Idaho State Police Statistical Analysis Center

# **Program Evaluation**

The Advocates: *A Domestic Violence Victim Services Project* 

# The Advocates

A Domestic Violence Victim Services Project

### **Program Evaluation**

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#### Purpose

The intention of this report is (1) to analyze the outcome of various goals provided by The Advocates in their STOP grant applications between 1997 to 2001, (2) to identify measures that can increase the strength and meaning of data already being gathered by The Advocates, and (3) to provide information to current and future grant applicants about evaluative practices and possible data sources that can be used to evaluate their goals.

#### Introduction

It is estimated that one-third of women living in rural areas will be victimized by their partner (Wagner, 1995). The increasing number of rural domestic violence victims becomes a critical issue when noting the limited access rural victims have to shelters and counseling. In the article Domestic Violence: A Primary Care Issue for Rural Women, Linda Chamberlain (2002) states:

"Geographic and social isolation, concerns about confidentiality in small communities, and limited service options entrap women in violent relationships. Firearms in the household are a fact of life in much of rural America. Law enforcement response times may range from hours to days in rural settings due to bad weather, difficulty of accessing the location and other factors. The closest women's shelter or domestic violence program may be many miles away in a town or city unfamiliar to the victim. Accessing those services is all but impossible for women who don't drive or must rely on their partner for transportation, as most rural communities have little in the way of public transportation."

Since 1997 The Advocates, an agency providing services to victims of domestic violence, have tried to combat many of the problems women face in rural areas. They have been funded in part by STOP (Stop Violence Against Women) grant monies to serve the area's population and allow for training programs and the expansion of services. The training programs have offered domestic violence and sexual abuse education to law enforcement personnel, prosecutors, judges, and volunteer domestic violence court advocates within the surrounding rural area of Hailey, Id. To expand services already provided by The Advocates, STOP grant money has been used to hire a Hispanic battered woman's court advocate, a Blaine County court advocate, and help build a shelter for victims of domestic violence. The Advocates have done an excellent job of documenting their success, and have provided an outstanding model for other grant applicants to follow. They keep records of the number of women served through their agency, plus track

whether area prosecutors and law enforcement have utilized the education, task force meetings and protocols developed.

The following report analyzes and evaluates the progress of The Advocates over the last five years. Documentation provided by The Advocates in the form of grant quarterly progress reports, along with data shared directly from their internal records will provide the foundation for this analysis.

Based on their need of domestic violence related services, several rural counties including Blaine, Camas, Custer, Lincoln and Shoshone have been targeted by The Advocates. Over the past 5 years, The Advocates have made a tremendous effort to reach women who would otherwise have difficulties gaining access to any domestic violence related services. Some STOP grant Advocate projects have included:

- 1. A rural outreach shelter feasibility study (the shelter was built from other funds)
- 2. Stocking of area libraries with domestic violence related materials
- 3. Multiple public awareness ads
- 4. Establishing a help telephone line
- 5. An awareness campaign targeting the Hispanic, senior and disabled communities
- 6. Ongoing training sessions for criminal justice personnel

The recent expansion into Shoshone County will not be included in this analysis since the number of clients from this area are, as yet, so few.

#### **Goal of The Advocates**

The Advocates strive hard to incorporate a program into their rural community that provides education as well as counseling to victims of domestic violence. Long term, the goal of The Advocates is to reduce family violence in Blaine County and the surrounding areas.

To document and evaluate The Advocates' progress, this report focuses on: (1) the performance indicators of educational and training goals, (2) the intended outcome of the service expansion project, and (3) a comparison of NIBRS/UCR crime data for the four counties of Blaine, Custer, Lincoln and Camas.

#### Educational Goal – Increase Public Awareness

The educational campaign conducted by the Advocates has included the following goals:

1. Increase public awareness regarding their services in the rural counties of Blaine, Custer, Camas, and Lincoln. To reach this goal, informational ads have been published in

multiple area newspapers.

Increase public awareness about domestic violence in the Blaine community.

This goal has been made accessible through a variety of ways. First, the Advocates have provided literature in the form of books and pamphlets on the subject of domestic violence to county libraries. Second, the Advocates have sponsored multiple community educational events featuring diverse speakers.

3. Incorporating domestic violence knowledge into the Blaine County Hispanic commu nity by translating printed materials into Spanish as well as using Spanish advertisements.

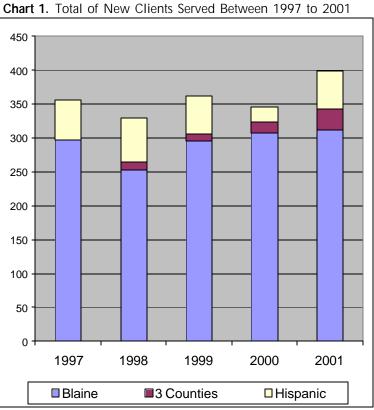
#### Outcome Objective of the Educational Campaign:

The intended effect of increasing public awareness is an increase in the number of battered women using the services provided

by The Advocates.

#### Success Indicators:

The following charts and graphs show the timeline results of the number of new clients served in each county, plus new Spanish speaking clients; also the number of office walk-ins. Chart 1 depicts the number of new clients served by the Blaine County domestic violence shelter for 1997 -2001, as well as new clients served by Camas, Custer, and Lincoln County volunteer victim advocates.



Note: Hispanic client numbers include some double counts. 9

For comparison purposes, Table 1 represents the client base for each of the counties and the percent change in the number of new clients served by year. The table gives a clear indication that The Advocates serve a significantly larger number of clients from Blaine County than for the other three counties combined. The difference in clients served can be explained by the fact that the population size of Blaine County is more than twice the population of the other three counties combined (19,798 vs. 9426) and the fact that The Advocates are headquartered in Blaine County. It is also important to note that for 1997 through 1999, the total number of Spanish speaking clients served by The Advocates include some double counted clients. Because of the way the numbers were originally recorded, the doubles could not be removed.

	Num	ber of Cli					
Year	Blaine	Camas	Custer	Lincoln	Spanish Speaking	Total	% Change
1997	297				59*	356	
1998	253	1	10*		65*	329	-7.6
1999	295	4	6		56*	361	9.7
2000	307	6	10		23	346	-4.2
2001	312		23	7	57	399	15.3

Table 1. New Clients by County from 1997 to 2001

\*Includes duplicate counts.

Another variable used by The Advocates to determine whether their client numbers are increasing through educational awareness, is the number of individuals who go directly to their main office

for assistance. The individuals coming in for help are termed "walk-ins" and counted separately from other clients. Spanish speaking clients who walk in to the office are also counted separately since The Advocates have identified the Spanish speaking community as underserved and have established helping them as another goal in their STOP grant application.

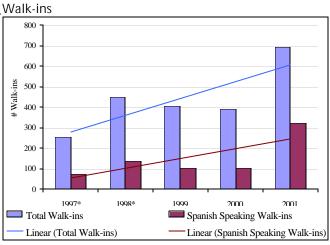


Chart 2. Total Walk-ins with Subset of Spanish Speaking Walk-ins

<sup>\*</sup> Estimated Spanish speaking walk-ins.

Table 2. Total Number of Walk-ins								
	Total %							
Year	Walk-ins	Change						
1996	61							
1997	254	316.4						
1998	450	77.2						
1999	407	-9.6						
2000	391	-3.9						
2001	693	77.2						
<b>Average</b> 376 91.5								
*1996 number is based on a partial year								

1996 number is based on a partial year

Table 2 lists the number of clients who have walked into the Blaine County domestic violence shelter for help between 1997 to 2001, including the number of Spanish speaking clients. Prior to 1999, the number of Spanish speaking clients went unrecorded by The Advocates. However, it is estimated that the Spanish speaking walkin clients comprised approximately 32.5% of the total client walk-ins from 1997 to 2000. The number of Spanish

speaking walk-ins increased 208% in 2001 from 103 clients in 2000 to 323 in 2001. However, this trend remains consistently parallel to the overall walk-in clientele. Based on the recorded numbers, the increasing Spanish speaking walk-ins could be attributable to The Advocates' efforts into reaching this underserved population.

It should be noted that the number of clients walking into the shelter for help includes repeated counts of the same individual. The program does not differentiate between new and former clients in any given year. However, this information is still important to consider because it reflects the availability and use of resources by domestic violence victims.

#### Analysis based on Community Education Goals:

The Advocates' data indicates that they are reaching the goal of educating the general public about their program. New clients have remained consistent at 350 per year with a 15% increase and a high of 399 new clients in 2001. The Hispanic client "walk-ins" increased by 208% from 2000 to 2001, from 105 to 323. For the four counties, the combined total of Hispanics is 2,899 (U.S. Census Bureau). This number will need to be kept in mind to understand the limits placed on The Advocates in trying to increase the number of Hispanic clients they are serving. In the future, the number of new clients will level off simply because there are a limited number of victims in the Blaine County area.

The total number of office "walk-ins" also increased by 316% from 1996 to 1997, increased another 77.2% in 1998, remained consistent at 400 clients for 1999 to 2000, only to jump again by 77.2% to a high of 693 office "walk-ins" in 2001. With respect to the population base, as awareness continues to increase, there will be more clients walking into the office for help (until the eventual leveling off).

#### Educational Goal – Judiciary Training

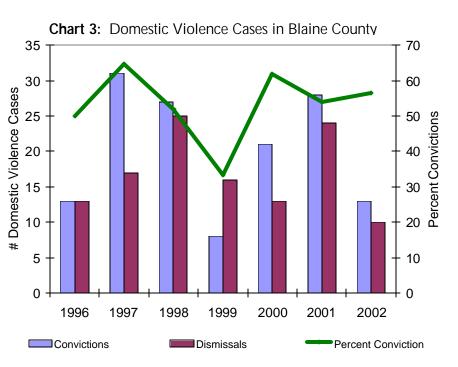
A second goal of the educational campaign has been to provide training sessions about domestic violence and sexual assault to various area prosecutors, judges, dispatchers, and volunteer victim advocates. The sessions have been provided as needed throughout the duration of the grant. Updates on the frequency of any trainings held, evaluation form results, the outcome of any testing done, and any changes made to trainings are reported with all grant quarterly reports. The goal of the domestic violence and sexual assault training has been to alert law enforcement and all applicable justice department personnel of more effective ways to handle domestic violence cases. In each quarterly report, The Advocates provide statistics that relate to the handling of domestic violence and sexual assault cases. The reports include the number of batterers convicted, and the number who are sentenced to batterer treatment programs.

#### Success Indicators:

To assess the outcome of the educational campaign for area law enforcement and judicial personnel, data provided by

The Advocates has been compiled from closed crimina cases in Blaine County for the period 1996 to 2002. The agency's willingness tc evaluate their own efforts ir this way shows great initiative and forethought.

Chart 3 represents the yearly outcome of domestic violence closed court cases and displays the percentage of case convictions for Blaine County. The progressive goal by The



Note: Taken from combining all individuals with closed Domestic Violence Assault, Domestic Violence Battery, Protection order violation, and No Contact Order violation cases in Blaine County. Also, the numbers for 2002 are for a partial year, January to July.

Advocates is to increase the number of domestic violence, stalking, court protection order, and sexual assault convictions to 60%. The average five-year conviction rate for 1997 to 2001 was 53.1%. Partial data from January to July 2002 indicate the current conviction rate is 56.5%; three percent points from achieving the program pre-established goal.

A second indicator of the successes towards educating the judiciary is the fact that 100% of convicted batterers have been sentenced to some form of treatment. This treatment has either been designed specifically for batterers, or as an anger management class. The Advocates prefer all batterers are sent to batterer programs and have tried to influence judges in this direction.

A third indicator of The Advocates' education of judiciary campaign is the rate of sexual assault convictions for Blaine County. As indicated by Chart 4, the convictions have fluctuated from 50% to 100%.

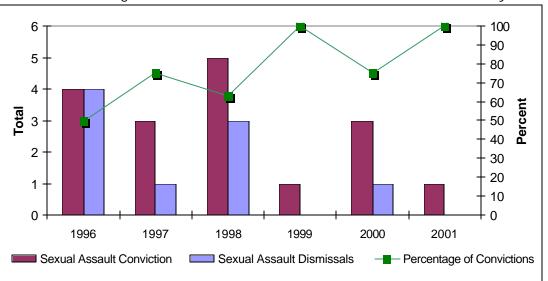


Chart 4: Percentage of Sexual Assault Court Convictions in Blaine County

Note: For this analysis, all individuals charged with lewd conduct with a child under 16, attempted rape, rape, sexual abuse of a child under 16, peeping tom and forcible sexual penetration were combined. Also, totals may not add up as the cases may have been withdrawn, or other.

#### Analysis Based on Judiciary Education Goals:

The above indicators have given insight into the success of the campaign to educate justice personnel. First, the domestic violence case convictions have oscillated from a low of 33% to a

high of 65%, at times surpassing their stated 60% goal. Second, 100% of convicted batterers are sent to some form of treatment. However, The Advocates believe that all batterers need to be assigned to specifically designed treatment programs (rather than Anger Management or Substance Abuse, etc.) This can be a goal they strive for in the future. Finally, the number of sexual assault convictions has staggered back and forth from around 50 to 100%. The program expects the current rate of convictions to stay within 60 to 100% as their educational campaign continues. Since the number of convictions has not dropped below 63% since 1997, the program has verified its success and can build upon this in the future.

#### Service Goals:

The Advocates provide a variety of services in addition to the education and training of the community and criminal justice personnel. These rural outreach services include but are not limited to: ongoing support groups and private counseling sessions throughout the program region, a hired court advocate in Blaine County as well as volunteer victim advocate assistance for court protection orders and sexual assaults, and maintaining a 1-800 help line for victims.

#### Success Indicators:

Several indicators can be looked at to determine the efficiency of the services provided by The Advocates over the last several years. These include the number of court protection orders filed by individuals helped by victim advocates, the number of people attending support groups, the number calling The Advocates in need of service, also the number of court protection orders that are extended beyond two weeks. STOP grant funds are also used by The Advocates to train an emergency response sexual assault team in Blaine, Lincoln, Camas and Custer Counties. This includes maintaining a sexual assault hotline, and attempting to provide services to all sexual assault victims in emergency rooms in Blaine County and the surrounding area.

The first indicator (Table 3) is the number of court protection orders filed with the assistance of the volunteer victim advocates in Blaine, Lincoln, Camas and Custer Counties. Blaine County remains the primary

<b>Table 3</b> . Court Protection Orders Assists
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	Court Protec	%	
Year	Assisted	Assisted	
1997	*	*	99
1998	120	122	99
1999	94	100	94
2000	85	89	95
2001	76	80	95

\*Actual numbers were missing from quarterly program reports

area of effort, however, expansion efforts have been successful in Custer County as well.

The second indicator of services provided is the number of court protection orders that are helped by the Blaine County court advocate and extended beyond two weeks. As Table 4 indicates, 61% of all orders filed in 2001 were extended; and all of them were assisted by the Blaine County advocate.

Table 4.Percent of CourtProtection Orders ExtendedBeyond Two Weeks in BlaineCounty

Year	% of CPOs
	Extended
1999	32%
2000	25%
2001	61%

The Advocates provide a 24 hour hotline that has been in use since 1997. Records are kept of all calls coming into the agency for help, including hotline calls. As awareness about the agency

increases, the number of calls should also increase. Table 5 depicts the number of calls for assistance coming into the agency, including Spanish-speaking. The calls have steadily increased at a yearly average of 10.3% or 2,150 phone calls per year; a rate of 5.9 phone calls per day. A yearly average of 207 calls come from the Spanish-speaking community, or 0.6 calls per day.

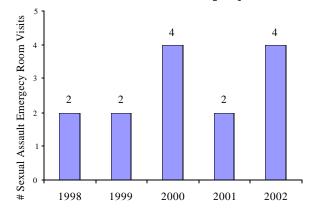
**Table 5.** Total Number of Phone CallsReceived From Victims

	Total Ph	one Calls	Spanish Speaking		
		%			
Year	# Calls	Change	# Calls	Change	
1997	1,774		87		
1998	2,784	56.9	265	204.6	
1999	1,798	-35.4	205	-22.6	
2000	2,277	26.6	197	-3.9	
2001	2,117	-7.0	282	43.1	
Average	2,150	10	207	55	

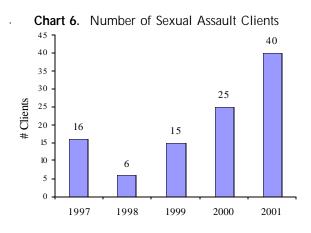
The Advocates also target their efforts towards sexual assaults in Blaine, Camas, Custer and Lincoln Counties. The result of their efforts in this area can be visually determined from Chart 5 and 6.

Chart 5 represents the number of times The Advocates were contacted by area hospitals to provide counseling and assistance when a sexual assault victim was present in the emergency room; approximately 2.3 times per year on average. The Advocates have ongoing issues with making sure the hospital staff alerts them to the

**Chart 5.** Number of Times Sexual Assault Team was notified and went to the Emergency Room



presence of rape victims. But they are aware of the problem, and are taking action to solve it. Chart 6 accounts for the total number of sexual assault clients assisted by The Advocates since 1996, serving an average of 17 victims of sexual assault per year. The number of sexual assault clients served by The Advocates represents the total who come to The Advocates for counseling. Adult and child victims



are represented in this number. There is no differentiation made between whether the assault was historical or fairly recent. Also, some of the same individuals have come back for sexual assault counseling for an additional assault. Therefore, the number of sexual assault clients served is more a reflection of word spreading out to those needing help, than how much sexual assault is happening in the Blaine County area.

#### Analysis Based on Services Provided

The Advocates are fulfilling their goal of providing a needed service to the area surrounding Blaine County. From 1997 to 2000 they helped between 94 to 99% of all court protection order cases as well as all protection orders extended beyond two weeks. The increasing number of phone calls coming into the agency measures the extent their services are being used by the community, and reflects that more and more people are aware of their services. The yearly average of total calls coming into the agency was 2,150 for the last five-year period. Calls for service coming from Spanish-speaking clients represented 13.3% of overall phone calls.

Other indicators of the need for services provided by The Advocates include the increase in sexual assault clients, and increasing numbers of individuals counseled (Table 5). The monthly

		Si	upport Gro	oups		Individual		Average Clients	%
Year	Blaine	Custer	Camas	Lincoln	Spanish	Counseling	Total	Per Month	Change
1996	28*	0	0	0	0	49*	77*	12.8*	
1997	157	0	0	0	0	72	229	19.1	49%
1998	155	0	0	0	0	121	276	23.0	20%
1999	94	56	55	0	0	123	328	27.3	19%
2000	228	27	6	0	61	169	491	40.9	31%
2001	210	144	74	2	144	206	780	65.0	82%

 Table 5.
 Number of Persons Counseled For Domestic Violence or Sexual Assault

\*Based on partial year

total of individuals counseled in individual sessions has increased from 49 in 1996 to 206 in 2001. The average of the total number of persons counseled including support groups has gone from an average of 12.8 in 1996 to 65.0 in 2001.

It should be noted that the number of individuals counseled is taken only from the classes provided for by the STOP grant and does not include substance abuse classes and children counseled. From this data it is appropriate to state that The Advocates have been steadily reaching out to victims of domestic violence and expanding their services to the community.

#### **NIBRS** Data Comparison

Idaho's National Incident Based Reporting System (NIBRS) is the state repository for incidents reported by law enforcement and is maintained by the Bureau of Criminal Identification of the Idaho State Police. The information is used to assess crime patterns in the State of Idaho. For this report, data was gathered pertaining to domestic violence and sexual assault offenses from 1995 to 2001 that occurred in Blaine, Custer, Camas and Lincoln Counties. The information can give an indication of whether or not domestic violence has been affected by the efforts of The Advocates since 1995.

Domestic violence related cases were compiled by combining NIBRS incidents of offenses of kidnapping, forcible rape, aggravated assault, simple assault, intimidation, and statutory rapes between intimates. An intimate relationship is determined by whether the victim was a boyfriend/ girlfriend, spouse, ex-spouse, or common law spouse of the offender.

The data from NIBRS shows a marked overall pattern of decrease for incidents of domestic violence since 1995, dropping by 28.6% in the Blaine County area. However, in the last three years the number of incidents of domestic violence increased by 57% (from 57 to 90 incidents). This latter trend resembles increases also occurring at the state level (Chart 7 and Table 6). Domestic violence incidents in Idaho have gone up from 5468 in 1999 to 5911 in 2001.

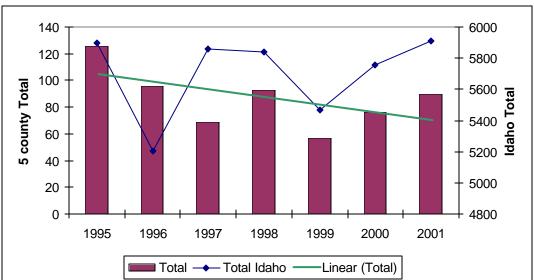


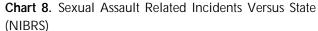
Chart 7. Domestic Violence Related Incidents (NIBRS)

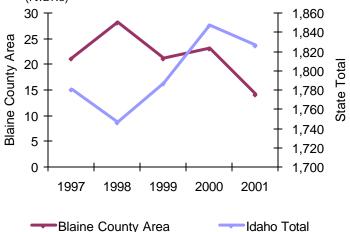
 Table 6. Total Domestic Violence Related Incidents (NIBRS)

Year	Blaine	Custer	Camas	Lincoln	Total	%	Total
						Change	Idaho
1995	101	24	1	0	126		5896
1996	78	18	0	0	96	-23.8	5206
1997	52	11	3	3	69	-28.1	5856
1998	83	8	0	2	93	34.8	5840
1999	53	4	0	0	57	-38.8	5468
2000	69	4	3	0	76	33.3	5754
2001	76	11	2	1	90	18.4	5911
Average	73.1	11.4	1.3	0.9	86.7		5704.4

#### Sexual Assault

Reported incidents of sexual assault for the rural area of Blaine County is a small portion of the overall incidents in Idaho. The trend of sexual assault occurring in this area diverges from that of the state (Chart 8). Thus, there are two years with similar up and down trends between the project region and the state. But generally speaking, the overall trend of sexual assault in the Blaine County area is decreasing while the state trend is increasing (Chart 8). Based on the fact that the trends do not match, it is possible to ascertain that the forces playing out in the state do not have the same relevance for the Blaine County region and that something more local is affecting the rate of reported sexual assaults. It cannot be stated that this is a direct reflection of the activities devoted by The Advocates, but does make their efforts look worthwhile.





Note: The number of Sexual Assault cases resulted from combining all forcible fondling, forcible rape, forcible sodomy, incest, sexual assault with an object, and statutory rape charges that were reported to police (NIBRS). There were no sexual offenses reported for Camas County during this period.

#### Analysis of NIBRS data

When looking at the previous information, it must be noted that the initial numbers of domestic violence offenses should increase due to the changing attitudes of justice department officials and of the community. Through training and stricter protocols designed by The Advocates; police agencies, judges and prosecutors will inevitably change the way domestic violence cases are handled. Among other changes, stricter batterer sentences should be awarded in the form of more jail time

or community service, and there should be a continued reduction in dismissed cases. In the short term, the efforts made by the Advocates should theoretically increase the number of domestic violence cases going through the system as law enforcement personnel take cases more seriously and victims are more willing to file charges against their assailant.

Although lower than the initial number of domestic violence cases reported in 1996, the trend since 1999 has been on the rise for the 4 county region. Thus, we can reasonably state that the efforts of The Advocates have not been in vain. As the community is made more aware of domestic violence, more cases will be located, and more women will need help. Over time, the levels should drop off as treatment for batterers and the counseling for victims have their intended effect.

The total sexual assault offenses show a different aspect of the effect The Advocates have had on the Blaine County area. Here, again, we should see an increase in the total reported offenses handled by justice officials, as more are made aware of the severity of the issue and become more aggressive in reporting and sentencing. From a high of 28 reported offenses in 1998, (Chart 8) the number of sexual assault cases has dropped off by half in 2001 to 14. The number of sexual assault cases does not mirror the offenses occurring at the state level. Something inherent to the community must be creating this decrease.

#### Conclusion

The Advocates are doing a superb job providing aid to victims of domestic violence and sexual assault, and raising community and justice practitioner awareness. They continue to do an excellent job of documenting their activities and successes. The data gathered has proven to be invaluable at determining the program's impact in the community and therefore to justify the need and existence of the program.

This evaluation has utilized data provided by The Advocates, in conjunction with domestic violence and sexual assault incident reports obtained from the Bureau of Criminal Identification of the Idaho State Police.

The Advocates will be recognized as a model agency as they expand their efforts in the future. Listed below are some recommendations to improve current evaluation efforts. As with any evaluation attempt, measuring the impact of the program will ensure the quality of the program.

#### #1. Know the details of the client base

First, it would be beneficial to The Advocates to have a more detailed account of who their client base is. Keeping track of demographic information as race, age of the offender and victim, household income, severity of previous abuse, and the date of the most recent domestic violence incident would help to understand what segment of the pool of domestic violence victims their services are helping the most. For instance, the median household income in Blaine County is \$50,496 versus \$37,572 for the State of Idaho (U.S. Census Bureau). There are also less individuals below poverty compared to the rest of Idaho (7.8% versus 11.8%) (U.S. Census Bureau). Recent research indicates that individuals seeking shelter and counseling from domestic violence are more likely to be unemployed and be receiving public assistance (Swann, 1997). It would be beneficial to know if women from upper income levels are coming in for help. And, if not, what the agency needs to do to reach this community as well. Understanding the basic nature of their client base will also help in writing future grants, as it would help justify expenditures in different service expansion areas.

Note: the Advocates do keep track of various client demographics which they report to the domestic violence council on a quarterly basis. However, they don't store this information in a database where it can be statistically manipulated and analyzed for future use.

#### #2. Keep Track of Clients Coming Back, and Why

The second recommendation concerns the way The Advocates keep track of their clients. It would be beneficial to know how frequently a client comes back for services, and if repeat clients are with the same offender, or someone new. Also, tracking all the different services clients may have used, such as if the same client received counseling over the telephone, came in for a support group, and then individual counseling, and later was sheltered, etc. This would help reduce over-counting and give a more accurate picture of the total number of victims utilizing their program. This may entail budgeting a part-time data manager.

#### #3. Understand the True Needs of Clients

Third, The Advocates should evaluate the services they provide their community based on how the clients felt about those services. For example, a survey could be given to clients at different intervals during their involvement with The Advocates that would ask how effective they felt the program was in meeting their needs; how satisfied they were with the program; and keeping track of whether any measurable changes resulted in their lives as a result (Sullivan, 2001). The Advocates, for instance, currently keep track of how many court protection order violations they help with. However, it is important to note whether the client wanted a protection order. Did clients feel getting a protection order suited their needs? After involvement with the agency, did clients feel pressed to take action they regretted later? Did the program make the client feel safe? There are a variety of reasons why a person would seek help from The Advocates, and it is important to understand and note the differences.

Note: the Advocates do give their clients an evaluation after receiving services, however, this information is not stored in a database to be assessed for any trends. The infromation is used during monthly meetings. However, a great deal of valuable information could be attained by linking the value the class has on individual lives with other things happening in the community and in the program.

#### #4. Understand How Many Victims There Are

Another recommendation is that as many sources as possible should be used to analyze how much domestic violence is occurring within The Advocates' project region. The Advocates have done a tremendous job of tracking the number of cases going through the Blaine County courthouse. However, any other avenues (such as a victimization survey of the area, if possible) that can be used to enable them to understand how much domestic violence is occurring are a suggested pursuit. This, again, will help understand how many domestic violence victims there are, and what they need to do to help more victims.

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