

COMMUNITY BASED SOLUTIONS TO DOMESTIC ABUSE PROBLEMS

by

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Executive Summary

Sheboygan is a city in, and the county seat, of Sheboygan County, WI, United States. The population was 50,400 persons on January 1, 2010 according to the city's website (City of Sheboygan Homepage, 2013). It is located on the western shoreline of Lake Michigan at the mouth of the Sheboygan River. The community of Sheboygan, WI is experiencing the problem of domestic abuse like other communities in the United States of America. It is believed that other communities and researchers have already taken a look at possible ways to help reduce domestic abuse recidivism, and also that solutions to a community's problems need to be tailored to the individual community.

What this suggests for Sheboygan is a need to reassess current programs and review current research addressing domestic abuse prevention. The desired outcome of this project would be to initiate a discussion in the greater Sheboygan community about this issue. Project goals are to answer the questions of what is the community already doing and what options have not already been considered. This will give interested persons information about what is already being done and what may be done to address this issue.

In order to accomplish this, interviews were conducted with some Sheboygan area stakeholders. There was also a review of research that was previously conducted on this topic and an interview with an outside agency regarding the approach that they

took to this social problem. This research will add collectively to other research in this area and the suggested implementation of a new program may serve as an example for other communities.

This report was not intended to be all-inclusive and recognizes that not all community stakeholders and their perspectives were considered during the project. Nor was it the intent of this project to be a scientific study of the causes and effects of the problem of domestic abuse. At the conclusion of this research, this report will suggest possible changes to current policies or the implementation of new programs to help curb domestic abuse in Sheboygan.

This research uncovered a consensus in Sheboygan: that Sheboygan has a fairly normal or average approach to domestic abuse and that there are a lot of good things happening in the community. However, stakeholders felt that could be a more collaborative effort made by community stakeholders than what was currently occurring. The research reviewed suggests that collaboration starts with training and education at all levels of the community. It should include information about the actual human and financial costs of these crimes as well as information about how to respond to the problem. The interviews conducted as a part of this project suggest that stakeholders are ready to work in greater collaboration on this issue.

There are many possible improvements that the community should consider, including: seeking increased funding for support services, general campaigns to increase bystander awareness, the use of shock incarceration for first time offenders, a domestic abuse court, a domestic abuse specialist in the probation office, increased substance abuse counseling, streamlining investigative practices by law enforcement, securing better historical information to assist in prosecution, identifying high risk offenders and victims, and having law enforcement working more closely with community advocates.

Chapter1/Interviews with Community Stakeholders

Introduction

The first question that this study asks is what is the community of Sheboygan already doing to address domestic abuse? To answer this question, the perspectives of community stakeholders already involved in this issue were sought out. These included members belonging to a local non-profit organization, the Sheboygan County District Attorney's Office, the Department of Corrections, and the Sheboygan Police Department. In all, eight interviews were conducted to determine the viability of the current approach to domestic abuse in Sheboygan.

Participation in this research was voluntary and the interviews were conducted at a location chosen by the participants. The interviews were all conducted in person, and lasted approximately one hour each. The questioning during the interviews was unstructured and written notes were taken to document the given responses during the interviews. The advantage of conducting research in this way is to ensure a local perspective on domestic abuse. The participants in this research were not selected at random, and were invited to participate because of the organization that employs them. It is recognized that conducting research in this manner only allowed for the perspectives of a small group of community stakeholders to be considered.

Domestic Abuse Shelter

On 1/10/13, an interview was conducted with a Safe Harbor Representative (personal communication, January 10, 2013). Safe Harbor is the only shelter of its kind operating in Sheboygan County. According to the participant, it is not unusual to have only one domestic abuse shelter operating in areas similar to Sheboygan County. Safe Harbor is a non-profit organization with an annual budget of approximately three quarters of a million dollars. On estimate, two thirds of the funding for their organization comes from private donations. The remaining one third of their funding is received through the State of Wisconsin or from federal government grants.

Safe Harbor provides multiple different services to the citizens of Sheboygan County. One of the main priorities for the shelter is to provide crisis intervention advocacy to the community twenty-four hours a day. The services available at Safe Harbor are provided to their clients at no charge. Safe Harbor retains therapists on their staff as well as interns and volunteers that are available to persons interested in taking advantage of the services. Safe Harbor provides free and confidential housing, support and counseling.

The Safe Harbor organization concentrates its efforts on the survivors of domestic abuse crimes. One important way the organization does this is by providing educational services to crime victims, other community professionals and the general public. A complete list of the services Safe Harbor provides can be found in Appendix A/Safe Harbor Services. For this project, the focus will only be on those services provided to

domestic abuse victims; however, according to the participant, it is difficult to segregate the services provided solely to domestic abuse victims. This is due to the overlap between crimes. For example, a victim of domestic abuse is sometimes also the victim of a prior sexual assault incident and they are in need of services to address both events.

Statistical information from the Safe Harbor organization in 2012 can be seen in the list below. From this document it is apparent that there was an increase in the amount of services provided by the organization in 2012 to the public. There are no indications if any other services were used less, or if other services were discontinued in 2012 in order to achieve these results. Overall, the organization saw a ten percent (10%) increase in the number of households it serviced for domestic or sexual violence, with the final number at four hundred and sixty four (464) households. Also, there was a sixty six percent (66%) increase in individuals who received services for both domestic abuse and sexual violence at two hundred and nine (209) individuals. Noteworthy is the twenty six percent (26%) increase in the number of children who received services from the organization. The statistical sheet shows an increase of one hundred and fifty-six percent (156%) in the use of free therapy. According to the participant, this is important because most of them do not qualify for this service under insurance and may not receive this needed service otherwise. Of the two hundred and seventy-six (276) persons who received this therapy, one hundred and nine (109) of them were children.

Safe Harbor statistics for 2012.

- 464 households or 660 individuals served overall (10% increase)

- 264 Children served (26% increase)
- 209 individuals assisted with both/dual (domestic violence and sexual assault) issues (66% increase)
- 283 individuals provided sexual assault services only (18% increase)
- 4,179 nights of shelter provided to individuals homeless due to domestic or sexual violence (5% increase)
- 52% increase in those getting services reporting disabilities
- 16% increase in our underserved/minority numbers
- 3,460 hotline calls
- 24/7 Advocacy support for 27 Sexual Assault Nurse Exams (SANE) provided to sexual assault survivors
- 2,004 Safety plans completed (77% increase)
- Adult Support groups attended 1,184 times (18% increase)
- Children's support groups attended 978 times (49% increase)
- 276 individuals received free therapy (156% increase) – 109 of these were children. Many do not qualify for services due to lack of insurance. Our main therapist is also a certified Substance Abuse Counselor.
- 30 adults and children were assisted with transitional living program case management services (most for one or more years)
- 208 volunteers provided 3,300 hours
- 76 presentations/professional trainings and awareness events to 3,753 individuals
- 109 children were provided free therapy (374% increase)
- 876 youth in county high schools provided presentations on healthy relationships

According to the participant, there is a particular demand for both housing and support services for crime victims and their children. According to agency statistics, the shelter provided 4,179 nights of shelter to individuals who found themselves homeless as

a result of being the victim of a crime. At the time of this interview, the shelter had no vacancies, which is not an unusual occurrence. Additionally, the support group services that they offer are currently not accepting new individuals, as they are all full. There is a waiting list for interested persons.

The Safe Harbor organization also provides services to persons who are mentally, physically, or developmentally disabled. The participant said there has been a significant increase in the services provided to this population.

The participant was asked to describe the Sheboygan community's response to its domestic abuse problem and answered that the general public is somewhat unaware of the problem and probably did not have a full understanding of the available services. According to the participant, the community tends to be "hush, hush" when talking about its domestic abuse problems. The participant mentioned that the organization desired to increase bystander intervention through public education. They are trying to provide the general public with information about crime problems with the desired outcome of getting them to understand the importance of intervening or calling law enforcement.

Even though two-thirds of the organization's funding is from private donations, it appears that these funds are coming from a small segment of the population. Safe Harbor participates in monthly awareness campaigns as they come up throughout the year in what could be described as general campaigns. Safe Harbor has also provided seventy six (76) training and educational events in 2012, claiming to have presented information to just less than four thousand people. Safe Harbor also benefits from some smaller

fundraising events, but it does not appear that these smaller events contribute significantly to funding their operations. The bulk of these donations come from community philanthropists. In order to build better community relationships and educate the public, the organization also works to educate school age children about the risks of dating violence and utilizes social media networks like Facebook.

During the discussion regarding the community's response to the domestic abuse problem, the participant suggested several areas where the response by law enforcement could be improved. Safe Harbor has successfully worked to improve relationships with law enforcement. The organization provides a consent form to their clients indicating whether or not law enforcement can communicate with them while they are staying at the shelter. Safe Harbor is also willing to provide training to law enforcement on topics relating to the services they provide.

The participant believes that there is still an opportunity to improve the coordination of the community's response to domestic abuse. It was suggested that all new hires at the local police departments be brought to the shelter for an introduction to their personnel, a tour of their facility, and an explanation of the services that are provided. Currently, this can happen informally if the field training officer initiates the contact with the agency. The participant felt this would go a long way to establishing better working relationships with law enforcement.

Law enforcement could also better utilize Safe Harbor's advocacy services by placing a call to the shelter directly from the scene of a domestic abuse investigation.

This would allow for the earliest possible intervention by an advocate with the crime victim. The participant also suggested that geography was a problem for a lot of their clients and that law enforcement could assist more often by providing them rides to the shelter.

The Safe Harbor representative conveyed that they are facing problems relating to funding and saturation of their services. The participant claimed that Safe Harbor is turning away dozens of persons monthly who need their services. Many of these potential users are children who cannot get these desired services elsewhere because of a lack of insurance.

Prosecution

In order to gain the perspective of a prosecutor on this issue, an interview was conducted with a participant from the Sheboygan County District Attorney's Office (personal communication, January 14th, 2013). This participant described the role of a prosecuting attorney in domestic abuse cases as "acting as the voice of the community". The participant did not have domestic abuse statistics readily available, but felt that they were probably taking on four-to-five cases per week for criminal prosecutions.

The participant mentioned that it is not only important for a prosecutor to concentrate on holding the arrestee accountable, for their crimes, but equally important for them to consider the future well-being of the victims of the case. They do this by

relaying the victim's needs for bail and desired considerations for sentencing for the accused to the courts. The participant said that this was a vital part of their job duties and mentioned that crime victims have legal rights and that it was partially the prosecutor's job to make sure that these were not infringed upon.

As it relates to the offender, the prosecutor mentioned that probation is usually favored in domestic abuse cases in Sheboygan County. This is because often the offender and victim remain in a relationship after the case is closed, and because there is usually co-habitation or some financial interdependency. The participant mentioned that in domestic abuse cases the prosecution can ask for up to two years of probation instead of the standard one year of probation for most misdemeanor crimes. The participant interjected a personal preference for placing domestic abuse offenders on probation. This is due to the additional supervision of the offender, as compared to brief periods of incarceration and the release of the offender back to their home environment.

When asked to describe Sheboygan's response to its domestic abuse problem, the participant mentioned there was strong support for the only domestic abuse shelter in the county. However, most of this support comes from other professionals in the criminal justice system or from persons with some other personal connection to the organization. The participant also mentioned that there were strong advocates working on behalf of victims in the Sheboygan County Victim Witness Services branch of the district attorney's office. According to the participant, more can be done to collaborate on the issue of domestic abuse in the Sheboygan community. The participant also said there is a

lack of available counseling services for offenders, which is often used as a tool during disposition of domestic abuse cases.

According to the participant, prosecutors from their office attempt to coordinate with crime victims to determine proper bail requirements and eventual disposition for the offenders they prosecute. This would include determining whether or not someone is a suitable subject for probation or incarceration. The participant mentioned that there used to be a designated domestic abuse specialist in the Probation and Parole office, who they coordinated with on these matters. However, the participant believed that there was no longer a dedicated domestic abuse specialist in the probation office. The participant believed that the local probation office had funding for substance abuse counseling that was not being used at this time, since a suitable facilitator could not be found.

The participant also educates the public by assisting with community information sessions. In addition, the participant assists the local domestic abuse shelter in their efforts to educate high school students on the topic of healthy relationships. The participant is part of the Sheboygan County Sexual Assault Response Team (SART), which is Sheboygan County's coordinated community response to the problem of sexual abuse.

During the discussion about improving the response to domestic violence crimes, the prosecutor had several suggestions. The first suggestion related to phone calls taken by law enforcement at the time of the initial report. The prosecutor mentioned that their office is sometimes reluctant to use recorded conversations between victims and police

dispatchers because the right questions are not being asked. This leads the conversation to appear accusatory towards the victim. The participant believed that this hinders the prosecution of these cases and felt that a lot of emotion and vital information can be documented in the first few minutes of contact with the victim.

The participant also saw a need for continuously updated training regarding legislative issues, not just for law enforcement, but for all stakeholders in the criminal justice system. The participant pointed towards changes in state laws allowing for felony prosecutions for multiple violations of domestic crime statutes, which are relatively unused. These legislative tools need to be used judiciously and that responsible use will require training for those responsible for implementation. The participant is currently part of a committee attempting to control overcrowding in the county jail by seeking alternatives to incarceration.

Relating to law enforcement, the prosecutor had several suggestions that would assist their office in securing successful prosecutions. Too often the physical and environmental conditions of a domestic abuse incident are not being documented with digital photographs. This could be something as small as a tipped over chair indicating that a disturbance took place at a residence. The participant suggested that this physical evidence was often overlooked by law enforcement. Also, relying more heavily on history to determine the severity of the problem and utilizing this to make appropriate charging and follow-up decisions. Lastly, it was suggested that it be mandatory for

investigators to interview all witnesses during investigations, even if they have left the scene of the original incident.

In addition to these steps, it was suggested that law enforcement conduct more interviews of the children of domestic abuse offenders and victims. The participant noted that it would not be any more intrusive than leaving them in an abusive environment after an incident and that if done properly, the children may not need to give court testimony on the events surrounding the case. It was suggested that these interviews and any interviews with victims be recorded; especially with victims, since there is a belief that they may change their testimony due to threats from the, offender, or the offender's family. An audio recording of a victim's side of the story could capture the emotions at the time of incident, which can later be influential during court trials.

Victim Witness

On 1/17/13, an interview was conducted with two advocates from the Sheboygan County Victim Witness Office (personal communication, January 17th, 2013). According to the participants, the Victim Witness Office's main goals are to walk crime victims through the legal process and to act as advocates on their behalf. The participants also mentioned that they have a duty to protect the rights of the victims, as is required by state law.

As advocates working out of the District Attorney's Office, they communicate the needs and desires of the victims as best as they can to the prosecutors and courts when

necessary. This is especially true during the early stages of the court proceedings, following an arrest where the court may need to have specific guidelines set down for the offender in order to continue on with life as a family or to provide for the victim's safety. The advocates mentioned that it can sometimes be difficult to fulfill their duties due to the fact that many of their abuse victims are often offenders as well, and that this sometimes creates conflicts of interest for them.

When asked to describe the community's response to its domestic violence abuse problem, they both agreed that it was somewhat subdued. They believe there is underlying community support for victims, but it needs to be more visible. The participants stated that even at fundraising events for our domestic abuse shelter that domestic abuse was not talked about reaffirming their comment about, the subdued support for victims in the community. Currently, there is little counseling available to victims in the county and none currently out of their office. The advocates were aware of the waiting list to become part of a victim of domestic abuse support group at the local shelter. They were only aware of a small number of fundraising events attempting to increase or maintain what support the community already has in place for these support groups.

The participants did mention the need for more criminal investigations to be initiated by local law enforcement. They described the job that local law enforcement does as "very good", regarding the cases that are referred to the court system. They expressed concern that other marginal cases or residual cases after the initial arrest were

not getting enough attention from law enforcement. The advocates mentioned that the current response to domestic abuse issues is working largely because of the informal networking that exists in the community which they clearly saw as a positive.

It was suggested that it would be helpful for law enforcement to conduct follow-up investigations to domestic abuse cases. The participants stated that strict enforcement of bail conditions and collection of digital evidence several days after the crime occurred would be very beneficial to prosecutions and victims. Additionally, not all offenders arrested on residual criminal charges resulting from domestic cases are always receiving the domestic court appearance date and time. This is important because the accelerated court proceedings allow for the victim, who often cohabitates with the offender, to receive faster service from the courts. This, in turn, has a positive impact on the victim's safety. The participants also stated that having more digital documentation during the investigation of domestic abuse incidents and more interviews of children would be helpful. They pointed out that even if a child is not a direct witness to a domestic abuse incident, they have often witnessed past domestic abuse incidents and can provide crucial evidence pertaining to the historical relationship between the offender and victim.

The participants felt that establishing informal relationships with other community stakeholders is important. Specifically they mentioned that they would like to have new law enforcement officers come to their office and meet their advocates. They hope that by doing this, they can establish even more informal relationships with law enforcement; thus, improving communication and increasing utilization of domestic

abuse advocates. In addition, law enforcement would gain a better understanding of the role that the victim witness office plays in the community's response to crime problems.

The last observation was that the community does not do enough to celebrate its successes. They would like to see more advertisement of the community efforts towards its crime problems by highlighting the success stories.

Probation and Parole

An interview was conducted with a Sheboygan County Probation and Parole representative regarding the role that probation and parole officers play in the community's response to domestic abuse (personal communication, January 22nd, 2013). According to the participant, their office does not currently have any agents who specialize in domestic abuse offenses. There was an agent who specialized in domestic abuse cases in the past; however, that person retired and the position was never filled. The probation and parole office was again considering having a domestic abuse specialist working out of their office.

The participant said that the State of Wisconsin has implemented an evidence-based risk assessment for offenders. This practice takes a more objective approach to classifying offenders than what used in the past. This means that, depending on the severity of their criminal history, domestic abuse offenders can end up on the bottom end of the scale regarding their risk to reoffend violently compared to other offenders. The

agents do have the ability to override the recommendations of the evidence based system if the agent determines it to be appropriate.

The participant said that agents rarely have contact with the victims of the supervised offenders. The probation office does have a limited ability to refer individual offenders to counseling programs outside of their office. Referrals to counseling services may be for issues such as substance abuse, anger issues or domestic abuse. None of the counseling is done out of the probation office and these services are provided by private businesses contracted with the State of Wisconsin.

The participant said there are two batterer intervention programs available for offenders. One currently takes place in Milwaukee and is a ninety-day intensive program. During this period of time, the offenders, are incarcerated as a function of their probation and is not available to their employment or family. This program is funded by the State of Wisconsin and acceptance to this program is by referral of the probation agent to the state. Sheboygan County does send offenders to this program; however, the probation office can only control the number of referrals that it sends and it does not locally control acceptance into the program. The second program is a fifty week counseling program that is administered locally by ATTIC Correctional Services. During this program, probationers remain in their home environment as long as they comply with the terms of their probation.

When asked to describe Sheboygan's response to its domestic abuse problem, the participant answered that it is just not talked about in Sheboygan. The participant

mentioned that nine out of ten people have either seen abuse or been a victim of abuse. The participant felt that the community of Sheboygan does not talk about this as publicly as they could. The participant believed that to improve the community's response to domestic abuse problems, there needs to be more focus on prevention.

The last thing that the participant noted was that the probation office has had funding for the last year that has gone unused for alcohol and substance abuse counseling. According to the participant, since the implementation of the evidence based procedures in their organization, Sheboygan County had been unable to find a facilitator to provide services to the public. The agency is having difficulty finding a provider with the right qualifications. This money has since been redistributed within the department.

This participant had an interesting background, having worked in a much larger community than Sheboygan. In the participant's prior employment, offenders and victims of domestic abuse had increased access to counseling and support services. The participant stated that there was a dedicated court system and team of prosecutors to address domestic abuse cases. Also, there were several domestic abuse shelters for victims to go to in times of need and a far greater network of support services for them after an incident had occurred. The participant noted that based on experience in another jurisdiction, that prosecutions in Sheboygan County did not result in as stiff as penalties as seen elsewhere. The participant cited the reductions of charges, plea agreements, and the non-use of penalty enhancers as examples of why this was the case.

Law Enforcement

To gauge the response to domestic abuse incidents by Sheboygan law enforcement, two interviews were conducted with current law enforcement officers. The first of these interviews took place with a Sheboygan Police Department Officer (personal communication, January 22nd, 2013). According to this participant, the response to domestic abuse in Sheboygan could be described as normal; decent but not exemplary. As a Sheboygan law enforcement officer, most of the focus is on the offender and felt that there should be more emphasis placed on the victim.

This participant indicated that they had received specialized training to instruct law enforcement in response to domestic abuse incidents; but, had yet to be a part of any formalized training to local law enforcement after that instruction. The participant noted that the community could enhance its response to domestic abuse cases by conducting follow-up investigations to take photographs of injuries after the fact, training better interviewing practices, and educating the public and law enforcement.

This participant pointed out that it is already police procedure to contact the local domestic abuse advocates while initially investigating domestic abuse cases; however officers are not regularly following this guideline. Officers tend to be more concerned about processing the offender than they are about providing services to the victim. The participant suggested that it would be helpful to implement a standard form for interviewing victims of domestic abuse to streamline these investigations. A

standardized form would also make it easier for officers to make sure they ask the right questions needed for prosecution and future risk assessment.

A second law enforcement officer was interviewed to see if there were any additional suggestions to be considered (personal communication, January 23rd, 2013). This participant described law enforcement's response to domestic abuse as routine, indicating that it tends to be more of a process to be followed and less of an opportunity for intervention and problem-solving. This officer also believed that the responsiveness and supportiveness of the community is scattered, with only small pockets of support, and understanding for this issue.

This participant expressed a desire and willingness among some members of law enforcement to approach this problem from a more preventative stance. The participant mentioned researching grant funding to start a domestic abuse intervention team. Increased training of law enforcement was suggested, due to changes in state statutes relating to domestic abuse including stalking. The community needs to find some type of intervention program for offenders to attempt recidivism reduction in the community. Frustration was expressed regarding law enforcement's repeated calls to houses to deal with the same people.

Chapter 2/Literature Reviews and DVI Team

Introduction

What could Sheboygan consider doing to address domestic abuse? Some of this is answered in the prior section of this paper the suggestions from the interviewed community stakeholders. This part of the paper will focus on what current research suggests a community can do to address this problem. Below are literature reviews of different works relating to this issue, focused on suggested responses to this problem. There is also an interview with a police agency explaining the strategy they have implemented in their city.

Domestic Violence

The first work reviewed for this project was *Domestic Violence* by Rana Sampson (Sampson, 2007). Sampson (2007) defines domestic abuse as one aspect of the larger set of problems related to family violence. This definition includes sexual abuse and abuse by any member of a household residing together. This is very much in line with the definition used in the State of Wisconsin; however, the author's definition also includes child abuse. In Wisconsin, child abuse is defined as a violent act towards a juvenile and it does not fall under the state's definition of domestic abuse.

This guide identifies various theories addressing why persons commit acts of domestic abuse, including psychological, sociological, societal-structure, and the violent individuals theory. This guide also recognizes the frustration that law enforcement may feel about responding to repeated incidences of domestic abuse and offers several reasons why a victim may stay in an abusive relationship. In order to be successful intervening in abusive relationships, the guide suggests several risk factors that law enforcement should consider in predicting future domestic abuse. These risk factors include:

1. Gender-females are more likely to be victims
2. Age-highest rate of victimization is between 16 and 24 years of age
3. Socioeconomic Status-the lower the income the more likely to be abused
4. Race-minorities are more likely to be victimized than Caucasians
5. Repeat victimization-victims are more likely to be repeat victims
6. Incarceration of offenders-incarcerated offenders have prior criminal record
7. Termination of relationship-highest risk prior to termination of a bad relationship
8. Pregnancy-actually could have an inverse relationship to being a victim
9. Multiple risk factors-likelihood increases when several factors are present
10. Other factors-verbal abuse, jealousy, threat of bodily harm

This guide suggests that a community can target their response to a domestic abuse problem by considering the previous ten risk factors and allowing those to guide their approach. This guide suggests that after measuring and analyzing a community and

considering these risk factors, response strategies should be tailored to the individual community.

According to this guide communities should attempt an organized, comprehensive and collaborative response to the problem of domestic abuse. In the research literature this is commonly referred to as a Collaborative Community Response (CCR). CCR entails an organized approach by community stakeholders towards a common goal such as the reduction of domestic abuse occurrences. According to the guide, studies of such programs have revealed a high victim satisfaction, but not enough proof to say with certainty that recidivism was significantly reduced. However, the author suggests in order to improve the chances of success, a CCR should focus on both the victim and the offender.

The community of Sheboygan already has a CCR in place, and identified as the Sexual Assault Response Team (SART). Most of the community stakeholders interviewed for this project are already a part of the SART team; however, there is no specific CCR in place addressing the reduction of domestic abuse. It is also clear from the interviewing process that there is a lot of focus on the offender by some community stakeholders. Others are focused primarily on the victim. The most apparent improvements can be made by law enforcement, implementing strategies that focus on the victims as well as offenders and community stakeholders having a better understanding of the other agencies roles in this response.

The next area addressed by the guide is education. This guide warns that it is dangerous to assume that other professional groups that could be involved in a CCR know what efforts the other groups are making. It suggests that there be more of a collaborative effort among participating organizations that includes open and regular communication regarding their efforts. This is an area that Sheboygan can implement. Based on the interviews conducted for this project, it appears that most parties have suggestions for other organizations that would improve the response to this problem. They are not currently completely aware of what the other organizations are currently doing; this suggestion would minimize this issue.

This guide also suggests that tailoring a law enforcement response to a disturbance call should be based upon the aforementioned risk factors. The implication for Sheboygan includes a need for law enforcement to conduct training that stresses the importance of recognizing domestic abuse risk factors and taking more action when the threat of escalation exists. This came out in the interviews with law enforcement officers who described police response to domestic abuse as, “processing offenders and a lack of focus on the victims”. This was also mentioned in the interview with the prosecutor who mentioned that, “offender/victim history and threats of violence were not always being considered enough prior to charging decisions”.

The guide suggests that CCR’s attempt to educate both the victims and the offenders on the impact of domestic abuse. It does caution that general educational campaigns are

not usually as effective as campaigns targeting populations based on risk factors is more likely to be successful. This is another improvement opportunity for Sheboygan.

The Safe Harbor shelter is willing to take phone calls from victims at any time of the day to attempt an intervention. Safe Harbor states that they are not being placed in touch with victims at the time of the incident. Providing victims with access to emergency shelter and services immediately after an assault is identified as a possible response to consider for communities that desire to make improvements.

Another important suggestion is providing treatment for perpetrators of domestic abuse. While there appears to be some options for this, the stakeholders interviewed described Sheboygan's counseling services as "limited". Most offenders are not likely to seek out this type of assistance on their own and if they do participate in a prevention program, it is most likely going to be in reaction to a sentence they received by the courts. Participants in this project who are involved in the criminal justice system are already frustrated with the lack of options available for offender treatment. Also concerning them is the underutilized local funding for such services.

One suggested response that is not in Sheboygan is the operation of domestic abuse court. This is a court system that is knowledgeable about the intricacies of family related crime and offers offenders incentives for compliance with treatment programs. The guide does suggest that it is uncertain whether or not these courts have a direct impact on domestic abuse recidivism rates. There are similar courts operating in Sheboygan County already, such as the Veterans Court, which serves current members or previous members

of the armed services. Available grant and funding sources for starting a domestic court were discovered during research for this project.

The last suggested response the guide offers was a dual arrest standard in a domestic disturbance. A dual arrest situation would be when law enforcement makes the decision to arrest both partners involved in a domestic abuse incident. This response is listed as having limited effectiveness and suggests that it should be used cautiously. The preface for this is that the dual arrest may stop the immediate threat of another incident, but that it may not have the long-term effect of stopping the cycle of domestic abuse. This was a concern for the advocates that were part of the interview portion of this project. The suggestion of the report is that what may look like mutual combat or self-defense in a single incident may be a symptom of a long-term problem.

Several other suggestions might be: encouraging the public to call the police, encouraging others professionals to contact the police to report abuse, assessing the threat of repeat victimization, arresting offenders, issuing and enforcing restraining orders, aggressively pursuing domestic violence prosecutions and publicizing the convictions. Most of these already occur in Sheboygan to one degree or another.

Blueprint for Safety

Another potential resource includes the interagency response to domestic violence plan titled *The Blueprint for Safety*. (Project, 2013). First developed by the Saint Paul

Police Department in St. Paul, MN, this plan sets forth a meticulous procedure for each of the community stakeholders to follow in order have the best chance for intervening in domestic situations before they become tragic.

In order to adopt this plan, they ask that two criteria are followed during the adoption phase. The first is to recreate the experience of the original agency by sitting down with all of the other agencies involved and writing out a very detailed explanation, defining every step each agency is going to take in order to implement this collaboration. The other is to rigidly adhere to the six principles that have been identified as essential. This will increase the safety of victims while holding offenders accountable. Those six essential principles are:

1. Adhere to interagency approach and collective intervention goals
2. Build attention to the context and severity of abuse into each intervention
3. Recognize that most domestic violence is a patterned crime requiring continuing engagement with victims and offenders
4. Ensure sure and swift consequences for continued abuse
5. Use the power of the criminal justice system to send messages of help and accountability
6. Act in ways that reduce unintended consequences and disparity of impact on victims and offenders

The *Blueprint for Safety* (2013) goes on in great detail about what specific steps and responsibilities every agency in the county would take on when encountering domestic

abuse. The plan includes the 911 Center, local law enforcement, the sheriff's offices, the prosecuting attorney's office, the victim/witness services division, county probation and parole, the bench and court administration. Each of these organizations then agrees to adopt and strictly adhere to the defined procedure for their agency.

The six principles defined in the *Blueprint for Safety (2013)* could define a set of goals for any CCR and they certainly could serve as a guide to Sheboygan during the review process for an individual agency. The number of hours and amount of coordination that it would take to successfully implement this plan are outside the reach and scope of this project. The successful implementation of a similar project locally would probably either take outside funding or a commitment of resources that most agencies in the county might not be able to commit to at this time.

There are two other occurrences in Sheboygan that might make the implementation of this type of CCR difficult. The first set of circumstances is the impending change in 2015 of the Sheboygan County Sheriff's Department taking over dispatching services from the City of Sheboygan Police Department. This change would need to be immediately built into a plan such as this and would probably need to be altered after the change takes place in order to compensate for unanticipated problems.

Second, the Sheboygan Police Department is currently changing over to the use of a professionally managed policy manual administered by a company called Lexipol. The Chief of Police is attempting to change the culture of his organization from a rules-based organization operating under an extensively detailed policy manual, to one that makes

decisions based on the organization's values. The Lexipol policy manual only covers the most important topics concerning law enforcement and is general in nature. This is the opposite of the meticulous detail of the *Blueprint for Safety* (2013). This plan could serve as a guide to future projects if stakeholders decided that something of this nature is needed.

Alternatives to Incarceration

The next work reviewed, *Effective Alternatives to Incarceration: Police Collaborations with Corrections and Communities* (Katz & Bonham, 2013), suggests that because of both the financial and human costs of domestic abuse, communities should consider alternatives to incarceration for lower level criminal offenders. This work cites the financial cost in the United States at over \$50 billion dollars annually, which is five times greater than twenty years ago. These financial resources are then not available to invest into more desirable services such as education and health care. The human cost of incarceration is also very high for families who lose access to loved ones and possible financial providers.

At the community level, some poorer neighborhoods can experience the loss of young, adult males which could have a negative effect on their ability to produce work and collectively raise revenues. The current research shows that removing low risk offenders from their families and neighborhoods has not proven to increase safety in

those areas. This guide lays out a continuum of community sanctions which is listed below as a set of options currently available for offenders:

1. Fines, Costs, and Restitution
2. Community Service
3. Restorative Justice
4. Alternative Sentencing Courts
5. Treatment Options
6. Regular Probation
7. Intensive Supervised Probation
8. Surveillance
9. House Arrest and Electronic Monitoring
10. Day Reporting Centers
11. Residential Treatment Centers
12. Boot Camps
13. Shock Incarceration
14. Work-Release Programs
15. Prison

Most of the listed sanctions are in use in Sheboygan to one degree or another. The idea of Restorative Justice is rooted in trying to get the offender to work towards undoing the harm that they have caused the victim or victims of their crime. Restorative Justice seeks to hold offenders accountable by making them work towards repairing the damage they caused and is usually facilitated by family group counseling sessions or community restorative boards. The other option not currently in use at this time is shock

incarceration. Under this option there is an immediate and brief period of incarceration for offenders to try and impress upon them what their future holds if they reoffend.

The guide then lists several reasons why it is important for community stakeholders to collaborate when focusing on problem-solving that centers, in this case, around the idea of utilizing sanctions other than incarceration for lower level offenders. The guide suggests that a community follow the model below depicted in Figure 1, in order to have the best chance to achieve success in implementing a CCR.

Figure 1/CCR Framework



Police-Community Partnerships

“Police-Community Partnerships to Address Domestic Violence” (Reuland, Schaeffer Morabito, Preston, & Cheney, 2013) conducted a literature review concerning the changes in law enforcement’s response to intimate partner violence and the philosophy change of law enforcement to partner with community stakeholders with a common goal of reducing the threat of domestic abuse. This literature review suggested that further research was needed on this topic. As a result surveys, interviews and case studies were conducted.

The study revealed several key elements of an effective police response to domestic violence. When asked during site visits, ten out of eleven police departments identified staff training and education as the primary component of a successful response to this problem. For law enforcement, the report suggests that it is critical for officers to recognize domestic abuse as a crime and treat it with the same investigative efforts that they would any other crime. The report notes that it is important to focus on the victim during these investigations, showing empathy and patience towards them. Additionally, that police agencies have to partner with other community agencies and volunteers in order to be effective, as they cannot achieve optimal results by themselves.

The respondents in this study also believed that it was important for police officers to have a good understanding of the root causes of domestic abuse and the cycle of abuse to ensure a better understanding of why some victims do not leave their abusers. This in turn, decreased officer’s frustrations over repeated responses to individual

residences. It is imperative for law enforcement to be able to verbalize the range of options or services available to victims and impress upon them that victims do have choices to better their situation.

There were other key findings in the case studies relating to police/community partnerships. Many of these revolved around the importance of shared goals and effective formal and informal communication. Relating specifically to goal setting, it was reported that the majority of agencies wanted to implement a response that was focused on increasing victim safety and on-scene crisis intervention rather than a focus on increased arrests. It was also found that most of the partnerships were funded by grants to get the initiatives started and that sixty five percent of those agencies who received grant funding continued their collaboration after the grant funding was no longer available.

Common barriers to effective collaboration included funding, staffing shortages and difficulties with attitudes towards domestic abuse. It is suggested that training, education and partnerships can help reduce these poor attitudes about domestic abuse. Primarily, the study found that poor police attitudes towards domestic abuse hindered effective partnerships. Prevention of this should be targeted during strategy sessions and implementation by other communities. Improving these attitudes can lead to the need for more advocacy services and an increased workload for advocates. Advocacy service providers must be prepared to handle this extra strain on their staffers and financial resources.

The study also identified several other possible pitfalls that might keep a collaborative effort from succeeding. One mistake that law enforcement recognized was not partnering with all interested community stakeholders on this issue. Also, that law enforcement needed to pick the right personnel to work on this issue. It was suggested that law enforcement seek out persons within their agencies with the personnel characteristics of shared responsibility and caring for this work. The effect on rank and file employees was identified as being a critical part of the planning process as well. Lastly, either becoming territorial or failing to have a clear understanding of each agency's role in this effort has led to problems for the agencies that were studied.

For community partners such as advocates, it was clear that they recognized that not overstepping their bounds as an advocate for the victim and showing respect for law enforcement's role in this process was a key to their success. It is noted that the largest mistakes that advocates reported making were betraying the confidence of an officer or by contradicting them publicly. The community partners that participated in this study also recognized the importance of including the right people in the planning and educational phases of a response strategy. This report recommends that communities that develop partnerships should:

1. Involve as many stakeholders as possible when developing the partnership
2. Develop strong personal relationships with partners
3. Demonstrate police leadership and commitment to addressing domestic
4. Emphasize goals related to victim safety and services

5. Involve line-level staff (officers and counselors) in the process
6. Collocate partners whenever possible
7. Carefully select staff for the partnership team
8. Educate all officers on domestic violence, how relationship violence can be cyclical
9. Exchange information readily between partners to promote effective communication
10. Use volunteers wherever possible, but ensure that they are carefully selected
11. Conduct on-scene crisis intervention to increase victim trust in law enforcement
12. Prepare for an increased call load that may result from a new community focus

Domestic Violence Intervention

While conducting research for this project, it came to the attention of the researcher that the Janesville Police Department had considered using a CCR to address domestic abuse. Janesville Police have started a Domestic Violence Intervention team (DVI). It was initially believed that their police officers were conducting follow-up investigations in the days after a domestic abuse case. One of the officers of the Janesville Police Department was interviewed for this project (personal communication, February 8th, 2013). The participant claimed that Janesville, WI saw a fourteen percent (14%) reduction in domestic abuse calls after the first full year that their DVI team was in place and that it remained at this level in 2012. The participant also claimed that they thought this reduction in calls for service saved the department the equivalent of one half of a full time police officer.

According to the participant, the Janesville Police started their DVI Team in 2010. It is staffed with officers who volunteer to be a part of the team. These officers are staffed across the three different shifts that the department deploys. There are a total of seven officers and two supervisors assigned to the team. There are three officers on dayshift, three on the afternoon shift, and one officer on the night shift. The officers on the dayshift handle the bulk of the work and one of the three is assigned solely to this task for one month at a time. Then, it rotates to one of the other two officers on the dayshift. When the primary officer is unavailable, one of the other teammates fills in for that officer and when the assignment cannot be completed on dayshift someone, fills in as well.

The DVI team meets to discuss current issues and they review all reports of domestic abuse where an arrest is made. Occasionally, they will also review non-arrest reports when it is flagged for follow-up by other officers. Officers use a follow-up checklist to assess the history of the offender/victim and document the follow-up efforts. Additionally, their officers are available on a unit-specific cell phone so that victims can call and ask questions about the need for follow-up procedures, obtaining a restraining order, or attending court proceedings. The DVI officer will attend meetings at the Young Women's Christian Association (YWCA) with the victim and an advocate, if the victim chooses for them to be there. The YWCA appears to be the equivalent of Sheboygan's Safe Harbor shelter. The participant stated that the YWCA is a good resource for their

agency, but that the YWCA experiences a high turnover rate, of employees, and this has hindered the collaborative effort.

There is a specific District Attorney assigned to work with the DVI team. They find this to be important factor. The participant said this assignment has allowed their project to move forward at a rate they could not have otherwise achieved. This was identified as a key component for their success and the participant said that it was much easier for officers to obtain legal advice and feedback on cases that were not prosecuted after this assignment was made. Janesville does work with more than one court system because it is situated in more than one county. This took some extra effort to coordinate their prosecutors, victim witness personnel, and probation/parole agencies.

According to the participant, there is a strong advocate component to their Victim Witness Services Office. The participant said that these people are important in reaching out to victims in a timely fashion and for providing law enforcement with follow-up information. This is because they are in contact with the victims of domestic abuse situations more than police officers are following an arrest. The participant also said that the DVI Team has allowed them to discover more no contact violations and bail bond violations than in the past. According to the participant, this is because the victims were reluctant to report new violations to law enforcement, but in their strategy, it is law enforcement that is reinitiating the contact with the victim. This has resulted in victims being more willing to report new violations.

It appears that many of the follow-up tasks that the DVI team is involved with are currently being done or could be done by the advocates that Sheboygan already has in place. This would include walking the victim through the court proceedings, reviewing domestic reports and explaining services that are available to victims of domestic abuse. It could be that these tasks are better left to those outside the realm of law enforcement. As one of the advocates who in this project commented, victims are often defendants as well. This might mean that advocates are in a better position to try and emotionally support victims of abuse since law enforcement may have to arrest somebody who was the victim of a prior complaint.

One of the attractive parts of the DVI team is the DVI checklist form and the DVI victim worksheet that Janesville is using. Both of these documents can be viewed in Appendix C/Janesville DVI Checklist and Appendix D/Janesville Victim Worksheet. The checklist addresses the risk assessment that the earlier research identified as being critical to determining who should be targeted for follow-up and intervention. The victim worksheet also does this but includes essential elements needed for successful prosecutions. The need for these areas to be addressed came up several times during the interviews with community stakeholders.

Chapter 3/Recommendations for Change

Introduction

In this chapter there will be a brief overview of the recommended changes that were suggested by community stakeholders during the interviewing process of this project and possible solutions found during the review of other research. First, will be the recommendations that the participants had for other organizations in the community. Second, will be suggestions that came up during the research process for the individual organization to improve their response. There will also be a component of additional research previously not discussed in this project to emphasize certain points about these possible changes.

Safe Harbor

The participant from Safe Harbor made several recommendations about possible improvements to the community's response to domestic abuse. Most of these were directed towards what law enforcement could do to improve services to the victims of domestic abuse. The first of these recommendations was to introduce all new police officers to the Safe Harbor by having their field training officers bring them to the shelter for a tour and explanation of available services.

The next suggestion was to have law enforcement make an immediate referral to Safe Harbor services by placing a call from the scene of a domestic abuse investigation. This would provide the victim with immediate access and accurate information about Safe Harbor advocacy. “Due to the complex psychological dynamics underlying domestic abuse, the emotional and economic loss associated with family violence, and the potential lethality of future violence, these communities needed a multilevel response delivered within a critical window of time” (Defina & Wetherbee, 1997).

The last recommendation was to have law enforcement be more involved in providing transportation to domestic abuse victims from the scene of an investigation to a safe place, and in particular, to the Safe Harbor.

The participant offered several areas of improvement for the Safe Harbor organization itself. According to the participant, the shelter’s housing and support group services are currently full. There is a waiting list for persons wanting to take advantage of the services offered to domestic abuse victims. The last area for Safe Harbor to improve on involves an increase in general campaigns about domestic abuse, with the hope of increasing bystander intervention. As mentioned earlier, general campaigns are not very effective in reducing overall occurrences of domestic abuse. However, by increasing bystander intervention, Sheboygan might enable early intervention of bystanders or law enforcement to prevent a greater level of harm to victims. The participant felt that these were areas where community stakeholders could make improvements.

Also, responsible persons needed to remain vigilant when seeking funding opportunities. This would increase services through fundraising or acquiring grants. “Such funding promotes development of partnerships between DV/SA agencies, culture centers and immigration services, On a national level, funding from the Violence Against Women Act (VAWA) of 1994 brought together law enforcement, prosecutors, and non-governmental DV agencies to create coordinated response teams that have significantly influenced the scope and immediacy of 24 hour services to victims” (Davidson & Bown, 2011).

District Attorney’s Office

The participant from the Sheboygan County District Attorney’s Office made several recommendations about what could be done to improve the response to domestic abuse. There were several directly related to law enforcement. The first recommendation was to provide training to 911 dispatchers in appropriate questioning of victims trying to report domestic abuse. Second, it was suggested that police officers take more digital photographs of physical evidence at crime scenes and record more interviews with victims. Finally, it was also suggested that law enforcement consider interviewing children during their investigations. Even if children could not provide evidence of the actual event, they would likely have information to substantiate a history of abuse that would assist during prosecution of domestic abuse cases.

The participant also mentioned possible recommendations for other members of the community. It was suggested that the community could use more rehabilitation options for domestic abuse offenders and increase the availability of support groups for victims. The participant also mentioned a need for widespread in-service training for all members of the criminal justice system regarding the latest case law and issues concerning domestic abuse.

There were two recommendations made that county prosecutors should consider. First, is the use of shock incarceration, an initial brief period of incarceration used to impress upon offenders what they could face if they reoffend.

The second recommendation is to organize and support a domestic abuse court. A similar effort was started in Milwaukee in 2000 with funding from the Office on Violence Against Women in support of Judicial Oversight Demonstration (JOD). This project, among many other things, primarily supported the creation of a domestic abuse court, intensive supervision for high-risk offenders, and established a dedicated group of prosecutors within the Milwaukee County District Attorney's Office. The goals of this project were to provide uniform and initial responses to domestic abuse, coordinated advocacy and services, and accountability and oversight for offenders.

According to an evaluation of the JOD in Milwaukee by the Urban Institute, the program was successful in holding offenders accountable and struggled to achieve other desired program goals (Harrell, Schaffer, Destefano, & Castro, 2013). Those goals not fully achieved by the program included linking existing services with the new program,

expanding batterer intervention options, and intervention with victims at the time of incident. The review does admit that at the time of the report there was not sufficient evaluation of the dedicated law enforcement's specialized Family Victims Unit. One study found that there had not been enough valid testing on whether or not the implemented strategies were effective and cited that only law enforcement has been open to scrutiny about these practices. "Other agencies of the criminal justice system have repeatedly refused to allow careful testing of their effectiveness; prosecutors in Milwaukee and judges in Minneapolis are just two examples over the past decade. As a result, a great deal is known about the effect of one police decision, while little is known about most other criminal justice practices" (Sherman, 2012).

The review did find that offenders were more likely to be held accountable through probation revocations. "However, the higher rates of probation revocation under JOD may well have reduced the opportunity to commit a new offense.....Thus it is more likely that the improvements in victim safety reflected in the lower rates of arrest for domestic violence were accomplished by removing high-risk offenders from the streets, rather than by lower rates of domestic violence during their days in the community. Thus, we attribute the gains to offender incapacitation, rather than offender deterrence" (Harrell, Schaffer, Destefano, & Castro, 2013).

Victim Witness Services

While there were no suggestions for improvement aimed directly at the Victim Witness Services Office, the participants from Victim Witness Services recommended areas of improvement during their interview for other community stakeholders. In general, the advocates felt that there was a lack of counseling and support services in the county for both victims and offenders. This point seemed to come up several times during the research review and is an important issue for discussion. One study found a negative correlation between offender treatment and recidivism. “Harrell (1991) found in a matched comparison of arrested batterers referred to court ordered treatment and those not referred to treatment that the treated group had higher repeat violence rates” (Sherman, 2012). The advocates also suggested that the community needed to do a better job of celebrating the successes that the community has had on the behalf of crime victims.

The participants did have several suggestions for law enforcement. They mentioned a need for more follow-up investigations by law enforcement to document evidence that may not have been available during the initial investigation and into residual violations, such as violations of bail bonds or restraining orders. In the interview with the participant from the Janesville Police, the participant identified that one of the benefits of their CCR was that the Victim Witness advocates were regularly feeding them follow-up information about new violations since they were regularly in contact with the victims after an arrest. This suggests that the victim witness personnel and law

enforcement may need to establish better informal communication in order to achieve the same level of success as Janesville.

Victim Witness also felt that it was important for all of the offenders to be given the domestic abuse court date, ensuring the quickest access to the court system for the victim and suggested that this was not always occurring. The last suggestion that they had for law enforcement was to have all new police officers be brought to their office as part of their training. This would familiarize the officers with the services Victim Witness provides and hopefully establish a better relationship with them.

Probation and Parole

The participant from the Sheboygan County Probation and Parole Office suggested area that the community could improve their response to domestic abuse. It was suggested that domestic abuse offenders in Sheboygan County generally receive light sentences for their violations and that stiffer penalties could be given to them. “Mandatory arrest for misdemeanor spouse assault without prosecutorial action or court treatment has been found to be either ineffective or criminogenic in repeated controlled trials, although it is effective in communities of strong social capital” (Sherman, 2012). This could be an area where using shock incarceration could accomplish this recommendation with only little cost to the community or offender’s family.

Other studies have found that there is not enough proof that specific and general deterrence actually lowers the rate of first time offenses or recidivism of domestic abuse. Specific deterrence means that offenders are less likely to commit another offense because of the punishment they received from a prior offense. General deterrence means that an offender is less likely to commit an offense out of the fear of being punished for the committed offense. General deterrence is discussed relating to mandatory arrest policies and specific deterrence in the context of post-arrest punishment of offenders. “A frequent conclusion from these findings is that arrest must have follow-up actions in order to be effective. That hypothesis however, remains untested. So does the general deterrence hypothesis that mandatory arrest in a city will prevent domestic violence city-wide” (Sherman, 2012).

Shock incarceration could possibly be used by probation agents for low level domestic abuse offenders and could aid in reducing recidivism. It was stated that the probation office has only two options available to them for rehabilitating domestic abuse offenders: the local fifty (50) week counseling program and the ninety (90) day intensive program administered by the state. The participant expressed an interest in having more options available to them during their period of oversight.

It was suggested by other members of the community that the Probation and Parole Office return to the practice of assigning one agent as a domestic abuse specialist. This was their practice in the past and other stakeholders felt that having a specific point

of contact would allow for better communication among persons interested in domestic abuse advocacy.

Law Enforcement

Most of the recommendations for improvement during the two interviews with law enforcement officers were directed at law enforcement. These included a more formal follow-up protocol, taking more digital photographs, immediately contacting advocates during investigations, seeking grant funding, educating officers on the causes of domestic abuse, and educating law enforcement on the latest case law concerning domestic abuse.

Additional recommendations from law enforcement personnel include: being more focused on the victim, starting a domestic violence follow-up team, looking into offender community re-entry programs, and utilizing a domestic abuse reporting form. Some of the most practical suggestions made during these interviews were the need to be more focused on the victims during investigations and implementing a reporting form to streamline interviews during investigations including collection of the risk assessment information discussed earlier. While there was much discussion surrounding law enforcement conducting after-incident follow-ups, some of the additional research outside of this project does not show this tactic to be effective. “However the data are interpreted, there are now three strong tests, of the police home visits strategy for

preventing domestic violence. All three of the tests falsify the hypothesis that this strategy is effective” (Sherman, 2012).

Probably more important than how police agencies approach crime problems is what police agencies want to accomplish from their response to specific crime problems. *Cops Count, Police Matter: Of Tactics and Strategy* suggested that police agencies must consider three very important things when defining a strategic response (Bratton & Kelling, 2012). First, tactics cannot drive strategy meaning that it is important to define goals and design strategy around them. Second, police officers matter when it comes to crime prevention. This can be a difficult thing for law enforcement to recognize, since so much of law enforcement over the last several decades has been focused on efficiency instead of prevention. “Law enforcement agencies in 58 jurisdictions have adopted “lethality assessments” over the past two years, during which time almost a third of the 900 victims who spoke to a counselor on the scene later showed up at a domestic-violence agency seeking a protective order, shelter, counseling a support group or other service” (Fenton, 2007). Finally, police agencies need citizens to support and partner with them in order to be successful.

Implications from Research

Several important points seemed to rise to the surface during the literature reviews for this project. One of the most important points was that general campaigns to reduce

domestic abuse tend to be less effective than targeted campaigns. This research suggests that in order to effectively reduce occurrences of domestic abuse, communities must do two things. First, they must target at-risk individuals, such as females between the ages of sixteen and twenty four years, for early intervention and education. If a community desires to narrow this down even further, they could consider targeting minorities and persons of lower socioeconomic status, who fit into this category.

The research suggested that there is not enough empirical support that establishing CCRs reduce recidivism rates for domestic abuse offenders. It was suggested, however, that CCRs should lead to an increased sense of satisfaction of domestic abuse victims. The research also suggests that if communities want to establish a CCR for domestic abuse, they should follow a model such as the one suggested in Figure 1/CCR Framework or a similar model. These models ensure that common goals are established for all stakeholders to work together to achieve desired results.

The second most important thing that communities need to do is understand the risk factors associated with domestic abuse, and use these to guide their interventions. The research suggests that once someone is a victim of domestic abuse they are more likely to be a victim again. Also, when violent threats accompany an act of domestic abuse, the threat needs to be taken seriously in order to prevent possible future tragedies. “If a man has a history of hitting his partner, that in itself was a predictor of murder. But, certain kinds of behavior came with even higher chances of death. For instance, if a man choked his partner, she was five times more likely to be killed by him at some point. If

he was unemployed, he was four times more likely to kill her. The researchers found that only four percent of homicide victims had ever sought help from a shelter; in a follow-up study, they found that a stay in a safe house decreased the risk of violent re-assault by sixty percent” (Stelloh, 2012).

The literature reviews also put a focus on the need for education and training, about domestic abuse, for all community stakeholders. It also suggests the need for a regular reassessment of Sheboygan’s current response strategies, to all of its crime problems, including domestic abuse. The research indicates that the more community stakeholders discussed the root causes of domestic abuse, and their strategy to reduce the effects of domestic abuse, is vital to an efficient response strategy.

The research suggests that communities who want to reduce domestic abuse will need to target certain groups of the population for early intervention. This supports the recommendation for having law enforcement contact local advocates as soon as possible on behalf of the victim. If this were implemented, the advocacy provider must be prepared to handle a possible increased demand for their services.

This project and the recommendations within this paper could serve as a guide to starting a policy discussion in Sheboygan if community stakeholders chose to come together on this issue. This was the overall goal of this research and field project. One study on family violence suggested the following conclusions to their research and policy implications of what works and what does not work and could be considered during discussions on this topic (Sherman, 2012).

What Works:

- o Long-term frequent home visitation combined with preschool prevents later delinquency
- o Infant weekly home visitation reduces child abuse and injuries
- o Family Therapy by clinical staff for delinquent and pre-delinquent youth

What Does Not Work:

- o Home visits by police after domestic violence incidents fails to reduce repeat violence

What's Promising:

- o Battered women's shelters for women who take other steps to change their lives
- o Orders of Protection for battered women

Conclusion

The goal of this project was to address the Sheboygan's response to domestic abuse and what it could be doing to improve its response to this problem. The first chapter included interviewing some of the community stakeholders involved in this issue. The second chapter included literature reviews and an interview with an agency outside of Sheboygan County. The last reviews possible recommendations from the research in the first two chapters and is supported by additional research.

If the community of Sheboygan is serious about improving its response to domestic abuse, it should consider bringing as many stakeholders together as possible for a discussion on this problem. Establishing, at a minimum, an informal CCR would be a good start to addressing this issue from a more broad approach than an individual organization's. "Collaborative and supportive partnerships among many members of community are necessary to work successfully toward ending violence against women" (Davidson & Bown, 2011). "The partnership has enhanced the services available and increased their accessibility to victims in these suburban communities" (Defina & Wetherbee, 1997). It is clear from this research that the best approach to addressing domestic abuse is one that involves multiple agencies with a shared vision about the desired solutions to this problem.

Appendix A

List of Safe Harbor Services



Many individuals/families who seek our services have survived generations in violence. Personal violations are the norm in their lives, putting them at greater risk for further victimization. At Safe Harbor we strive to plant seeds of hope, so that people will know that it is possible to live a life that is violence-free.

*Supporting good self-care and growing safe & healthy families is a vital part of **our vision** ~ to create a safe and respectful community free of interpersonal violence.*

Families are the foundation of communities. Therefore healthy individuals & families, free of personal violations (any type of violence), are central to strong communities.

Our Mission: Safe Harbor provides prevention, intervention, education, & outreach services to empower individuals, families & the community to end all forms of domestic abuse and sexual assault.

Who qualifies for Safe Harbor services?

~ Individuals affected by interpersonal (within the context of a relationship) violence / violations:

13. Verbal
14. Emotional/Psychological
15. Physical
16. Sexual
17. Financial
18. Stalking
19. Pet
20. Other

To include:

~ **Any child affected by** interpersonal violence and/or sexual assault/abuse, and their family member(s)

~ **Any adult affected by** interpersonal violence and/or sexual assault/abuse

including adult survivors of either, and their family members

Note: Limits to our resources may affect availability of services. At any time there may be a waiting list for some services.

Crisis Intervention

- 24-hour counseling
- Emergency shelter
- Safety planning
- Various support services
- On-site therapy
- Protective order assistance

Legal Advocacy

- Legal referrals
- Legal information (not advice)
- Financial assistance

- Legal forms & filing assistance
- Legal/court accompaniment
- Interagency liaison
- Assist with immigration issues

Ongoing Support Groups

- Women's Confidence Group
- Domestic Violence (DV)
- New Beginnings (DV)
- Sexual Assault Survivors
- AODA & Interpersonal violence
- Hmong Women's Group
- Latinas Moving Forward Group
- Itty Bitty Children's Group
- Children's DV Group
- Hmong Children's Group

Sexual Assault Services

- 24-hour crisis intervention & support
- Safety planning
- 24-hour sexual assault nurse exam (SANE) accompaniment
- Hospital clothing package (sweats & underwear)
- Legal support
 - see Legal Advocacy
- Family support (secondary victims)
- Therapy
- Support groups
- Miscellaneous advocacy
- Information/referral
- Interagency liaison
- Sheboygan County Sexual Assault Response Team (SART) leadership
- Promote social awareness & advocate for change
- Education/prevention/training
- County-wide school support

- Healthy relationships presentations
- Supportive/educational materials
- Teen support & leadership activities

Children's Services

- Family Centered services
- 24-hour crisis intervention & other support
- Safety planning
- Therapy
- Parenting support, activities & education
- Interagency liaison (local schools, Head Start, Child Protective Services, etc.)
- Information/referral
- 3 Support Groups
- Legal support
 - see Legal Advocacy
- School peer support groups for identified at-risk kids
- Education/prevention/training
- Family activity planning
- Participate on various interagency committees representing children
- County-wide school support
- Collaborate with county agencies re: children's family issues/services
- Support & education materials
- Support to at-risk teen girls
-

Southeast Asian/ Hispanic Services Programs

Culturally sensitive, appropriate support & crisis intervention (24-hours)

- Legal advocacy support
 - see Legal Advocacy
 - Safety planning
 - Miscellaneous advocacy
 - Information/Referral
 - Therapy
- Support Groups
- Interagency liaising
- Education/prevention/training

Elder Abuse

- 24-hour crisis intervention & other support
- Safety planning
- On-site support (nursing home or home visits, meal sites)
- Family support & education
- Promote social awareness
- Education/prevention/training
- Other advocacy as needed
- Interagency liaison

24 Hour Shelter Services

- Secure 18-bed facility for women & children
- Off-site services for men
- Self-care planning (Needs & Goals support)
- Case management
- Personal hygiene items & bedding provided
- Emergency clothing
- Personal & private spaces
- Play area & living room
- Quiet Room w/ phone access
- Large kitchen for clients to prepare own meals – food provided
- Laundry room

- Secure fenced-in yard
- Close to bus lines/depot
-

Other Services

- **Safety & Well-Being plans**
 - ~ 911 cell phones
 - ~ Crisis intervention/support
 - ~ Self-care planning assistance
 - ~ Self-help lending library
- **Transportation – includes**
 - ~ Emergency transportation to our shelter
 - ~ Bus tokens (for job & housing searches, medical appointments, legal system access)
- **Financial Assistance**
 - ~ Rent or security deposit
 - ~ Emergency auto repairs
 - ~ Lock replacement
 - ~ Lost document duplication
 - ~ Prescriptions filled
 - ~ Household goods
 - ~ Legal/attorney fees
 - ~ Other immediate needs
- **Transitional Living**
 - ~ Housing support for families
 - ~ Case management
 - ~ Household goods
 - ~ Needs & goals support
 - ~ Support group
 - ~ Emergency food supplies
 - ~ Home visits
 - ~ Educational opportunities
- **Economic Support assistance**
- **Budgeting & resume help**
- **Housing referrals/search**
- **Ongoing collaboration with other agencies in county**

Appendix B
Janesville DVI Checklist

_____ Incident No. Status closed _____
 Date/time _____ Officer _____
 Reviewed by _____

D. V. I. Checklist

VICTIM: _____

SUSPECT: _____

Date/Time of arrest _____ /Charge _____
 In custody? _____ (reason – bond, P & P, felony)
 72 hr no contact waived? Yes No

VICTIM ADDRESS: _____

CHILDREN: _____
 (NAME/AGE) _____

(Remove juvenile names prior to sharing w/ YWCA advocate)

Prior DV incidents? Victim _____ Yes or No (Attach copies of reports, if available)

If yes, _____ DC _____
 _____ Battery _____
 _____ Criminal damage _____
 _____ Other _____

Prior DV incidents? Suspect _____ Yes or No (Attach copies of reports, if available)

If yes, _____ DC _____
 _____ Battery _____
 _____ Criminal damage _____
 _____ Other _____

Prior Arrests?

Victim	Yes	No	DV ?	Yes	No
Suspect	Yes	No		Yes	No

<u>Photos:</u> Victim	Yes	No
Suspect	Yes	No

CCAP: Victim Yes No
 Suspect Yes No

P & P status:

Victim Yes No
 Suspect Yes No

Agent: _____
Agent: _____

Criminal History

Suspect Yes No

911 Tape: _____ (serious offenses)

Medical release:

Yes **No - Refused**
 No - Missing
 No - Not required

_____ date obtained by DVI

Victim Phone numbers:

Home: _____
Cell: _____
Work: _____

Phone contact?

1st attempt date/time _____ Officer _____
2nd attempt date/time _____ Officer _____
3rd attempt date/time _____ Officer _____

Contact made? Yes No

Face to Face?

Yes **No** **date/time** _____ **Officer** _____
If no, 2nd attempt date/time _____ Officer _____

Advocate involved? Yes No
(Cell phone 201-0347)

(name) _____

Other info:

Time spent (5 minute increments)
Date Officer Time

Appendix C
Janesville Victim Worksheet

**JANESVILLE POLICE DEPARTMENT
DOMESTIC ABUSE VICTIM WORKSHEET**

Incident #: _____ Date: _____

VICTIM:

Name: _____ (maiden name) _____ Date of Birth: _____

Home Address: _____

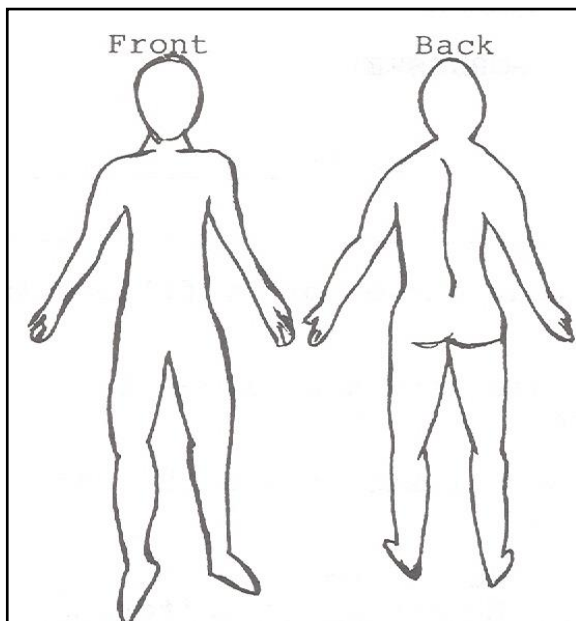
Address where you are staying (leave blank if the same as above): _____

Phone Numbers: (home) _____, (cell) _____, (work) _____

Please respond to each question by circling your answer or by filling in the blank.

What is the **name of the SUSPECT** involved in this incident? _____

1. I have shown the Officer where I was struck or injured. YES or NO
2. I have circled each one of the words listed below that describe how I was struck or injured AND circled the location on my body this injury occurred.



Pushed
Pinched
Kicked
Burned
Slapped with open hand
Bite
Struck with closed fist
Scratched
Chemically (acid, bleach, other)
Sexually abused
Attempted strangulation
Banged head
Threw objects
Shoved
Attempted to suffocate
Stepped on
Pulled hair
Other: _____

3. How many times were you struck or injured?

4. Did you give the suspect permission to strike or injure you? YES or NO
5. The suspect's physical contact with me at the time I was struck or injured was: ACCIDENTAL OR INTENTIONAL
6. Did the act cause you to suffer pain at the time it occurred? YES or NO
7. Are you still suffering pain at this time? YES or NO
8. Do you need medical treatment at this time? YES or NO
9. Did any of the suspect's actions today cause you to fear for your safety? YES or NO
10. Are you afraid that the suspect will continue to harm you? YES or NO
11. Do you have any children? YES or NO If so, what are their names and ages?

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