providers as an important aspect of the partnerships. This relationship is characterized by trust and shared goals. Community partners also identified unique aspects, including the immediacy of the team response, a policy that specifies that police referrals to the shelter will not be turned away, and a focus on confidentiality.

Partnership Goals and Successes

Police Sources: In addition to focusing on reducing incidents of domestic violence, repeated incidents, and homicides, many police agencies have placed a great emphasis on goals relating to victims themselves. Very few noted an interest in increased arrests, per se. Instead, they hope to increase victim safety, provide on-scene crisis intervention counseling and victim awareness of community resources, break the cycle of violence, and get abuse victims out of their situation. Several agencies articulate long-term goals of ensuring that children are not traumatized by the violence they witness. These agencies hope to achieve these goals through partnerships that streamline services and speed victim access to, and awareness of, available services.

Community Partner Sources: These sources also focus on reducing domestic violence incidents, calls for service, and repeat calls. They hope to work collaboratively to address domestic violence, increase victim safety and access to resources, and assist clients through improvements in services and responses. The on-scene intervention achieves increased victim trust in law enforcement and their quick access to services. Some partners hope to increase reporting of domestic violence through outreach and education. The partnerships are most successful in achieving those goals related to improving victim services and safety. Less success was noted for reducing the number of domestic violence incidents or repeated incidents.

Barriers to Success: Overcoming Them

Police Sources: In addition to frustration over the intractability of domestic violence and uncooperative victims, the main barriers faced by the partnership agencies related either to team members who have poor attitudes or the funding needed, particularly for shelter services. Because of these difficulties in attitudes and resistance to change, having the proper staff in the partnership positions is especially critical. In addition, as communities focus on improving their response, the number of calls can increase, thereby increasing the workload, which can then cause difficulties in staffing levels. These issues contribute to why many agencies faced barriers related to inadequate staffing, staffing changes, and turnover.

Community Partner Sources: There was substantial overlap in barriers noted by community partners and the police. For example, they cite difficulties with attitudes, staffing shortages, and funding. In particular, community partners found that officers with poor attitudes and limited knowledge about domestic violence resisted partnership activities, which then impeded the success of the partnership. They also noted that problems with the partnership resulted from problems with advocates and the shelter staff.

Worst mistakes

Police Sources: The most frequently noted mistake a police department can make was not partnering with the community to address domestic violence. Police sources believe that partnerships overcome some of their inherent limitations in addressing domestic violence effectively. Once the agency has committed to partnering to address domestic violence, another critical mistake is to pick the wrong law enforcement or advocacy staff to work on the partnership team. For example, agencies should steer away from selecting individuals who do not have personality characteristics suitable for sharing responsibility for the scene and/or providing care for victims.

Although careful selection of staff who work directly on the team is important, several respondents discussed the mistakes that are made if the policy and procedures are implemented without concern for the rank and file's involvement. Once actively engaged in the partnerships, mistakes are made when partners fail to clearly understand the partners' goals and make assumptions about what partners will be like, which can lead to role confusion, expressed as taking over another's role, telling the partner what to do, or becoming territorial.

Community Partner Sources. Overwhelmingly, the community partner sources said that the worst mistake they could make is to overstep the bounds of the advocate's role by telling officers what to do, interfering in the criminal aspects of the situations, or confusing their role with that of the officers. Some respondents said it would be a mistake to betray an officer's confidence or contradict him or her in public. Several respondents also noted that leaving people out of the planning process or not involving the right people would be a mistake when partnering with the police.

Recommendations

The predominant finding of this project is that partnerships between the police and a community-based partner have made tremendous improvements in the way agencies communicate and channel their energies toward a shared goal of improving safety for the victims of domestic violence. It is outside the scope of this project to assess the precise effects of these partnerships on the nature and extent of domestic violence in these communities. Strong evidence supports the assertion that it is very likely these arrangements have met their goal of improving the circumstances of victims. Consequently, the investigators believe these data present a strong persuasive case for other communities to consider forming police-community partnerships of their own to address domestic violence more effectively.

It is also beyond the scope of this project to suggest that one partnership model is more successful than another. Instead, the project's findings point to several overarching recommendations for how to implement successful partnerships to address domestic violence. Both police and community partner respondents share many of these recommendations.

Communities that develop such partnerships should:

- Involve as many stakeholders as possible when developing the partnership arrangements, including a wide range of community members (such as schools and animal shelters) and criminal justice agencies (such as the prosecutors and judges).

- Develop strong personal relationships with partners, typically characterized by trust and shared goals. Develop common ground by sharing frustration over the intractability of domestic violence and uncooperative victims.

- Demonstrate police leadership and commitment to addressing domestic violence by setting appropriate staff levels and developing mechanisms to enforce policy.

- Emphasize goals related to victim safety and services. Very few respondents focused on increased arrests, per se. Instead, they hope to increase victim safety, provide on-scene crisis intervention counseling and victim awareness of community resources to break the cycle of violence and get abuse victims out of their situation.

- Involve line-level staff (officers and counselors) in the process of developing and implementing partnership policies and procedures.

- Colocate partners whenever possible, either in the police department or in the domestic violence shelter. The efficiency of a single point of contact for access to both law enforcement and services provides victims with the attention they need.

- Carefully select staff for the partnership team. Partners must have a clear understanding of, and respect for, their individual roles and responsibilities in responding to domestic violence. Advocates must not overstep their boundaries by telling officers what to do or interfering in the criminal aspects of the situation, and law enforcement officers must clearly understand the dynamics of domestic violence relationships. Team members must have personality characteristics suitable to sharing responsibility at the scene and providing care for victims.

- Educate all officers on the causes of domestic violence, how relationship violence can be cyclical, why some partners may not readily leave abusive relationships, and on available community resources. This knowledge can underscore both the necessity of arrest and the complexities of why arrest may not always be the most effective response.

- Exchange information readily between partners to promote effective communication and agreement on the appropriate course of action.

- Use volunteers wherever possible, but ensure that they are carefully selected and well trained.

- Conduct on-scene crisis intervention to increase victim trust in law enforcement and provide the victim with quick access to services.

- Prepare for an increased call load that may result from a new community focus on improving responses to domestic violence.

Conclusions

For many police officers interviewed for this project, calls related to domestic disturbances, whether or not they involve violence, are some of the most difficult calls to which they must respond. Some officers are concerned about safety, some are irritated by the amount of time they know the call will take, but for others, the difficulty comes from a sincere frustration with their inability to make a difference. In the words of a patrol officer:

> "A lot of guys I know—and me, I'm guilty of this also—will go back to the same house so many times, you can walk in and start calling people by their first names. You get tired of it. And you will think: 'Look, lady, I have been here fifteen times, I have written fifteen reports, I go to jail and you get up to the judge and tell him I lied on my report that I wrote, and now you want me to do what? How is this going to be different than it was the last fourteen times?' So you get a negative attitude towards them. But if you're patient, and I know myself—if I just back off and let the other officer handle it (who hasn't been there as often) and try to believe them this time, then it helps."

The COPS-funded partnerships PERF examined in this project are perhaps most valuable because they address the complexities of the situation just described. Through their focus on victim safety (rather than simply criminal justice system efficiency), these arrangements provide victims with access to services more frequently and efficiently; they provide officers with a more nuanced understanding of the situations they are encountering; and they enable officers to share their legitimate frustrations over domestic violence with advocates and service providers who respect their role as law enforcers. In the words of a domestic violence program coordinator:

> "The work that the social workers do with the police officers has been the best training tool that we've ever had. Because they now see that we face some of the same challenges that they do. I think one of the biggest 'light bulb' experiences that some of us had was when the officers asked us: 'Well, don't you all ever get frustrated?' Well sure we get frustrated—we want her to leave, because we know she's not safe. But we can't make her leave. All we can do is give her all the tools and all the resources that she needs to make that decision. But I can't make that decision for her. And if I do make that decision for her, I'm doing the wrong thing, and I'm going to regret it, and she's going to regret it. And so that was a big hurdle to see that we've faced the same frustrations as the officers have."

Within the confines of this largely qualitative project, the data clearly show that substantial benefits accrue from partnering with the community to address domestic violence. The finding that most agencies have continued their partnership arrangements beyond the original funding provided by COPS is a testament to the strength of those outcomes. The agencies have forged close working relationships with others that had been considered adversaries in the past. This working relationship does not preclude these community activists from working to correct wrongs they see in the system; it just changes the means by which they do it. This quote from a shelter director sums up the changes in the advocacy community that support their work with law enforcement:

> "There have been many changes in beliefs about what the advocacy community should be doing to address victims. What we thought was an awful thing to do 10 or 20 years ago is actually something we need to be doing, and vice versa. Some of the things we thought would work 20 years ago don't work at all. For example, we always thought the primary thing was shelter, that it was the lifesaver. But you have to provide those other services or it's not going to really change."

That is what successful partnerships do: provide a range of services in hopes of changing domestic violence today and for the next generation. And the most effective way to do that is through partnerships. From the perspective of a chief:

> "First, there has to be recognition that domestic violence tends to be cyclical, and there has to be an understanding of the causes. The officers responding to those calls have to understand that making an arrest won't necessarily solve the problem. Police have to be educated. Then, once we have that understanding, then we have to be willing to work with nonprofit organizations within the community, and form partnerships with nonprofits and volunteers to help address issues of domestic violence."

> "If we're doing this for victims—and we are—then we want to create the greatest impact possible, and we can only do that with our partnerships. We can't do it alone."

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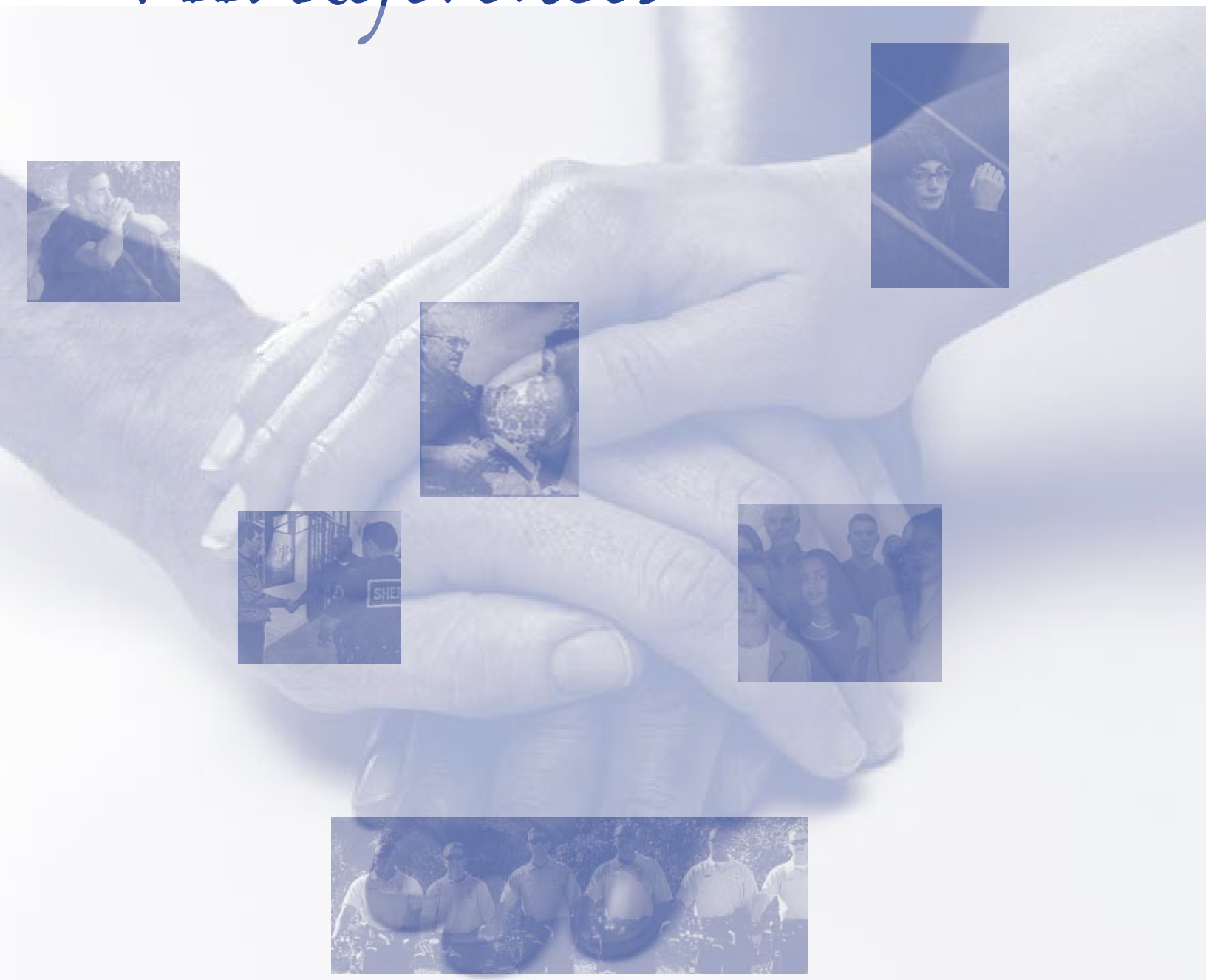

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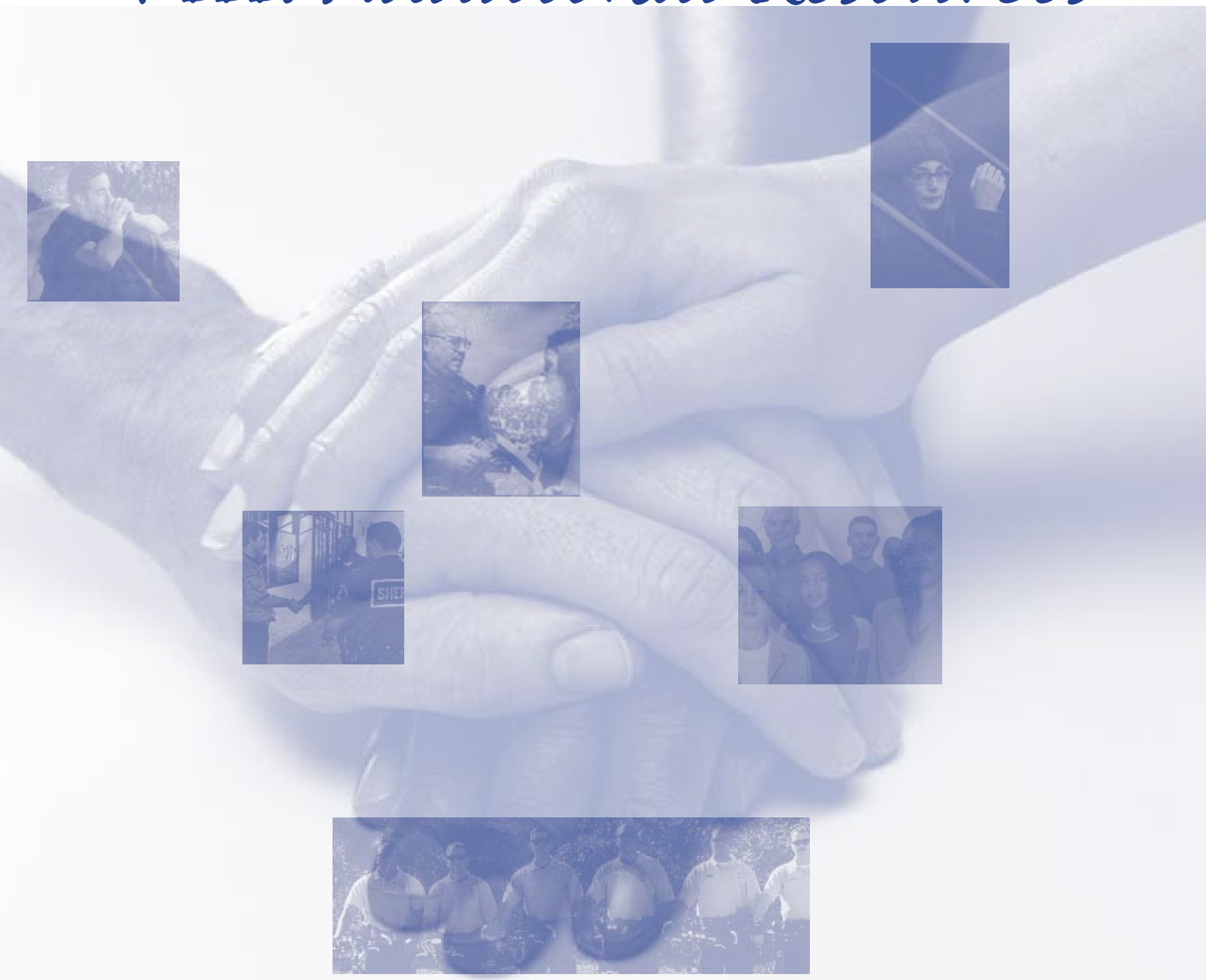

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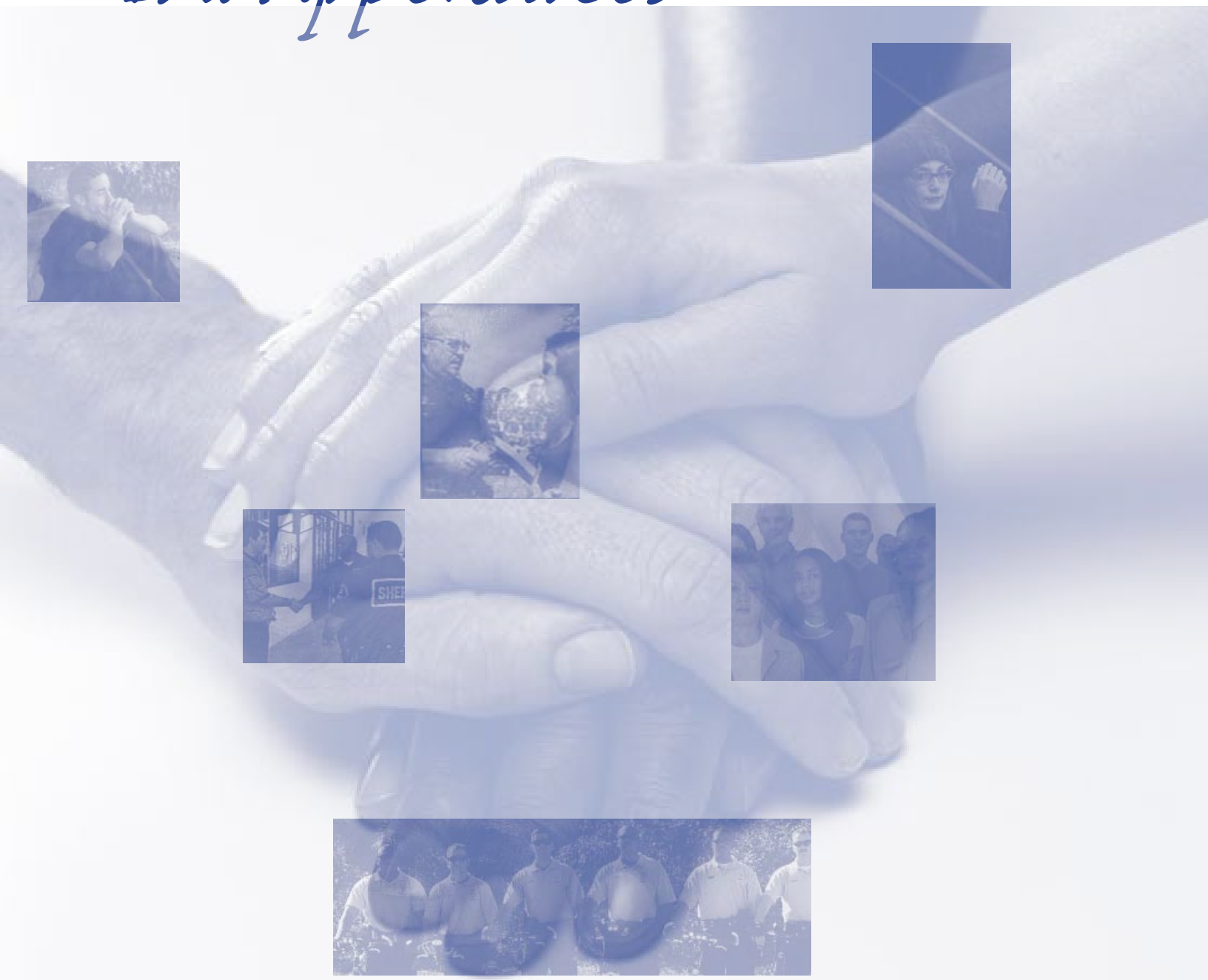
IX. Appendices



Appendix A: Mailed Survey Instrument

Partnering to Respond to Domestic Violence

1. Does/did your department collaborate/partner with the community to address domestic violence?
   - ☐ Yes
   - ☐ No

2. If YES, which of the following terms would best describe the collaboration/partnership in which your agency is/was involved?
   - ☐ Task Force
   - ☐ Coordinated Community Response
   - ☐ Response Team
   - ☐ Other (specify:_____)

3. How often does/did the collaboration/partnership hold formal meetings?
   - ☐ Daily
   - ☐ Once per week
   - ☐ More than once per month but not weekly
   - ☐ Once per month
   - ☐ Less than once per month

4. During what period has (or was) the collaboration been in existence?

   From _ _/ _ _ to _ _/_ _ Ongoing: ☐

5. What geographical area is/was affected by the collaboration/partnership?
   - ☐ Several regions (such as several counties or cities)
   - ☐ One region (such as a county or city)
   - ☐ A section of a region (such as a patrol beat or district within a jurisdiction)

6. What organizations participate(d) in the collaboration/partnership? Please check all that apply:

From the Community:
- ☐ Advocacy Group
- ☐ Victims Shelter
- ☐ Medical Professionals
- ☐ Counseling Services
- ☐ Batterers Treatment Services
- ☐ Other (specify:_____)

From the Criminal Justice System:
- ☐ Police
- ☐ District Attorney's Office
- ☐ Judge
- ☐ Probation/Parole
- ☐ Other (specify:_____)

7. Which of the following describes the activity of the collaboration/partnership in which your agency is involved: (please check all that apply)
   - ☐ Set policy
   - ☐ Coordinate the provision of multiple services
   - ☐ Provide on-scene or follow-up responses to calls for service

8. Please briefly describe the collaboration/partnership in which your agency was/is involved.

_____
_____
_____

9. What successes have been achieved by the collaboration/partnership?

_____
_____
_____

10. How does/did the collaboration/partnership measure whether goals are achieved?
   - ☐ Informal communication with partners
   - ☐ Official statistics
   - ☐ Victim surveys
   - ☐ Other (specify:_____)

11. May we contact you or someone in your department to obtain additional information about your domestic violence program or policies?
   - ☐ Yes
   - ☐ No

If YES:

Name: _____

Department: _____

Phone: _____

Thank you very much for your time in completing this survey.
Please use the enclosed envelope or fax back to:

Melissa Reuland
Police Executive Research Forum
1120 Connecticut Avenue, NW
Washington DC 20036
Fax: 202.466.7826

Open–Ended Coding for Mailed Survey Data

Mailed Survey Question #8:

Activity codes

1. **Training and outreach** includes: trained staff, developed curriculum including supplemental materials such as videotapes, developed a database or other information-sharing techniques, conducted community outreach including education, conducted cross-training.

2. **Victim assistance or service** includes: social service assistance, counseling, sheltering, made referrals, transported victims, performed threat assessments or safety audits, conducted case conferences or consultations.

3. **Coalitions or teams** include: participated in task force, working group, planning committee or team: sitting on board of directors at safe house, shelter, advocacy center: created or participated on fatality review board.

4. **On-scene response** includes: provided on-scene response, formed response teams, did on-scene investigation.

5. **Special DV unit/review** includes: response or review mechanism that was not on scene, including follow-up.

6. **Policies/procedures** includes: revised or created policies, protocols, procedures, or coordinated responses in general.

7. **Offender services** includes: provided anger management services or other offender program.

Appendix B: Telephone Interview Sites and Protocol

Telephone Interview Sites

- Alexandria (Virginia) Police Department
- Ann Arbor (Michigan) Police Department
- Arlington (Texas) Police Department
- Austin (Texas) Police Department
- Broward County (Florida) Sheriff's Office
- Cadillac (Michigan) Police Department
- Chico (California) Police Department
- Clark County (Washington) Sheriff's Office
- Cleveland (Tennessee) Police Department
- Danville (Illinois) Police Department
- Erie County (New York) Sheriff's Office
- Flint Township (Michigan) Police Department
- Fort Smith (Arkansas) Police Department
- Fresno (California) Police Department
- Fort Worth (Texas) Police Department
- Granite City (Illinois) Police Department
- Haywood County (North Carolina) Sheriff's Office
- Helena (Montana) Police Department
- Huntsville (Alabama) Police Department
- Indianapolis (Indiana) Police Department
- Knoxville (Tennessee) Police Department
- Lincoln (Nebraska) Police Department
- Los Angeles County (California) Sheriff's Department
- Los Angeles (California) Police Department
- Manchester (Connecticut) Police Department
- Midland Park (New Jersey) Police Department
- Monroe (Louisiana) Police Department
- Morrison County (Minnesota) Sheriff's Department
- Nassau County (New York) Police Department
- New Haven (Connecticut) Police Department
- Niagara County (New York) Sheriff's Department
- Normal (Illinois) Police Department
- Plymouth (Minnesota) Police Department
- Reidsville (North Carolina) Police Department
- Santa Barbara (California) Police Department
- Shreveport (Louisiana) Police Department
- Shrewsbury (Massachusetts) Police Department
- Vacaville (California) Police Department
- Washington Township (New Jersey) Police Department
- Westminster (California) Police Department
- Xenia (Ohio) Police Division

Telephone Interview Protocol

Partnering to Respond to Domestic Violence

Section I: Background Information

1. Which of the following victim/suspect relationships are covered by your jurisdiction's domestic violence statute? Please check all that apply.

   - ☐ Married couples
   - ☐ Dating, ex-dating couples
   - ☐ Couples with children in common
   - ☐ Non-partner family relationships (e.g., siblings, parent-child)
   - ☐ Divorced or separated couples
   - ☐ Live-in couples
   - ☐ Same sex couples
   - ☐ Other (specify:_____)

2. Which of the following age groups are covered by the statute? Please check all that apply.

   - ☐ Children (under 18 years of age)
   - ☐ Adults (18 years old or older)
   - ☐ Other (specify:_____)

3. Which of the following types of abuse are covered by the statute? Please check all that apply.

   - ☐ Physical assault
   - ☐ Emotional abuse
   - ☐ Harassment
   - ☐ Other (specify:_____)

4. To whom does your department provide training on issues related to domestic violence and the police response? Please check all that apply.

   - ☐ New recruits
   - ☐ First line supervisors
   - ☐ Patrol staff
   - ☐ Executive staff
   - ☐ Dispatchers
   - ☐ Civilian employees or volunteers

   Who provides this training? Please check all that apply.

   - ☐ Local domestic violence service providers
   - ☐ Department personnel
   - ☐ Others (specify:_____)

5. Please check all types of information your department maintains on domestic violence incidents and whether this information is computerized:

Maintains	Computerized	
☐	☐	Calls for service
☐	☐	Crime reports
☐	☐	Incident reports
☐	☐	Arrest reports
☐	☐	Orders for protection
☐	☐	Other (specify: _____)

6. Apart from UCR reporting, does your agency keep track of domestic incidents for other purposes?

☐ Yes ☐ No

If yes, please explain:

_____

_____

Section II: Partnerships for Domestic Violence

1. Police departments collaborate/partner with the community in a variety of ways to address domestic violence Please briefly describe the collaboration/partnership in which your agency is involved:

_____

_____

2. Which of the following terms is used to describe the collaboration/partnership in which your agency is involved:

☐ Task Force
☐ Coordinated Community Response
☐ Coalition
☐ Response Team
☐ Other (specify:_____)

3. How long has the collaboration/partnership been in existence?

___ ___ Years and/or ___ ___ Months

4. What geographical area is affected by the collaboration/partnership?

☐ Several regions (such as several counties, or a city and its surrounding counties)
☐ One region (such as a county or city)
☐ A section of a region (such as a patrol beat or district within a jurisdiction)

5. What was the primary impetus for the formation of the collaboration/partnership?

- ☐ Members of the advocacy community began working with police based on their concerns about how incidents were being handled by police.
- ☐ Members of the advocacy community began working with police after changes in arrest laws.
- ☐ The police agency received a grant to begin a partnership to address this issue.
- ☐ The community faced a crisis that caused the partners to get together.
- ☐ Other (please explain:_____)

6. What are the goals of the collaboration/partnership?

_____

_____

7. How does the collaboration/partnership measure whether goals are achieved? Please check all that apply.

- ☐ Informal communication with partners
- ☐ Official statistics
- ☐ Victim surveys
- ☐ Other (specify:_____)

8. What successes have been achieved?

_____

_____

9. Which of the following types best describes the primary activity of the collaboration/partnership in which your agency is involved:

- ☐ Type A: Set policy
- ☐ Type B: Coordinate the provision of multiple services
- ☐ Type C: Provide on-site or follow-up responses to calls for service

10. What organizations participate in the collaboration/partnership? Please check all that apply.

From the Community:

- ☐ Advocacy Group
- ☐ Victims Shelter
- ☐ Medical professionals
- ☐ Victims' counseling services
- ☐ Other (specify:_____)

From the Criminal Justice Systme:

- ☐ District Attorney's Office
- ☐ Judge
- ☐ Probation/Parole
- ☐ Defense Counsel
- ☐ Other (specify:_____)

11. How often does the collaboration/partnership meet?

- ☐ More than once per week
- ☐ Once per week
- ☐ More than once per month, but not weekly
- ☐ Once per month
- ☐ Less than once per month

12. In what activities does the collaboration/partnership engage during meetings? Please check all that apply.

- ☐ Develop policies and procedures
- ☐ Manage cases
- ☐ Generate resources
- ☐ Solve emerging problems
- ☐ Develop training curricula
- ☐ Other (specify:_____)

13. What policies have been addressed by the collaboration/partnership? Please check all that apply.

- ☐ None
- ☐ Arrest
- ☐ Dual arrest
- ☐ Referral to service providers
- ☐ Training
- ☐ Information sharing
- ☐ Other (specify:_____)

14. Do collaboration/partnership members stay in contact between meetings?

☐ Yes ☐ No

If YES, what activities typically are the focus of these contacts? Please check all that apply.

- ☐ Manage cases
- ☐ Generate resources
- ☐ Solve emerging problems
- ☐ Media contacts
- ☐ Other (specify:_____)
- ☐ Other (specify:_____)

15. Does the police department share information, such as calls-for-service data, with non-police participants in the collaboration/partnership?

☐ Yes ☐ No

If YES, what information is shared?

_____

_____

16. Is there information the police department would be reluctant to share?

☐ Yes ☐ No

If YES, what information would not be shared?

_____

_____

17. Do the non-police partners share information, such as the whereabouts of women in shelters, with the police department?

☐ Yes ☐ No

If YES, what information is shared?

_____

_____

18. Has information that would be helpful to the police department been withheld?

☐ Yes ☐ No

If YES, what helpful information was withheld?

_____

_____

19. Has the collaboration/partnership set up "experience exchanges" between partners from different disciplines? These can include having shelter staff do ride-alongs with police or having police officers stay in shelters.

☐ Yes ☐ No

If YES, what was the nature of the exchange that occurred and who was involved?

_____

_____

Type A and Type B Partnerships
GO TO SECTION III
Type C Partnerships — Answer following questions

20. In addition to the police, what agencies are involved in the collaboration/partnership? Please check all that apply.

- ☐ Shelter services
- ☐ Other victims' services
- ☐ Batterers' treatment services
- ☐ Mental health services
- ☐ Medical professionals
- ☐ Others (specify: _____)

21. Why were these agencies chosen and not others?

_____

_____

22. Briefly describe what responses the collaboration/partnership provides:

_____

_____

23. What staff resources are used in the collaboration/partnership? Do you rely on volunteers? Students?

_____

_____

24. Is the collaboration/partnership response available for all situations, or is it limited by time of day or the characteristics of the situation? Please check all that apply.

- ☐ Available for all situations
- ☐ Limited by time of day (specify:_____)
- ☐ Limited by the situation characteristics (specify:_____)

Section III: Factors that Help or Hinder Partnerships

1. In your experiences partnering with the community to respond to domestic violence, what are the major barriers to success you have encountered?

_____

_____

2. How were they overcome?

_____

_____

3. What are 5 "do's and don'ts" in partnering around domestic violence:

Do:	Don't:
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

4. Is there anything we haven't asked about your domestic violence partnership that is important to know?

_____

_____

_____

_____

Section IV: Respondent Information

Name and title of person completing the survey:

_____ _____

May we contact you to obtain additional information about your domestic violence program?

☐ YES ☐ NO

Phone number to contact: (__ __ __) __ __ __ - __ __ __ __

We would also like to survey the community-based partner organization with whom you work most closely. If possible, please provide the following contact information for your community-based partner:

Name: _____

Address: _____

Phone: (__ __ __) __ __ __ - __ __ __ __

Thank you very much for your time in completing this survey.

Appendix C: Site Visit Interview Protocols

1. Personal Background Information:

a. What is your job title? _____
b. What is your rank? _____
c. How long have you been in law enforcement? _____yrs. _____mos.
d. How long have you been with your current agency? _____yrs. _____mos.
e. How long have you been in your current position? _____yrs. _____mos.
f. How long have you been in your current capacity? _____yrs. _____mos.

2. Department Policies and DV Response Context

a. What was the police department's response to domestic violence incidents prior to the current arrangement?

b. What do you feel are the keys elements for effective police response to domestic violence? What helps police provide the best response? (*Prompts: training? special officers? good community support? good victim resources? city/county government support? media?*)

Ask respondent to obtain accurate figures for these two items:

c. How many domestic violence calls have you had in the last 30 days: _____

d. How many total calls for service have you had in the last 30 days: _____

3. DV Partnership Description

The partnership program in your department is a unique police response to domestic violence. First of all, let me make sure that I know the way the program operates. My understanding is: READ OVERVIEW

a. When did your DV partnership get started?

b. What was the impetus for the partnership?

c. How would you describe the role you play in this partnership?

d. Is this the role you expected to play?

1 = yes
2 = no
7 = unsure

e. In what ways is this/is this not the role you expected to play?

f. Are there other partnership activities I have not mentioned?

g. What is the most unique aspect of your partnership?

h. Where do partnership resources come from?

i. How do you address problems or conflicts when they arise?

j. How did you define the roles for each partner? Was this a challenge?

k. To what extent do patrol officers work with the community-based partner organization and their staff?
1 = extensively
2 = somewhat
3 = a little
4 = not at all (we have special teams)

l. Are some officers better able to work with community-based partner organizations than others?

1 = yes
2 = no
7 = unsure

m. What qualities are associated with being able to work well with a community partner?

n. How can the department better prepare officers for working with a community partner?

o. *If applicable*: How do you select officers for special response teams?

4. DV Partnership Success

a. What are the partnership's goals?

b. How successful do you feel the partnership has been at achieving those goals?

c. What have been the barriers to success?

d. How have you overcome these barriers?

e. On a scale of 1 to 10, where 1 is not at all effective and 10 is very effective, how effective do you believe the partnership has been in accomplishing the following objectives? Code as "99" if respondent feels item is not an appropriate objective of the partnership):

i. Allowing police officers to do their jobs well? _____
ii. Improving services to domestic violence victims? _____
iii. Improving victim safety? _____
iv. Increasing offender accountability? _____
v. Reducing domestic violence incidents? _____
vi. Reducing officer time spent on these types of calls? _____
vii. Reducing officer frustration when responding to these calls? _____

viii. Reducing repeat calls for service? _____
ix. Reducing the severity of incidents? _____

f. What is the most successful aspect of this partnership?

i. How has this aspect enhanced the partnership?

g. What is the least successful aspect of the partnership?

i. How has this impeded the building and/or development of the partnership?
ii. With hindsight can you think of how this problem could have been avoided?
iii. Do you have any suggestions for solving or mitigating this problem?

h. What do you think could be improved about this partnership?

i. What do you wish could be improved about this partnership?

j. What is the community-based partner doing to be responsive to your needs as a police department?

5. Police Department Response to the Partnership

a. What do you think the patrol officer's attitudes are toward the partner organization staff?

i. What has caused these attitudes?
ii. Have they changed over time?
iii. Did any experiences improve these attitudes?

b. *If Applicable:* What do you think the patrol officer's attitudes are toward the response team officers?

i. What has caused these attitudes?
ii. Have they changed over time?
iii. Did any experiences improve these attitudes?

6. Transferability

a. Do you believe that your partnership arrangement would work well as a model of response to domestic violence for other police departments? (Why or why not?)

1 = yes
2 = no
7 = unsure

b. What was the most challenging part of developing this partnership in your department?

c. What was the easiest part of developing this partnership in your department?

d. What is the most challenging part of maintaining this partnership in your department?

e. What is the easiest part of maintaining this partnership in your department?

f. What would be the most challenging part of the program to transfer to other jurisdictions?

g. In setting up/operating an effective program, who are the key community participants?

h. What advice would you have for other departments that are thinking of implementing a partnership to address domestic violence?

7. Wrap Up – Looking to the Future

a. With additional/unlimited resources, what would you do to improve your department's response to domestic violence?

b. What will your DV partnership look like 10 years from now?

c. Is there anything else you would like to share about your domestic violence response?

For More Information:

U.S. Department of Justice
Office of Community Oriented Policing Services
1100 Vermont Avenue, NW
Washington, D.C. 20530

To obtain details on COPS programs, call the
COPS Office Response Center at 800.421.6770

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