





# To Protect and Serve

A look at a Collaborative Effort to  
Address Domestic Violence and Sexual Assault

# Serve to Protect

Bingham Crisis  
Center



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# Introduction and Structure of Report

This is an evaluation of a collaborative project in Bingham County, Idaho. Since 1997, three agencies in Bingham County, Idaho have received STOP funding at one time or another.<sup>1</sup> The Bingham County Sheriff's Office, the Bingham Crisis Center, and the Blackfoot Police Department (BPD) received grant money to develop and strengthen support services for victims of domestic violence as well as improving law enforcement strategies to convict perpetrators of violent crimes against women.

The first agency to receive STOP funding was the Bingham Crisis Center. This set the course for a very innovative program designed to address domestic violence and sexual assaults. Funds received in 1997 helped to establish the Bingham County Domestic Violence and Sexual Assault Task Force. This task force, comprised of thirteen key agencies, established a protocol in 1998 addressing each agency's responsibilities in cases involving domestic violence and sexual assaults. Task Force agencies include the Blackfoot Police Department, the Bingham County Sheriff's Office, the Bingham County Prosecutor's Office, 7th District Judicial Judges, local emergency room personnel, the Bingham Crisis Center and the Blackfoot City Prosecutors. The establishment of the task force allowed agencies to work together to identify problem areas, solutions, and opportunities for interagency training. In the following years, the Bingham County Sheriff's Office and the Blackfoot Police Department received funding for digital cameras and other recording devices to better document cases for prosecution. The Bingham County Sheriff's Office also received funding for a full-time domestic violence investigator. The Bingham Crisis Center received funding to provide victim services, such as individual and group counseling and bilingual/bicultural services for victims. Further, all three agencies participated in interagency training.

This evaluation describes the project's genesis, its goals and structure, how it operated, the methods used to evaluate its success, and whether it met its goals. The majority of information provided in this evaluation is culminated from quarterly grant reports submitted by the three Bingham County subgrantees to the Idaho State Police Department of Planning, Grants and Research. These quarterly reports have consistently contained valuable information about project goals, objectives, and any obstacles or achievements reached by the program. Due to these self-evaluation efforts, resource and time restrictions, this report will utilize the data and information provided by these programs along with additional analysis of domestic violence offenses that have taken place within Bingham County.

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<sup>1</sup> In 1994, The Violence Against Women Act (VAWA) was passed and included funding to states under the STOP Formula Grants Program. Under STOP, grant money is provided for services, training, officers and prosecutors. The goal of STOP is to provide support for female victims of violent crimes by developing and strengthening victim services as well as providing effective law enforcement and prosecution strategies to convict perpetrators of violent crimes against women. The long-term goal of the STOP Program is to effect institutionalized system change, in which victims encounter a positive and effective response from the criminal justice system and community agencies offering services and supports.

<sup>2</sup> IIBRS is a crime reporting system that has replaced summary Uniform Crime Reporting (UCR). It is an incident-based reporting system in which data is collected on each single crime occurrence. Information concerning the offense, victim, suspect, arrestee, and property (if involved), is collected by police agencies in Idaho. Idaho's police agencies then submit this information to the Idaho State Police, who in turn sends this information to the FBI, the repository for the National Incident-Based Reportign System (NIBRS).

Information used in this report is taken from each project’s quarterly program reports, the case management records of the Bingham Crisis Center and Bingham County Sheriff’s Office, newspaper reports, as well as police reports submitted through Idaho’s Incident-Based Reporting System (IIBRS).<sup>2</sup>

## About Bingham County

Bingham County is a community consisting of 2,095 square miles nestled between seven other counties in the southeastern corner of Idaho. Of the 44 counties in Idaho, Bingham County has the 7<sup>th</sup> largest population with 44,051 people<sup>3</sup>. Six incorporated towns are located within Bingham County: Shelley, Firth, Blackfoot, Aberdeen, Basalt, and Atomic City. Bingham County is also home to the Fort Hall Indian Reservation. Blackfoot is the county seat and largest city in the county, with an estimated population of 10,707 people in 2004<sup>4</sup>.

The major industries in Bingham County are farming and food processing. A majority of the land is for agricultural use or rangeland (78.5%). The unemployment rate has decreased since 2000, from 4.6% to 3.5% in 2006. The per capita income has increased from \$19,267 in 2000 to \$21,569 in 2005. However, compared to the state as a whole, Bingham County is not as prosperous. In 2005, the average income for Bingham County residents was only 76% of the state’s average. Compared to Idaho’s population, Bingham County residents are less educated, have a higher percentage of individuals below poverty, are generally younger with 32% being juveniles, have more people per square mile (21), and a majority of the population (58%) live in rural areas (see Table 1). The divorce rate and marriage rate are also lower than Idaho’s rate<sup>4</sup>.

Table 1  
Bingham County Compared to the State of Idaho

Census Data	Bingham	Idaho
Persons under 18 years old, 2006	32%	27%
American Indian, 2006	6%	1%
Hispanic Origin, 2006	14%	10%
Language other than English spoken at home <sup>a</sup>	14%	9%
Persons below poverty, 2004	13%	12%
High school graduates <sup>b</sup>	81%	85%
Median household income, 2004	\$38,966	\$40,509

a. Percent of those age 5 and older, 2000

b. Percent of persons age 25 and older, 2000

## II. Background of Project and Context

This section provides a description of the project’s origin and gives some background about the collaborative efforts of agencies involved in this project.

<sup>3</sup> Source: Source U.S. Census Bureau: State and County QuickFacts. <http://quickfacts.census.gov/qfd/states/16/16011.html>

<sup>4</sup> Source: Idaho Department of Commerce, Statistic and Research, [Idaho County Profiles](http://labor.idaho.gov). <http://labor.idaho.gov>

There were several underlying problems in Bingham County that this grant project was designed to mitigate or eradicate.

## Problems Identified

1. Domestic violence offenders falling through the cracks.

The Blackfoot Police Department reported that in 1997 there were 267 cases of domestic violence reported to their department. In 1998 there were 230 reported cases of domestic violence. Of those in 1998, only three arrests were made (1%). In the first nine months of 1999 there were 151 cases reported, of which nine arrests were made (6%)<sup>3</sup>. The Bingham County Sheriff's Office reported that from January to September of 1998, the sheriff's office took a total of 221 domestic disturbance calls. Out of the 221 calls, only 51 citations were issued and 16 arrests were made.

The Blackfoot Police Department also noticed a problem with repeat offenders. Between January 1997 and October 1999, there were 39 protection order violation citations issued, often to the same people.

Solution: Solutions to problems 2-5.

2. Lack of communication between prosecutors and law enforcement until the day of the court hearing.

Before the project, prosecutors only received a copy of the written report with very little interaction between officers and prosecutors. Thus, the prosecutor didn't always understand the severity of the case or the issues involved until the day of the court hearing.

Solution: Having more interaction will make cases stronger and lead to more successful prosecutions.

3. Lack of adequate documentation to hold offenders accountable.

Before the project, 30% of cases were dismissed when a victim didn't testify because there wasn't enough follow-up, documentation, or education.<sup>3</sup> Although the law allows for violent offenders to be prosecuted without the victim's consent, police departments in Bingham County had inadequate means to document these cases and gather evidence. If the victim refused to testify, all the police had to work with were their notes and a tape recorder. This made it hard for officers to give descriptions of injuries found on the victim and the judges and prosecutors couldn't understand the full effect of these injuries.

Solution: Acquire digital cameras.

4. Lack of time and resources to investigate cases properly.

Another problem experienced by police departments in Bingham County was that the primary officer responding to a domestic violence call had to try to complete the case in a short time

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<sup>5</sup> Getting tough on the plague of domestic violence and abuse, April, 24, 2000. Combating the Batterer, by Emily Hone, *The Morning News*.

frame. Often officers tried to complete the case before the end of their shift or their scheduled days off. Thus, officers tended to rush through an investigation, not getting all the information necessary for a successful prosecution. Furthermore, most injuries like bruises can take up to 48 hours to take on their full coloring and indicate the severity of injury. In addition, different officers often responded on different days and shifts to the same household, not realizing there had been prior domestic disturbance calls and the issues involved (i.e. drugs, alcohol, child custody).

Solution: Hire a detective to investigate cases of crimes against women occurring anywhere in Bingham County. The investigator would pick up statements, conduct interviews at the time, and take follow-up photos.

5. Lack of education on domestic violence laws and issues.

A Blackfoot Police Department Lieutenant said in a newspaper article that not long ago most police officers didn't understand domestic violence and its implications.

"I recall going to several calls where there were big time injuries to the female," Newbald said, "yet she would not leave. I went to the same place repeatedly, one place 30 times. Sometimes the woman would sign a complaint but never showed up in court, and we officers couldn't understand it."<sup>5</sup>

Solution: Co-training of officers on domestic violence issues.

6. Underserved populations based on culture and language.

Bingham County had a population estimate of 43,205 in 2004. The population is diverse due to a large population of migrant workers in the agricultural industry. A portion of Bingham County is also included within the Fort Hall Indian Reservation. According to the 2000 U.S. Census, Bingham County had a higher percent of Native Americans (6.7%) and Hispanics (13.3%) than Idaho as a whole (1.4% and 7.9%). Further, 13.6% of the population spoke a language other than English at home, compared to 9.3% of Idahoans. Between 1997 and 1998, 17% of the clients served by the Bingham Crisis Center (including both adults and children) were Hispanic. During this same time frame, eleven women spoke little or no English and 10 others had limited English skills.

Solutions: Hire a bilingual worker. Establish a Spanish hotline, especially for outlying areas of the county which are as far as 45 miles from the Bingham Crisis Center office and shelters in Blackfoot.

## Actions Taken

### Protocol

In 1997, the Bingham Crisis Center received STOP funding. With this grant money the Bingham Crisis Center helped to organize the Bingham County Domestic Violence and Sexual Assault Task

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<sup>5</sup> Getting tough on the plague of domestic violence and abuse, April, 24, 2000. Combating the Batterer, by Emily Hone, *The Morning News*.

Force. This task force is comprised of: Bingham Crisis Center, Bingham County Prosecutor's Office, Bingham County Sheriff's Office, Blackfoot Police Department, Bingham Memorial Hospital, Idaho Department of Health and Welfare, Blackfoot Prosecutor's Office, Shelley Prosecutor's Office, Shelley Police Department, Department of Probation and Parole, Firth Police Department, Aberdeen Police Department, and Aberdeen Prosecutor's Office.

The Bingham County Domestic Violence and Sexual Assault Task Force originated to develop a protocol for domestic violence and sexual assault in Bingham County. Task force members committed to decreasing the incidence of domestic violence and sexual assault and agreed to work cooperatively toward the accomplishment of this goal. The protocol describes each member's roles, including the ambulance crews and the 911 Dispatch Center. The procedural protocol became effective in 1998. The task force continues to exist to ensure implementation of the protocol. In 1998, STOP funding also covered 12 hours of domestic violence and protocol training for law enforcement, the Bingham Crisis Center staff, and victim advocates.

### Digital Cameras

In 1998, the Idaho legislature passed several laws concerning domestic violence. Along with doubling the penalty for domestic violence if a child was present, the legislature also made it a felony for any household member to willfully inflict a traumatic injury. The legislature defined a traumatic injury as, "a condition of the body, such as a wound or external or internal injury whether of a minor or serious nature, caused by physical force." This created what some call "victimless prosecution," in which a victim no longer had to press charges for an abuser to be arrested, nor did a police officer have to witness the abuse. Now, officers arriving at a domestic violence call can make an arrest if there are indications that domestic violence occurred. However, in order for an offender to be successfully prosecuted without the victim's testimony, better evidence was needed.

Digital cameras were purchased in 1999 by the Bingham County Sheriff's Office and by the Blackfoot Police Department in 2000 with STOP funds. Before receiving their first STOP grant in 1998, the Bingham County Sheriff's Department had only one digital camera, donated by the Bingham Crisis Center. However, because there was only one camera, it had to be left at the station so all officers could use it. By the time officers were able to retrieve the camera, it was too late to accurately record what had happened at a domestic violence scene. With the 1998 grant, the Bingham County Sheriffs Office purchased 11 digital cameras for patrol officers, usually the first responders, to document the domestic violence scene.

A year later, the Blackfoot Police Department used grant money to purchase 14 cameras, 15 micro-cassette recorders, and 1 multi-phone recorder. This allowed for all members of the department to have a camera to document the scene, the victim's injuries, children's emotional state, and the appearance of the batterer when the incident occurred. The micro-cassette recorders are used to record spontaneous statements used by the victim and suspect upon the officer's arrival. These items are then submitted with police reports upon the filing of criminal charges.



## Hire Investigator

In 2000, the Bingham County Sheriff's Office received a new three-year grant to, among other things, hire a full-time detective. The sheriff's office saw the need for a specialized investigator to solve many of their problems, like lack of time to properly investigate domestic violence cases, lack of communication between prosecutors and officers, and the result of offenders falling through the cracks. With input from the Bingham County Prosecutor's Office and the Bingham Crisis Center, the investigator was hired in January 2000 as the domestic violence investigator.

The role of the domestic violence investigator is to conduct/assist with on-scene investigations of violent crimes against women. The investigator also follows up on cases of domestic violence (taking photos, statements, interviews) when the originating officer's schedule does not allow it or if another local agency requests assistance. After the investigation, the detective coordinates all criminal charges with the prosecutor relating to reports, photos, statements, or follow-up work. In addition, the investigator coordinates meetings to discuss problems and find solutions. The investigator is also assigned the task of tracking information pertinent to evaluating the program and identifying problems.

The investigator was originally assigned to work on county cases, but this immediately expanded as other officers in other agencies got to know her. The investigator does a follow-up investigation when she is not the primary responder. Then the investigator works hand in hand with the prosecutor in preparing the case for court and recommending which charges to file and appropriate sentencing. The investigator also accompanies victims to court hearings if needed. Other duties include identifying problems and reasons for dismissals and recommend solutions, and working closely with the crisis center and victims to ensure victim safety.

## Integrated Training

The domestic violence investigator developed a 20 hour in-service training in coordination with the Bingham Crisis Center and the Department of Health and Welfare for first responders. The domestic violence investigator became a P.O.S.T. certified trainer on domestic violence issues. The domestic violence investigator proactively offers assistance to other local law enforcement agencies in training on issues of violent crimes against women. This training focuses on building trust with victims and facilitating victim cooperation, looking for possible underlying problems, and understanding the victim's point of view. Training was further developed to train prosecutors to better understand these crimes, why they're committed, and to learn the best method to sentence offenders to achieve effectiveness and to reduce repeat offenses.

## Expand Bingham Crisis Center Services

The Bingham Crisis Center has been serving victims of domestic or sexual violence in Bingham County and surrounding areas for more than twenty years. The mission of the center is to provide needed services to victims of domestic violence and sexual assault. The Bingham Crisis Center received funding to expand their services such as counseling and bilingual/bicultural services for victims. The crisis center began support groups for adult victims and children of abused parents and

batterers. The center has also hired a bilingual outreach worker who translates for court cases, helps Spanish speaking clients, and assists with a Spanish speaking women's group. Other services provided to clients are: safe housing; court advocacy; case management; referrals to legal, medical, financial, educational, child care, and employment services; support and advocacy; parenting classes; batterers' treatment; individual play therapy; sexual trauma survivor's group; and a children's group.

### Task Force Meetings

The Bingham County Domestic Violence and Sexual Assault Task Force has been a key instrument in organizing a comprehensive response to domestic violence and sexual assault. The task force has continually evolved, adjusting to the needs and problems of its member agencies and coming up with new ideas. For example, in 2000, prosecutors, judges, local law enforcement and the Bingham Crisis Center met to upgrade the Domestic Violence and Sexual Assault Protocol to include victimless prosecution procedures as a result of new legislation. Other issues addressed in these meetings were developing a check list for officers on the difference between felony and misdemeanor battery charges, letting officers know when felony charges are denied so they can file misdemeanor charges, notifying the Bingham Crisis Center of domestic and sexual violence situations, deciding the appropriate length of the anger management program, and entering no contact orders into ILETs. Bi-monthly meetings began in October of 2000 between law enforcement, prosecutors, city attorneys, health and welfare, and the crisis center.

Although each subgrantee had different goals, they all had an overarching goal of improving services in order to decrease incidents of domestic violence and sexual assault by working cooperatively together. The rest of this report will focus on the overall domestic violence and sexual assault situation in Bingham County and what accomplishments were made by both subgrantees.

## **A Look at Domestic Violence and Intimate Partner Violence in Bingham County: 1998-2005**

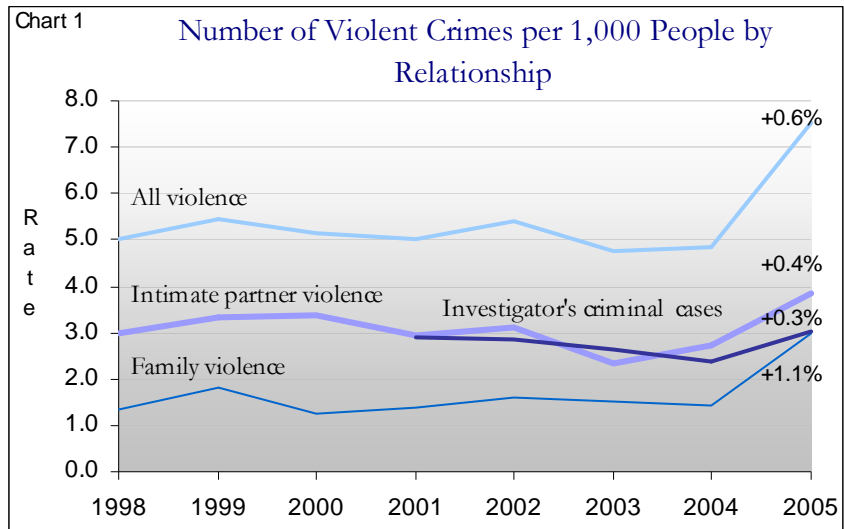
*The following is an analysis of information from police reports submitted to the Idaho State Police through IIBRS (Idaho Incident Based Reporting System). For this analysis "Intimate Partner Violence" is defined as violence between intimate partners (current or former spouses, boyfriends and girlfriends, and common law spouses). By Idaho Statute, "Domestic Violence" is a battery or assault committed by a spouse, former spouse, or a person who has a child in common, or a person with whom a person is living in the same household. In IIBRS, however, it is unknown whether the victim and offender live together. Therefore, in instances where IIBRS data is used, both intimate partner violence and violence occurring between family members will be looked at. When data from the domestic violence investigator is analyzed, the statutory definition of domestic violence is used.*

Between 1998 and 2005, there were 4,184 total victims of violence in Bingham County. Of these, 30% (1,252) were victims of intimate partner violence. Violence by one spouse against another was 19% of violent crimes between 1998 and 2005<sup>4</sup>, while violence by a non-intimate family member was

<sup>4</sup> 2005 data does include December

39% of total violent crime. The most frequent type of criminal violence was between acquaintances, which accounted for 35% of all violence that occurred between 1998 and December 2005.

Chart 1 shows the yearly violent crime rates in IIBRS by the relationship between victim and offender. As represented in Chart 1, the rate of intimate partner violence stayed relatively level compared to all violent crimes and family violence. While violent crimes reported in IIBRS went up in 2002 and down in 2003, the rate of intimate partner violence was relatively level. Further, the rate from 2004 to 2005 for all violence increased by .6%, while the intimate partner violence rate increased .4%. Chart 1 also shows the rate of domestic violence cases handled by the domestic violence investigator. The investigator cases decreased every year except from 2004 to 2005. It is possible that the investigator reached the maximum number of cases they could handle in 2005, explaining why the investigator's cases didn't increase as much as other violent crimes.



## Domestic Violence Investigator Cases

The following data comes from two sources. The first source of information is case data tracked by the domestic violence investigator. From January 2001 to December 2005, the Bingham County domestic violence investigator kept information on the cases she investigated. The following information was collected:

- Whether the case was criminal
- If children were present during the incident
- If a Civil Protection Order (CPO) was issued or had been issued in the past
- If the offender was at the scene when police arrived
- Whether alcohol or drugs were involved
- The age of the offender and victim
- Whether charges were filed and whether the offender pled guilty

The second source of information is from police reports submitted to the Idaho State Police through the IIBRS program. The domestic violence investigator cases were linked by case number and jurisdiction to IIBRS data. Table 2 demonstrates that by linking case numbers by jurisdiction it was found that 90% of all criminal cases documented by the investigator were also documented in IIBRS.

The ability to link the investigator's cases to IIBRS allowed for a more detailed analysis of the incident, offense, offender, victim, and arrest information.

Of the 1,095 cases the investigator handled between 2001 and December, 2005, 55% were criminal cases. The other 45% of cases were verbal arguments in which a crime was not committed. The majority of cases originating from the Aberdeen Police Department, the Bingham County Sheriff's Office, and the Shelley Police Department are criminal cases (73%, 58%, 57%). Cases originating out of the Fort Hall Police Department are dramatically less likely to be deemed as a criminal case (30% versus an average of 54%).

Table 2  
Domestic Violence Investigator Cases  
by Agency and Criminality

	Verbal	Criminal	Total
Aberdeen PD	27 %	73 %	22
Bingham Co So	42	58	505
Blackfoot PD	50	50	490
Shelley PD	43	57	63
Forthall PD	70	30	10
Firth PD	50	50	2

Count is Investigator Cases = 1,092 Cramer's V = .106  
at sig. level <.05

Most criminal incidents handled by the domestic violence investigator are simple assaults (93%). Simple assaults are physical attacks that neither involves a weapon nor an obviously severe injury to the victim. The second most common criminal offense handled by the investigator is aggravated assault, involving a weapon or severe bodily injury (4.8%). Although one of the goals of the domestic violence investigator and the Bingham Crisis Center are to reduce sexual assaults, the investigator handled very few sexual assault cases. Sexual assaults consist of 6.7% of all violent crimes in Bingham County for 2005, but only 1.6% of the domestic violence investigator cases involved a sexual assault.<sup>5</sup>

Table 3  
Known Offense by Year For Detective's Criminal Incident

	2001	2002	2003	2004	2005
Simple Assault	90.0 %	90.3 %	93.8 %	95.0 %	94.3 %
Aggravated Assault	9.1	7.1	3.1	3.0	1.6
Vandalism	7.3	4.4	6.2	1.0	3.3
Sex Offense	0.9	0.9	0.0	1.0	1.6
Intimidation	0.0	0.9	1.0	1.0	0.8
Kidnapping	0.0	0.0	0.0	0.0	0.8
Drug Offense	0.9	0.9	0.0	0.0	0.0
Drug Equipment	2.7	2.7	0.0	0.0	0.8
<b>Total</b>	<b>110</b>	<b>113</b>	<b>97</b>	<b>100</b>	<b>122</b>

Count is Lisa Criminal Incident where offense is known = 542

As Table 4 shows, criminal cases investigated by the domestic violence investigator are more likely to involve alcohol (72% versus 28% of verbal cases). Criminal cases are also more likely to have children present (68%) and the suspect having left the scene (74%).

<sup>5</sup> Sexual assaults include forcible rape, forcible sodomy, forcible fondling, and sexual assault with an object.

Most victims (72%) are female. Chart 2 illustrates that females are the majority of victims when it involves a criminal act (78%). When a male is a victim, they are most likely a victim of verbal abuse. About 61% of male victims are victims of verbal abuse. As expected, the majority of offenders are male (76%). The majority of female offenders are verbal abusers (59% of female offenders).

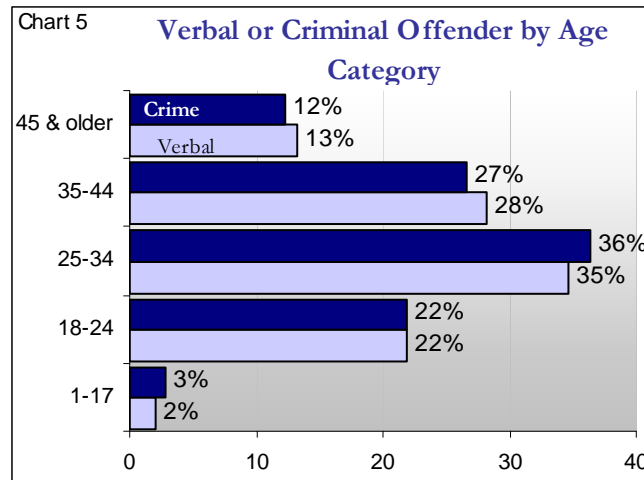
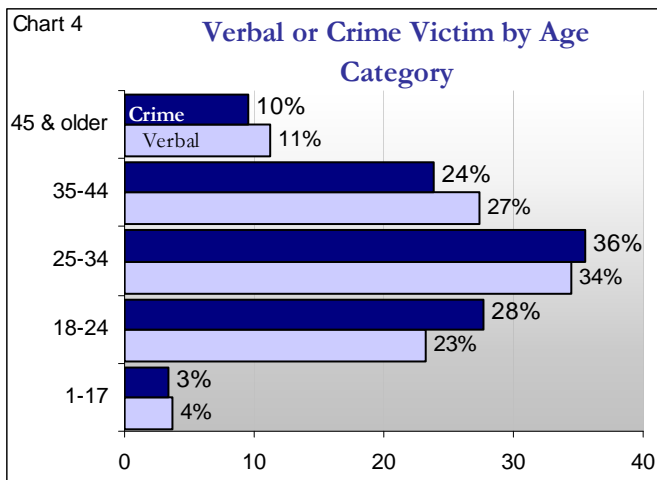
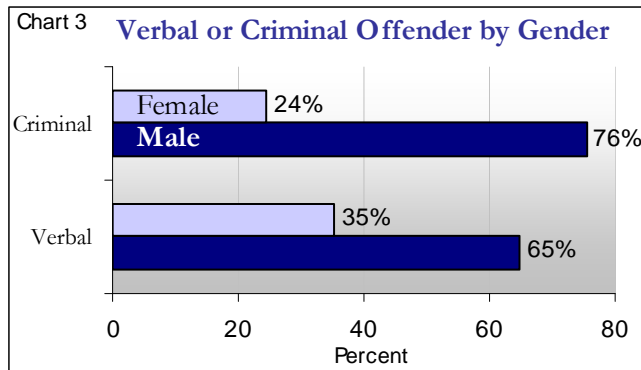
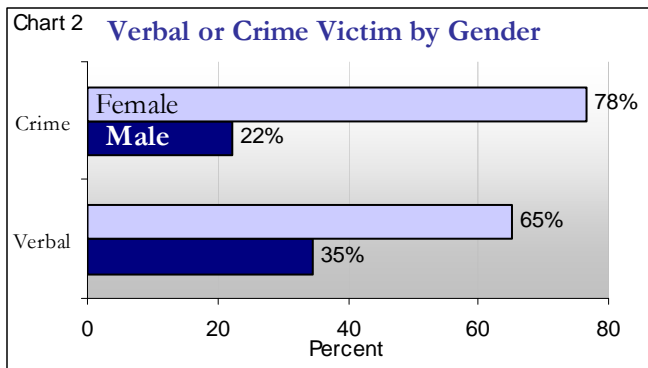
The largest portion of victims and offenders are between the ages of 25 and 34 (35%, 36%). The average age of all victims is 32 years and suspects average an age of 33. Crime victims tend to be younger (31 years of age) than verbally abused victims (32 years old on average). Victims of a crime documented by the detective were likely to be white (81.1%) and/or non-Hispanic (70%). However, 19% of these victims

Table 4

Description of Domestic Violence Investigator Cases by Criminality

	Verbal	Criminal	Total
<u>Alcohol or Drugs?<sup>a</sup></u>			
No	55 %	45 %	694
Yes	28	72	401
<u>Suspect at the Scene?<sup>b</sup></u>			
Yes	47 %	53 %	380
No	26	74	162
Unknown	50	50	553
<u>Children Present?<sup>c</sup></u>			
No	51 %	49 %	782
Yes	32	68	313

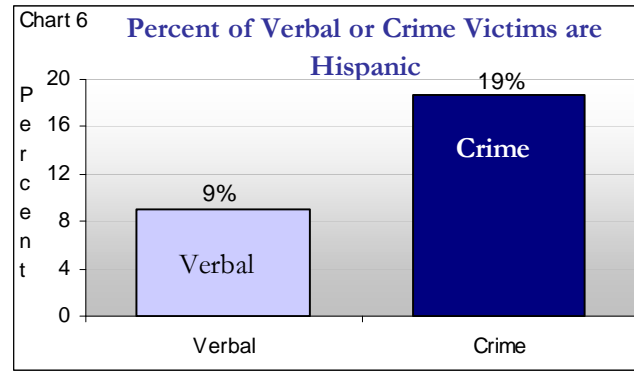
Count is Investigator Cases = 1,095; a. Phi =.258; Sig. level <.001. b. Cramer's V =.164; Sig. level <.001. c. Phi =.174; Sig. level <.001



were Hispanic, five percentage points higher than Bingham County's overall Hispanic population (Census 2006 estimate at 14%).

## Bingham Crisis Center

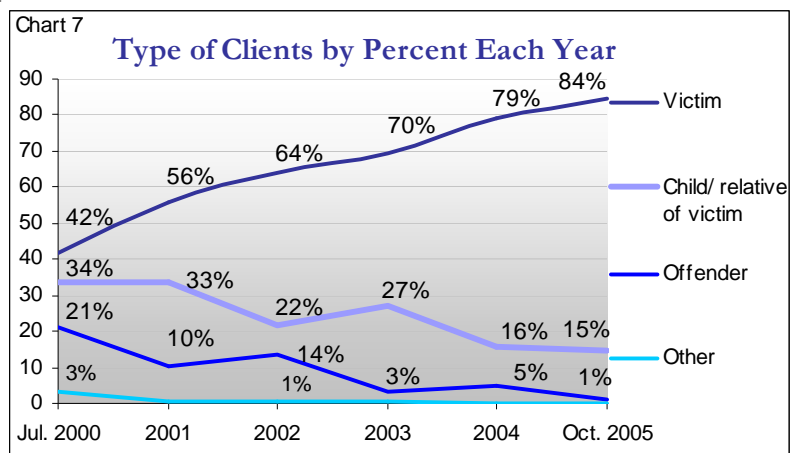
The following data comes from client intake forms which are filled out every time services are provided. The forms are filled out by the client or by a crisis center worker who asks clients the questions on the form. Information on about 608 shelter clients is missing due to the inability to extract this information from the client data system.



There are four types of clients of the Bingham Crisis Center: victim, child or relative of the victim, other, and offender. Victims are the primary victim of the offender. The child or relative of the victim is not usually documented as being abused but witnessed the abuse. "Other" clients are not documented victims but are clients because they are suicidal and called the hotline, or they are attending a parenting class. Offenders are clients who are taking batterer's treatment.

From 1996 to 1997, the Bingham Crisis Center reported serving 501 victims, both adults and children. From 1997 to 1998, they reported serving 406 adults and 320 children. Between July 2000 and November 2005, the Bingham Crisis Center documented 876 incidents of abuse. During this time, the crisis center served 1,245 clients. Approximately 60% of clients were victims, 28% were the child or relative of the victim, 11% were offenders, and 1% were other clients (suicidal, attending parenting class, etc.). Chart 7 describes the percentage of each client type each year.

Referring to Chart 7, the Bingham Crisis Center focused more and more on victims every year. Each year, victims became a larger percent of clients served by the crisis center. In the later half of 2000, victims consisted of 42% of all clients served. In 2001, this increased to 56%. By the first 10 months of 2005, the percent of victims had increased to 84% of all clients served.



## Client Characteristics

A majority of victims were physically abused, 56%. Verbal or emotional abuse was the second most common abuse experienced by victims, 15.6%. An additional 14% of victims were threatened with harm. As expected, 87% of clients who were a child or relative of the victim had witnessed the abuse.

In 5.6% of incidents involving the child or relative of the victim, they were secondary victims of battery or verbal/emotional abuse, or the offender threatened to harm the children as a means to control the victim. "Other" clients were not victims of abuse but were suicidal, had suicidal family members, or were required to take a parenting class offered by the Bingham Crisis Center.

Most victims and offenders are current or prior intimate partners (88%). The majority of victims were victimized by their spouse (62%). Boy/girlfriends are the second most common abusers (15%). Although ex-boyfriends and ex-spouses are most likely to batter their intimates, they also commit 64% of all stalkings. Sexual assault was more likely to

be committed by someone known to the victim other than a family member or intimate partner (43%). Fifty-eight percent of sexual assaults with a battery were committed by a spouse.

Table 5

Type of Abuse by Victim, Child/Relative of Victim, or Other

	Victim	Child/ Relative	Other	All
	%	%	%	%
Battering	56.2	1.1	0.0	39.9
Verbal/Emotional	15.6	2.3	7.1	11.7
Threat of Harm	14.0	2.0	0.0	10.5
Sexual Assault	8.6	0.0	0.0	6.0
Sexual Battery	2.9	0.0	0.0	2.0
Stalking	1.6	0.0	0.0	1.1
Child Abuse	0.7	0.3	0.0	0.6
Other	0.5	7.3	92.9	3.5
Witnessed abuse	0.0	87.0	0.0	24.8
N =	876	354	14	1,244

Count is incident = 1,244

Table 6

The Offender's Relationship to the Victim by Type of Abuse

Victim is the Offender's:	Battery	Other	Sexual & Battery	Sexual Assault	Threat of Stalking	Threat of Harm	Verbal/ Emotional
	%	%	%	%	%	%	%
Spouse	68.3	75.0	58.3	9.1	28.6	64.8	71.0
Boy/Girlfriend	18.1	0.0	4.2	6.5	7.1	9.0	13.8
Ex-Spouse	4.9	25.0	20.8	1.3	28.6	6.6	10.1
Ex-boyfriend	4.3	0.0	0.0	1.3	35.7	7.4	2.2
Child or Step-child	1.2	0.0	0.0	0.0	0.0	3.3	0.7
Sibling or Step-sibling	0.4	0.0	0.0	1.3	0.0	2.5	0.0
Parent or Step-Parent	1.4	0.0	16.7	18.2	0.0	3.3	0.7
Other family	0.2	0.0	0.0	3.9	0.0	0.8	0.0
Known outside family	1.0	0.0	0.0	41.6	0.0	2.5	1.4
Mothers boyfriend	0.0	0.0	0.0	1.3	0.0	0.0	0.0
Stranger	0.2	0.0	0.0	14.3	0.0	0.0	0.0
Unknown	0.0	0.0	0.0	1.3	0.0	0.0	0.0
N =	492	4	24	77	14	122	138

Count is victim and new incident = 871

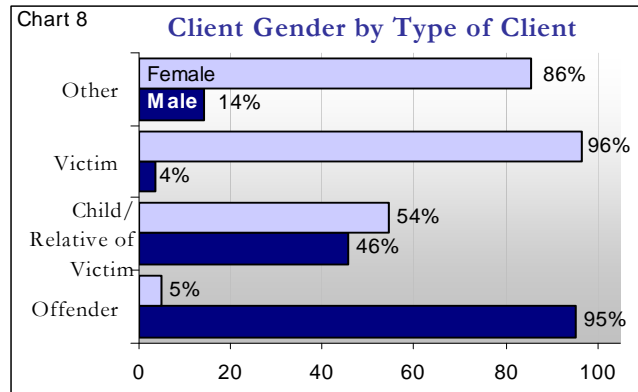


As Chart 8 illustrates, the majority of all clients are female, with the exception of offenders. Around 96% of victims are female but only 5% of offenders are female. About 54% of clients who are children or relatives of the victim are female. Children or other relatives of the victim make up the highest portion of Hispanic clients (32%). About 27% of offenders, 19% of victims, and 14% of other clients are Hispanic.

Approximately 30% of all clients are not adults. The majority of children or other relatives of victims, 92%, are under the age of 18. Only 7% of victims are under the age of 18. The largest age category for both victims and offenders is 25-34 years of age (34% and 31%).

For 41% of adult victims and 45% of offenders, high school was the highest level of education they had completed. Interestingly, a higher percent of adult victims have completed higher levels of education than offenders. Almost 29% of adult victims have some college or higher level, versus 16% of offenders. Yet, offenders are more likely to be employed and have higher income levels.

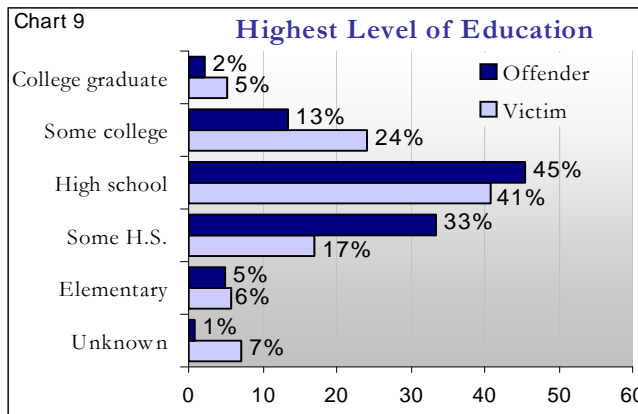
Only 58% of adult victims are known to be employed, while 87% of offenders are known to be employed. Victims have significantly less money than offenders. Of the adult victims, 55% make less than \$8,001 a year, while 62% of offenders made over this amount.



**Table 7 Client Age Category by Client Type**

	Victim	Child/Relative	Offender	Other
1-17	7 %	92 %	0 %	7 %
18-24	23	1	30	21
25-34	34	1	31	43
35-44	24	2	27	0
45 & Up	11	2	12	7
Unknown	2	2	0	21
N =	741	349	141	14

Count is client and new incident = 1,245



**Table 8**

Income Category	Victim	Offender
\$0 - 8,000	55 %	28 %
\$8,001 - \$12,000	15	19
\$12,001 - \$17,000	6	16
\$17,001 - \$24,000	5	9
\$24,001 - \$30,000	3	7
\$30,000 & higher	4	10
N.A.	11	11

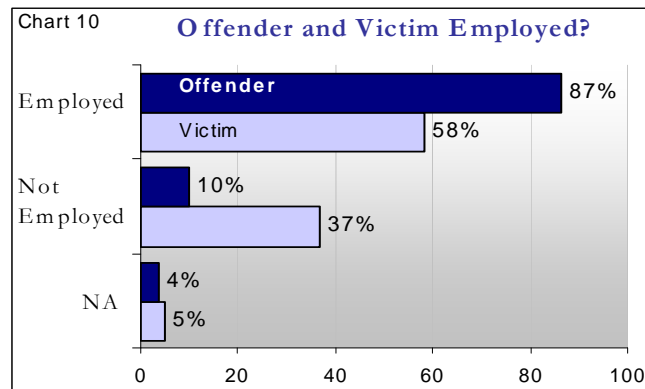




Table 9

When did the Abuse Last Occur?	
24 Hours	52 %
2-7 Days	9
1 Month	3
6 Months - 1 Year	2
5 Years or more	4
Unknown	30
<b>Total</b>	<b>871</b>

The majority of victims (62%) sought help from the Bingham Crisis Center within a week of the abuse. A large percent, 52%, sought help within 24 hours of the occurrence. Only 6% of incidents occurred 6 months or more before the victim sought help. Victims of a battery, stalking, or threat of harm were most likely, over 60% of the time, to seek help within 24 hours

of the incident. Victims of sexual assault were likely to seek help either within 24 hours (32%) or after 5 years (27%).

Most of the time, the incident occurred at the victim's home, 73% of the time. In 53% of the incidents documented by the Bingham Crisis Center, the abuse occurred in Blackfoot. Another 19% occurred in other areas of Bingham County other than Shelley (5%), Aberdeen (3%), and Fort Hall (3%).

A weapon was used in 12% of incidents. A gun was used in 4% of the incidents and a knife was used in 3%. In 15% of incidents, the victim was injured. In 84% of the incidents involving an injury, the injuries were minor (like bruises, small cuts, minor bleeding, and red marks).

In 61% of incidents, neither the offender nor the victim was under the influence of alcohol at the time of the incident. In 39% of incidents alcohol was used by either the victim or offender and drugs was used in 15% of the cases. The offender was more likely to be under the influence of alcohol (29%) or drugs (11%) compared to the victim (3% alcohol and 1% drugs).

## Analysis

The primary purpose of an evaluation is to see if a program met its goals and objectives. Although the goals and objectives of the Bingham County Sheriff's Office and the Bingham Crisis Center changed from grant year to grant year, there are some overall consistencies. The main goal of both grants was to improve services to victims and increase victim safety. In this section, the major objectives of both programs will be examined to determine if they were met. A description and analysis of the Bingham County Sheriff's Office objectives will be provided first.

Table 10

Incident Description		
	N	%
<b>Location of Incident</b>		
Victim's Home	638	73
Offender's Home	68	8
Other	62	7
Public Area	39	4
Street/Parking lot	36	4
Vehicle	21	2
Rural/Country	12	1
<b>Weapon Used</b>		
Gun	35	4
Knife	25	3
Club	9	1
Other	34	4
None	773	88
<b>Alcohol Involved</b>		
Offender	251	29
Victim	28	3
Both	60	7
None	537	61
<b>Drugs Involved</b>		
Offender	99	11
Victim	5	1
Both	25	3
None	747	85

Count is New Incident by Primary Victim= 876

## Analysis of Bingham County Sheriff's Office Objectives

In 1999, law enforcement in Bingham County realized that many cases were not followed up on or slipped through the cracks between law enforcement and the prosecutor's office. The Blackfoot Police Department reported that in 1998 there were 230 reported cases of domestic violence reported to their department. Of the 230 cases, only three arrests were made (1%). The Bingham County Sheriff's Office reported a similar state of affairs. From January to September of 1998, the sheriff's office took a total of 221 calls for service involving violent crimes against women. Out of the 221 calls, only 51 citations were issued and 16 arrests were made. This shows that a small percentage (28%) of offenders were being charged or prosecuted.

The lack of arrests and prosecutions in cases of violence against women continued in Bingham County in 1999. In the first nine months of 1999 there were 151 cases reported to the Blackfoot Police Department, of which nine arrests were made (6%) and only 51 citations were filed (34%). The Bingham County Sheriff's Office reported that from April to December of 1999, 102 cases of violence against women were reported. In only 53 cases (52%), charges were filed and 22% of the victims refused to prosecute. In addition, from January to October of 1999, the Blackfoot Police Department issued 39 protection order violation citations.

To remedy the lack of arrests, charges, and prosecutions in cases of violence against women, the Bingham County Sheriff's Office received a STOP grant in 1999 to purchase 11 digital cameras to help prosecute these cases. In 2000, the Blackfoot Police Department received STOP funding to purchase 14 digital cameras, 15 micro-cassette recorders, and a multi-phone recorder. The Bingham County Sheriff's Office also received STOP funding in 2000 to hire an investigator to handle cases of violence against women. The Bingham County Sheriff's Office continued to receive STOP funding until the end of 2006.

## Analysis of Objectives

*The following information comes from three sources: 1) the Bingham County Domestic Violence Investigator from January 2001 to December 2005, 2) Bingham County Progress Reports, and 3) IIBRS data.*

One primary goal of the Bingham County Sheriff's Office was to increase the accountability of domestic violence and sexual assault offenders and thereby increasing the safety of victims. To accomplish this goal, the Bingham County Sheriff's Office wanted to: 1) increase the level of investigations and follow-up, 2) increase the conviction rate, 3) reduce repeat offenders, 4) have the investigator regularly meet with Task Force members, 5) train law enforcement and prosecutors on handling these cases, and 6) increase the victim's level of confidence in the system. The analysis below examines whether these objectives were successfully accomplished.

### Increase the Level of Investigations and Follow-up

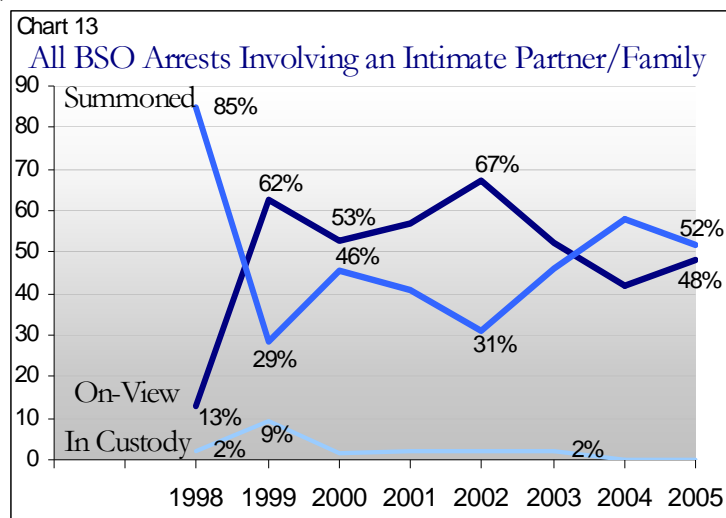
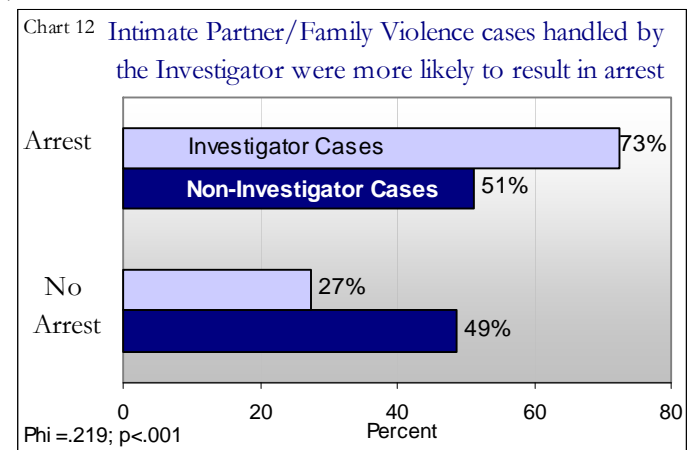
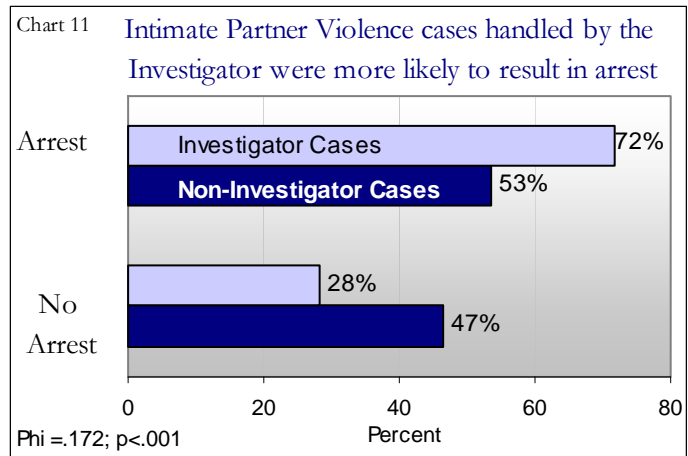
The Bingham County Sheriff's Office hired an investigator to investigate domestic disturbance and sexual assault cases in order to improve the handling of these cases. In 2001, 29% of all violent

crimes and 80% of all intimate partner violence cases in Bingham County were investigated by the domestic violence investigator. In 2005, these percentages were lower at 22% and 40%. However, the number of Bingham County violent crimes increased significantly from 2004 to 2005 (+57%). Intimate partner violence experienced a similar increase of 41%. The domestic violence investigator cases only increased 22% in this time frame. It is possible that this large increase in crimes exhausted the resources of the domestic violence investigator. That is, the investigator can only handle so many cases without sacrificing quality.

An arrest was more likely if the case was handled by the domestic violence investigator. An arrest was made in 67% of all intimate partner violence cases documented in IIBRS. An arrest was more likely if it was the investigator's case, 72%, versus 53% of cases not investigated by the detective. The difference between investigator and non-investigator cases is even more evident when looking at cases of violence between intimates or family members. In 73% of intimate or family violence cases handled by the domestic violence investigator, an arrest was made. In contrast, only 51% of these kinds of cases not handled by the domestic violence investigator resulted in an arrest. The average percent of arrests for intimate family violence cases in Bingham County is 62%.

In IIBRS, three possible categories of arrest exist. The first two, on-view arrest and taken into custody (based on a warrant or previous incident report), result in the person being taken directly into police custody. The third category of arrest, summons/cited, occurs when the offender receives either a citation or a summons to appear in court.

Chart 13 displays all arrests made by the Bingham County Sheriff's Office and the category of arrest. Looking at Chart 13, 13% of arrestees were taken directly into police custody in 1998. In 1999, this increased more than two fold, to 68%. This



trend of arrestees being taken into custody rather than cited or summoned continued to be at least half of the arrests until 2004. Almost the same trend occurred in the Blackfoot Police Department after they received their STOP grant in 2000.

The Bingham County Sheriff's Office and the Blackfoot Police Department are the only law enforcement agencies in Bingham County to experience this dramatic increase in on-view arrests. This suggests that receiving STOP money was an impetus for both law enforcement agencies to pay attention to their arrest practices concerning domestic violence. Further, it appears that the Bingham County Sheriff's Office made a commitment in 1999, and the Blackfoot Police Department in 2000, to focus on keeping domestic violence victims safe by immediately arresting the perpetrator and holding offenders accountable.

### Increase the Conviction Rate

The sheriff's office defined conviction rate as the percent of offenders who had charges filed against them and were subsequently convicted. The sheriff's office reported a 90% conviction rate in 2000, a 75% conviction rate for 2001, and higher than 85% after 2001. This met their goal of having at least an 85% conviction rate after 2001.

Besides the conviction rate, it is important to know how many criminal cases actually have charges filed and the offender is held accountable by a conviction on the original or lesser charge or probation/parole being revoked. Between January 2001 and November of 2005, the offender was held accountable in 76.8% of the cases where the outcome is known. For 33% of the offenders, the case outcome was undocumented or unknown by the domestic violence investigator. Although there was only a 31% accountability rate in 2005, it is important to note that it can take approximately a year for a case to be resolved (see Table 11).

Table 11

#### Criminal Domestic Violence Investigator Cases by Year Held Accountable?

	No	Yes	Missing	Total
2001	14 %	56 %	30 %	153
2002	19	56	25	142
2003	15	55	30	141
2004	15	64	21	125
2005	14	31	55	154

Count is criminal offenders = 715.

On average, 77% of all criminal offenders were convicted of the original or lesser charge. In the other 23% of cases, the charges were dropped for various reasons or the offender was found not guilty (.2%). In 18% of the cases the charges were dismissed because further investigation revealed the suspect was actually the victim or there was not enough evidence. Looking at Table 12, it may seem surprising that in 2005, the percentage of charges not filed increased twofold to 30%. However, this may be explained by the lag time it takes for a prosecutor to file charges after an arrest. False reports resulted in .6% of the cases being dismissed. Other dismissals were due to the offender being sent to prison for a probation violation or because the offender died. In 2.9% of the cases the victim refused to cooperate, resulting in the charges being dismissed. After 2001, it appears the victim's refusal to cooperate had less impact on the prosecutor's decision to prosecute. In 2001, 6.5% of the cases were dismissed because of the victim's uncooperativeness. After 2001, only an average of 1.8% of cases was dismissed due to the victim not cooperating.

Table 12

Case Outcome for Each Offender by Year

	2001	2002	2003	2004	2005	Total
Convicted	80.4 %	74.5 %	78.6 %	80.8 %	68.6 %	77.1 %
Charges Not Filed	12.0	22.0	16.0	14.0	30.0	18.0
Victim Refused to Cooperate	6.5	1.9	3.1	1.0	1.4	2.9
Other (i.e. probation revoked)	0.0	1.9	2.0	1.0	0.0	1.0
False Report	0.0	0.0	0.0	3.0	0.0	0.6
Not guilty	0.9	0.0	0.0	0.0	0.0	0.2
N =	107	106	98	99	70	480

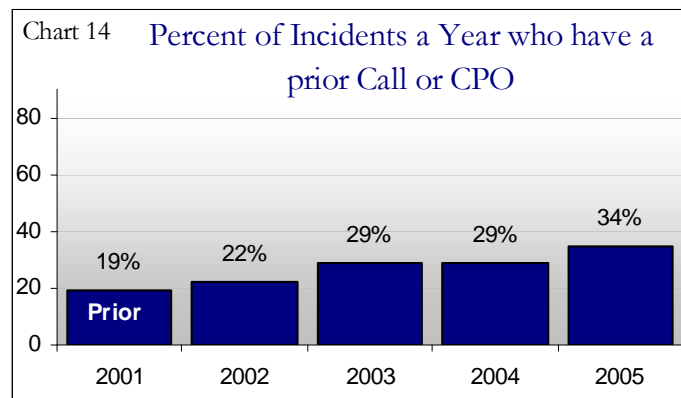
Count is Criminal Offender = 480 (235 cases the outcome is unknown); Sig. level <.05; Cramer's V=.148

### Reduce Repeat Offenders

The Bingham County Sheriff's Office added the objective of reducing repeat offenders by 25% for 2005. The majority of incidents between January 2001 and November 2005 did not involve a suspect with a prior (74%). However, 28% of criminal cases and 24% of verbal cases involved a suspect with a prior verbal or criminal call. In 16% of the investigators cases, the offender had one documented prior, 5.5% had 2 priors and 4.5% had 3 or more priors.

Of the 305 criminal and verbal cases in which the offender had been previously investigated for domestic violence by the domestic violence investigator or had a Civil Protection Order (CPO) issued against them, the largest percent were verbal disputes (38%). Thirty-two percent of incidents involving a prior were criminal priors. In 23% of the cases, the investigator had been called out for both verbal disputes and criminal domestic violence. In 6% of the cases a previous CPO had been issued but it is unknown what type of abuse it was for, verbal or criminal.

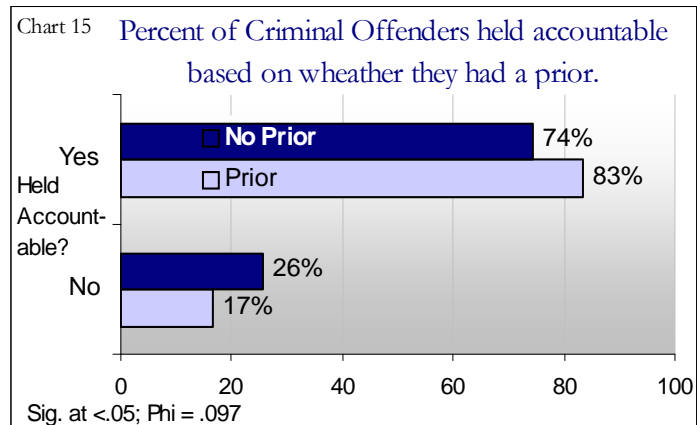
Chart 14 shows the percent of incidents each year in which there had been a prior investigation by the domestic violence investigator or there had been a prior CPO issued. Almost every year between 2001 and 2005 shows a higher percent of cases with a prior. This is expected however, since it is unknown if offenders in the early years of record keeping had prior histories of domestic violence.



Of the 480 criminal offenders investigated by the detective and the outcome was known, 29% had been previously investigated by the detective or they had a prior CPO against them. If a criminal offender had either a prior CPO or had been investigated by the detective previously, they were more likely to be held accountable (83%) than if they did not (74%) (refer to Chart 15). In cases where the outcome is known, the more priors and the more criminal priors an offender has, the more likely they are to be held accountable (p<.05). Moreover, whether the offender had been previously convicted of

the prior criminal domestic violence offense was not associated with them being held accountable. What mattered was that there had been a prior criminal offense. Furthermore, the number of verbal cases and CPOs did not significantly affect the known outcome.

Since 33% of criminal case outcomes are unknown, caution must be used when interpreting the above results. The analysis is based on cases where the case outcome was documented by the investigator. It is possible that the 33% of unknown outcomes can be different enough from the known outcomes to change the above results.



### Investigator to Meet Regularly with Task Force Members

Before the domestic violence investigator was hired, the Bingham County Domestic Violence and Sexual Assault Task Force met on a monthly basis. Once the investigator was hired, bi-monthly meetings were held between the investigator and key task force members (at least 1 representative from law enforcement, prosecutor's office and Bingham Crisis Center). Bi-yearly meetings with Memorandum of Understanding (MOU) members were also held. Furthermore, the investigator met regularly with prosecutors and Bingham Crisis Center advocates.

The investigator met with prosecutors prior to case resolution to provide information, discuss problems and resolve issues. In 2001, these meetings were held every other week with the Bingham County Prosecutor and at least 3 times a week with the deputy prosecutor. In 2002, the investigator's office was moved next to the prosecutor's office for greater access and communication with the prosecutor's office. The frequency of meetings increased to daily meetings with prosecutors. In addition, meetings were held at least twice a week with crisis center advocates.

### Train Law Enforcement and Prosecutors on Handling Cases of Violence Against Women

In 2000, the goal was met that all officers receive 20 hours of in-service training in conjunction with the Bingham County Prosecutor's Office and Bingham Crisis Center. On the otherhand, a mock trail for training purposes was developed but time restrictions never allowed for its use. In 2001, all officers and detectives were to have in-service training on the latest trends and investigative techniques. However, only half of the officers were trained. The sheriff's office did meet its goal of sending two prosecutors and the domestic violence investigator to state and national domestic violence conferences.

In 2002, 8 hours of in-service training was provided to all line officers. Detectives were not given training as planned. One member from the prosecuter's office was sent to basic instructional types



of training to act as a victim/witness coordinator. Advanced training at a national conference was provided for the sheriff's office investigator, prosecutor, and victim/witness coordinator.

In 2003, the investigator received Police Officer Standards and Training instructor status in the area of violent crimes against women. Eight hours of in-service training taught by the investigator was planned but only 4 hours of training was given to 8 officers. In 2004, 4 hours of in-service training was supposed to be provided to all first line officers and detectives but officers received 2 hours of training.

In 2005, 2.5 hours of in-service training for all first line officers of the sheriff's office and the Blackfoot Police Department was planned. The training was to include: 1) reading, understanding, and enforcing CPOR and No Contact Orders, 2) reading, understanding, coordinating and enforcing stalking laws, and 3) reading, understanding and using enhanced penalties for domestic violence where children are present. Four hours of training was given to 31 officers, exceeding the 2.5 hours planned. Furthermore, a team of five detectives received training on rural domestic violence as planned.

### Increase Victim Confidence in Law Enforcement and the Criminal Justice System

The Bingham County Sheriff's Office wanted to increase victims' level of confidence by guiding victims through the criminal justice process and training officers. From April to December of 1999, 22% of the victims refused to prosecute. To evaluate whether victims had more confidence in law enforcement, the criminal justice system, and victim's services, the sheriff's office and the Bingham Crisis Center developed an evaluation. The development of the form began in 2001 and ended in 2002. The evaluation was completed and approved by the task force in 2002. The survey was conducted in 2002 by the Blackfoot Police Citizens on Patrol by calling victims by phone, targeting victims of felonies in the past 3 years. Out of the 24 victims contacted, only 21% took part in the survey, not enough to draw specific conclusions. It was discovered that most of the victims were still with the batterer and did not want to answer questions.

Although the survey was unsuccessful, other information suggests victims became more confident in the system. As mentioned before, after 2001, the victim's refusal to cooperate was less likely to be cited as a reason for not prosecuting. In 2001, 6.5% of the cases were dismissed because of the victim's uncooperativeness. After 2001, only an average of 1.8% of cases was dismissed due to the victim not cooperating. It is important to note that it is unknown whether the prosecution had more solid cases, and therefore did not need the victim to cooperate, or whether more victims were willing to cooperate.

## **Analysis of the Bingham Crisis Center Objectives**

*The following information comes from the Bingham Crisis Center progress reports and client intake forms from July 2000 to October 2005. However, client data is missing for shelter clients (608 clients).*

One primary goal of the Bingham Crisis Center was to increase/expand the Bingham County Domestic Violence and Sexual Assault Task Force to improve the identification of clients, access to resources, and multi-disciplinary services to victims of domestic violence and sexual assault. Another goal of

the Bingham Crisis Center was to reduce recidivism of domestic violence and empower victims through expanded and more effective services.

To accomplish this goal, the Bingham Crisis Center wanted to achieve the objectives listed below.

- 1) Reduce recidivism and reduce attrition (returning to abusive relationships) and/or lethality rates by 10% for clients who receive 6 or more group and/or individual counseling sessions;
- 2) Develop or increase culturally relevant outreach services to the Spanish speaking, elderly, and physically and mentally disabled clients to increase access to services, identification of potential clients, and service delivery;
- 3) Educate law enforcement, prosecutors, social services, and community about domestic violence and sexual assault and the issues involved;
- 4) Increase collaboration and communication between law enforcement, prosecutors, health and welfare, hospital staff, and the Bingham Crisis Center;
- 5) Continued education of therapist and staff.

The analysis below examines whether these objectives were successfully accomplished.

## Analysis of Objectives

The crisis center provides many services to its clients. The service provided to the most clients is information or referrals. The second most common service provided to clients is crisis intervention or counseling. Most victims (68%) received crisis intervention/counseling and referrals to support groups (72%), mental health services (30%) and legal services (23%). Children or relatives of the victim were more likely to get support group services (50%) than crisis intervention/counseling (22%). About 96% of offender clients received treatment and 51% received follow-up counseling or contact.

However, as Table 13 indicates, from 2001 to 2005, the number of clients provided crisis intervention or counseling services increased from 104 to 132. During the same time frame, the only other services having an increase were emergency legal advocacy and emergency financial assistance. Support group or treatment services decreased from 108 to 44. All other services, follow-up counseling/contacts, hotline, therapy, personal advocacy, shelter/safe house, and information on victim compensation, also decreased.

### Reduce recidivism, attrition and lethality rates

In 1999, the Bingham Crisis Center stated one of their goals was to reduce recidivism of domestic violence through expanded services. In 2002 they changed this goal, adding an objective to “reduce



Table 13

Number of Clients Getting Each Service Per Year

	2000	2001	2002	2003	2004	2005	Total
In Person Information/referral	77	96	139	131	117	147	707
Crisis intervention/counseling	116	104	102	115	118	132	687
Support group/treatment	163	108	109	98	54	44	576
Follow up counseling/contact	122	122	124	56	36	27	487
Hotline	96	52	94	66	28	24	360
Therapy (short term)	59	72	32	49	51	33	296
Personal Advocacy	30	75	53	38	7	7	210
Emergency Legal Advocacy	32	29	27	22	21	64	195
Shelter/safe house	33	59	24	13	2	1	132
Emergency Financial Assistance	4	6	1	9	10	12	42
Information on Victim Compensation	1	6	8	2	1	2	20
Assistance filing claims	3	2	5	1	1	1	13

Count is clients = 2,616 (shelter clients are not included). Count is the *number of clients* who used services each year, *not the number of times* they used each service.

attrition and or lethality rates by 10% in clients who receive 6 or more group and/or individual counseling sessions.” To evaluate this goal and objective, the residency of the victim, weather a victim returned to an offender, and the rate of re-victimization will be looked at.

In 66% of the incidents, the victim lived with the offender and in 18% the victim returned to the offender. The victim was most likely to be victimized while living with the offender except in cases of sexual assault (24%) and stalking (7%). In about three-fourths of the batteries and batteries with a sexual assault, the victim and offender lived together.

A majority of victims did not return to the offender (82%). The percentage of victims returning to the offender decreased from 20% in 2000 to 16% in both 2004 and 2005 (see Table 15). Few victims were re-victimized after they had received at least 6 individual group therapy sessions. Only 29 victims were re-victimized after receiving six therapy sessions. On other hand, since few victims received at least 6 therapy sessions (177), the 29 repeat victims amount 16% of the victims receiving 6 or more sessions. After

Table 14

Type of Incident and Whether the Victim Lived with the Offender at the Time Residing with Offender at the Time?

	No	Yes	N =
Battery	26 %	74 %	495
Other	25	75	4
Sexual & Battery	25	75	24
Sexual Assault	76	24	78
Stalking	93	7	14
Threat of Harm	37	63	123
Verbal/Emotional	35	65	138
<b>Total</b>	<b>34</b>	<b>66</b>	<b>876</b>

Count is Victim and Incident. Shelter clients are not included.

Table 15

Victim Returned to Offender?

	No %	Yes %	Total N =
2000	80	20	118
2001	79	21	160
2002	84	16	160
2003	80	20	137
2004	84	16	129
2005	84	16	172

Count is victim and new incident = 876. Shelter clients are not included.

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receiving at least 6 individual or group counseling sessions, 23 victims had one repeat incident, 5 had two more incidents, and 1 had four more incidents (see Table 16).

In instances where a victim was re-victimimized after 6 sessions of therapy/counseling, the type of victimization is known in 37 cases. In these cases, 25 victims were battered, 7 received verbal/emotional abuse, 3 were threatened and 2 were sexually assaulted and battered. It is unknown if any victims who were clients at the Bingham Crisis Center had ever been murdered. The crisis center never reported any such instances in their quarterly reports.

Develop or increase culturally relevant outreach services to the Spanish speaking, elderly, and disabled clients to increase access to services, identification of potential clients, and service delivery.

The bilingual coordinator is essential to reaching the Hispanic and Spanish speaking victims in Bingham County. By translating during group and individual counseling sessions, translating written information regarding the Bingham Crisis Center programs, and understanding cultural issues, the bilingual coordinator is able to help reach out to this population. Other outreach activities to this population include hosting a booth every year at the Cinco de Mayo celebration, handing out brochures and information in Spanish, having a 24-hour Spanish hot-line, and listing services in the local Spanish newspaper. Despite these efforts, the Bingham Crisis Center continually struggled to help new Spanish speaking clients.

Serving the Spanish speaking has been a challenge for the Bingham Crisis Center. First, locating Spanish speaking clients is complicated. Most of this population lives in outlying areas like farms and they are often migrant workers. In addition, victims who are illegal immigrants might not get help because they are fearful of being deported.

A second major obstacle to serving the Spanish speaking population is the ability to keep a bilingual coordinator. Between 2002 and 2005, the Bingham Crisis Center had four different bilingual coordinators. In addition, being able to employ a bilingual coordinator full-time has been a struggle. In 2000, the Bingham Crisis Center did not receive a STOP grant and consequently had to cut their bilingual coordinator's hours to part-time. Sometime in 2002 or early 2003, the bilingual coordinator position was full-time. Then by September of 2003, there were two part-time bilingual coordinators. In 2004, the full-time coordinator was helping the other crisis centers in the area to develop their Hispanic

Table 16

*Victims who had at least 6 group/individual therapy sessions and whether they were re-victimimized*

	2000	2001	2002	2003	2004	2005	Total
Re-victimimized after 6 sessions?							
No	28	25	23	31	24	17	148
Yes	9	11	4	2	2	1	29
Number of times re-victimimized							
1	7	8	3	2	2	1	23
2	1	3	1	0	0	0	5
4	1	0	0	0	0	0	1
Total victims with 6 sessions							
	37	36	27	33	26	18	177

Count is the year of the victims first visit. Shelter clients are not included.

services, limiting the time spent helping the Bingham Crisis Center. In 2005, the position was decreased from full-time to 15 hours a week due to a change in personnel and budget cuts.

In 1998, the Bingham Crisis Center reported that 30 Spanish speaking women and 48 children received services from a bilingual advocate. Referring to Table 17, approximately 15% of clients between 2000 and November of 2005 were Spanish speaking. The amount of Spanish speaking clients peaked in 2003 with 22%. This may be due to the ability of the Bingham Crisis Center to have a weekly Spanish speaking group in Aberdeen, an outlying area. In 2004, the percentage of clients speaking Spanish dropped to a low of 8%. It is unknown what caused this drop. Even when only looking at clients who are victims, the same pattern exists. Approximately 11% of victims are Spanish speaking and the proportion of Spanish speaking victims peaked in 2003, at 18%.

Although not all Hispanics speak Spanish, their culture may be different enough from other clients to warrant special outreach services. Hispanics make up 22% of all Bingham Crisis Center clients. Hispanic and Spanish speaking clients are more likely to be the children or relative of the victim. Although 19% of victims are Hispanic, 55% of Hispanic clients are victims. In addition, only 11% of victims are Spanish speaking while 24% are children or relatives of the victim.

Nearly 7% of clients were immigrants and 5% were migrant workers. As portrayed in Table 18, the extent of clients who are immigrants or migrant workers peaked in 2002 with 18%. The proportion of immigrant or migrant workers dropped significantly from 12% in 2003 to 7.7% in 2004 and dropped again in 2005 to 6.4%.

Table 17

	Percent of Clients by Language			Total
	English %	Other %	Spanish %	
2000	85	0.0	15	222
2001	86	0.4	14	256
2002	81	0.0	19	216
2003	78	0.0	22	191
2004	92	0.6	8	155
2005	90	0.0	10	202

Count is all clients and new incident = 1,242. Shelter clients are not included.

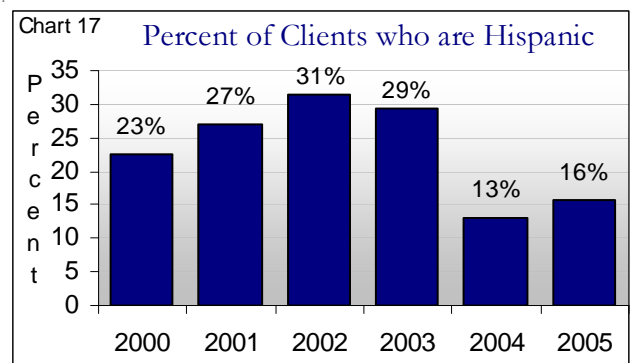


Table 18

#### Victims who have Special Needs

	2000	2001	2002	2003	2004	2005
	%	%	%	%	%	%
Mental	5	8	7	4	5	6
Physical	3	3	5	4	6	2
Immigrant/Migrant worker	8	4	3	4	1	5
Older Women	0	1	3	1	0	1
None	70	73	64	70	84	85
Other	4	2	3	4	0	0
Women at Risk	9	11	17	12	4	2
Total	118	160	160	137	129	172

Count is victims and new incident = 876. Shelter clients are not included.

Other special needs women include older women who make up about one percent of victims. In 2002, the crisis center stated that they wanted to serve at least 5 elderly women a year. The only year this goal was reached was in 2002.

#### Educate law enforcement, prosecutors, social services, and the community about domestic violence and sexual assault and the issues involved

From 2001 to 2005, the Bingham Crisis Center used many activities and events to educate other agencies and the public about domestic violence and sexual assault. In 2001, the crisis center along with the Idaho Migrant Council helped train Bingham County Sheriff's deputies. In other years the Bingham Crisis Center gave several talks to community groups like women's groups, job service, and medical staff.

In 2003, the center held a candlelight vigil and displayed silent witnesses at the courthouse, library, high schools, and a shopping center along with t-shirts decorated by the clients regarding domestic violence and sexual assault. From 2003 on, the center participated every year in the Cinco de Mayo celebration. Further activities throughout the years included delivering information packets to law enforcement, medical and social services and other agencies about domestic violence and sexual assault issues, and the services provided by the Bingham Crisis Center.

One innovative program developed in 2005 is called the Survivors Speakers Forum. This is a group of survivors who are physically and mentally safe and who tell their stories to the public and answer their questions. This not only helps the survivors to further heal but the Bingham Crisis Center reports that many people who have heard these stories have come in for help with their own circumstances.

#### Continued education of therapist and staff

Since 2001 the STOP grant has helped the Bingham Crisis Center train its staff. Every year since 2001, Bingham Crisis Center staff have attended local, state, and national conferences and trainings. In addition, many trainings were in collaboration with other agencies. In 2002, caseworkers received 4 hours of training in conjunction with law enforcement through the Idaho Migrant Council. In 2003, the domestic violence investigator trained 15 advocates on Idaho laws regarding domestic violence, rape, assault, battery and stalking. Advocates were also trained on the steps required to help reduce the risk faced by women and children in violent relationships and types of injuries typically sustained during attack. In 2004, the Bingham Crisis Center staff received two hours of training from the Idaho Coalition against Domestic Violence regarding sexual assault among same sex partners.

#### Increase collaboration and communication between law enforcement, prosecutors, health and welfare, hospital staff, and the Bingham Crisis Center

The Bingham Crisis Center has continued to facilitate dialog and open communications between law enforcement, prosecutors, the Department of Health and Welfare, hospital staff, and other vital agencies regarding domestic violence and sexual assault. Some activities that have been designed to increase this collaboration include attending conferences and training with other task force members, task force members helping to train each other's employees, and forming new coalitions and partnerships.

For example, new partnerships were formed between the Bingham Crisis Center and private community health agencies, the Idaho Migrant Council (who were added to the MOU), the Bingham Memorial Hospital, the Bingham County Senior Citizens, the Fort Hall Police Agency, and the school district.

Two very important issues were identified and addressed through the collaboration and communication between these partnerships. First, the issue was identified that the crisis center's batterers' treatment program was not state certified. To receive state certification, the program was extended from 26 weeks to 52 weeks. A second issue was identified in 2004 when it was noticed that there was an increase in Civil Protection Order (CPO) violations. To help solve this problem, law enforcement was trained on reading and understanding CPOs. Another action taken was for the Bingham Crisis Center to hire, through another grant, a Civil Protection Order Coordinator. This part-time employee was to help all applicants of Civil Protection Orders. This also allowed the crisis center to inform victims of their services. The center reported that a large portion of victims applying for a Civil Protection Order returned for services.

Another method to increase collaboration and communication between law enforcement and the Bingham Crisis Center was to have Bingham Crisis Center staff ride along with law enforcement. Having advocates ride along with officers during peak hours of domestic violence calls allowed victims to immediately receive crisis intervention and safety planning. In addition, victims were immediately informed of their options and the services the crisis center provided. The Bingham County Sheriff's Office reported that officers in the field liked having the crisis center's staff along to ensure victims were being taken care of. When staff was not riding along with officers, victims were encouraged by officers to speak to Bingham Crisis Center advocates. In 1999, the Bingham Crisis Center reported that this increased the demand for their services, especially in remote areas of the county.

According to victims, they reported 54% of incidents to the police. The percent of incidents reported to law enforcement by victims peaked in 2002 at 64%. Notice in Table 19, there seems to be an extreme jump in reports to law enforcement from 2000 to 2001. However, this may be due to inconsistent record keeping in 2000.

Of those 470 incidents reported to the police, 60% of the victims said they were referred to the crisis center by a criminal justice agency. If the incident was not reported to

Table 19

Reported to Law Enforcement  
by Year

	%	Total
2000	26	118
2001	61	160
2002	64	160
2003	47	137
2004	56	129
2005	59	172

Count is victim & incident = 876. Cramer's V = .226; sig. <.00. Shelter clients are not included.

Table 20

Of the incidents reported to the police, how many victims were referred by a criminal justice agent?

	%	Total
2001	29	31
2002	50	98
2003	61	103
2004	62	65
2005	63	72

Count is victim & incident reported to law enforcement = 470. Cramer's V = .241; sig. <.001. Does not included shelter client data.

law enforcement, then the victim was most likely to be referred to the crisis center by a family member, social service agency, or medical or mental health personnel, (73%).

Roughly 24% of the incidents documented by the Bingham Crisis Center were also documented by the domestic violence investigator. However, when you only consider cases in which the investigator might respond, it is much higher. When looking at only cases where the incident occurred in Bingham County after 2000 and was reported to law enforcement, the percent recorded by the investigator is 47%. The percent of client incidents documented by the investigator reached its peak at 83% in 2005.

## Update

Since the data used for this report is over two years old, an update is provided here. The information comes from quarterly reports filed by the Bingham County Sheriff's Office and the Bingham Crisis Center from 2006 to 2007.

### Bingham County Sheriff's Office Update

The Bingham County Sheriff's Office reports that several activities have continued. First, meetings with several agencies have continued. Meetings with Memorandum of Understanding (MOU) partners and the Domestic Violence and Sexual Assault Task Force have continued. The domestic violence

Table 21  
Of the incidents reported to the police, how many were also recorded by the investigator?

	%	Total
2001	52	79
2002	48	81
2003	60	52
2004	65	54
2005	40	83

Count is victim and new incident within a year of seeking help which was reported to law enforcement and happened in Bingham County = 349. Does not include shelter client data.

Table 22

### Bingham County Sheriff's Office Updated Numbers

	2000	2001	2002	2003	2004	2005	2006	2007
Verbal	49 %	49 %	54 %	58 %	52 %	59 %	61 %	55 %
Criminal	51	51	46	42	48	41	39	45
Alcohol a factor	28	30	40	40	32	26	33	35
Children present	17	24	24	34	27	37	31	43
Prior Calls	6	21	10	13	7	13	16	14
Prior Conviction	4	3	5	10	5	7	9	7
Adjudicated (% of criminal)	49	63	85	85	83	80	-	79
Dismissed (% of criminal)	5	15	5	10	6	5	10	7
% Convicted (% of charged)	90	75	94	88	93	93	91	90
Civil Protection Orders N =	-	-	5	7	5	4	9	12
<b>Total Calls N =</b>	<b>286</b>	<b>244</b>	<b>241</b>	<b>230</b>	<b>219</b>	<b>268</b>	<b>267</b>	<b>211</b>

Numbers are reported by the Bingham County Sheriff's Office



investigator continues to meet daily with the city and county prosecutors to discuss cases. The investigator also continues to meet weekly, if not daily, with crisis center staff.

Second, training first line officers and detectives has continued. Detectives and first line officers with the sheriff's office, the Blackfoot Police Department, and some from the Shelley Police Department, attended a practical training exercise in 2006. Results from this training identified areas for further training needs. In 2007, deputies received two hours of in-service training on domestic violence. Additional training was held for all officers of the sheriff's office and the Blackfoot Police Department. Some of this training was on the proper documentation of domestic violence cases. In addition, the investigator attended two days of training in 2007, which was sponsored by Idaho's Peace Officer Standards and Training.

Third, the Bingham County Sheriff's Office has continued to investigate domestic disturbances and track case information. Table 22 contains information from 2000 to 2007, provided by the Bingham County Sheriff's Office in their quarterly reports. The percent of criminal cases handled by the investigator that were adjudicated increased from 49% in 2000 to 63% in 2001. In 2002 and after, the percent of criminal cases adjudicated stayed at 79% or higher. The conviction rate of those formally charged was consistently around 88% to 94%, except in 2001 when it was 75%.

### Bingham Crisis Center Update

The Bingham Crisis Center reported that the executive director and counselor continued to attend national and international conferences. In addition, the struggle over keeping a bilingual coordinator continues. In 2006, the crisis center had another turnover in their part-time bilingual coordinator position. With its new bilingual coordinator, the Bingham Crisis Center is now able to host a Spanish

Table 23

#### Bingham Crisis Center Updated Numbers

	2001	2002	2003	2004	2005	2006	2007
<u>Number of Times Services Used by Clients Per Year</u>							
Crisis Intervention / Counseling	156	245	246	225	219	241	231
Follow-up Counseling / Contact	1100	726	381	837	374	488	466
Counseling Hours (Short Term Therapy)	454	253	333	601	603	826	690
Group Sessions (Support Group/Treatment)	809	1185	697	734	619	723	438
In Person Information / Referral	90	136	304	272	237	250	254
Personal Advocacy	106	291	190	62	72	55	70
Hotline	441	599	826	603	78	439	797
CPO Applications (Emergency Legal Adv)	61	42	34	13	110	142	183
CPO's Granted	53	35	30	13	62	114	160
Shelter Client Days	161	301	606	904	295	968	749
Number of Shelter Clients	100	39	80	74	107	160	48
Number of Hispanic Clients	116	170	80	60	23	101	91
<u>Total Number of Clients per Year</u>	<u>427</u>	<u>409</u>	<u>443</u>	<u>415</u>	<u>536</u>	<u>475</u>	<u>417</u>

Numbers are reported by the Bingham Crisis Center and do include shelter client data.

speaking domestic violence support group and offer translation during individual counseling sessions. This also allows the crisis center to serve at least 91 Hispanic clients, compared to 23 in 2005 (see Table 23). Another significant event in this time period in 2006 when the Idaho Falls shelter closed. This shelter closing resulted in a large increase in the Bingham Crisis Center's client shelter days, an increase from 295 to 968. An additional event was the steady increase in the number of Civil Protection Order (CPO) applications handled by the Civil Protection Order Coordinator in 2007. Further, the percent of CPO applications being approved increased from 56% in 2005 to 87% in 2007.

Table 23 contains information from 2000 to 2007 provided by the Bingham Crisis Center. The number of clients for these years peaked in 2005 with 536. Individual counseling hours reached a high of 826 hours in 2006. In 2005, there were 603 hours. In 2007, the number of counseling hours dropped to 690, still high compared to 333 hours in 2003.

## Summary

At the beginning of this report, six problems were identified that the Bingham Crisis Center and the Bingham County Sheriff's Office wanted to solve. One problem was that offenders were not being held accountable. This problem mirrored other problems like inadequate case documentation, lack of communication between prosecutors and officers, the lack of time and resources to properly investigate cases, and a lack of knowledge about domestic violence and sexual assault issues. Moreover, the Bingham Crisis Center had problems serving underserved populations. Although it cannot be said that the collaborative efforts in Bingham County reduced domestic violence in that county, it does appear that many of their problems were addressed.

It is evident that offenders were more likely to be held accountable. First, the Bingham County Sheriff's Office and the Blackfoot Police Department were more likely to take an arrestee into custody rather than give them a summons or citation. In the first year the sheriff's office operated with STOP money, the taken into custody arrest rate increased more than two fold from 13% to 68%. The same thing occurred in the Blackfoot Police Department in 2000, an increase from 10% to 73%. This suggests that receiving STOP money was an impetus for both law enforcement agencies to pay attention to their arrest practices concerning domestic violence.

An arrest was made in 67% of all intimate partner or family violence cases documented in IIBRS. An arrest in intimate or family violence cases was more likely if it was the investigator's case, 72%, versus the 53% of cases in IIBRs not investigated by the detective ( $\phi=.219$ ). The difference between investigator and non-investigator cases is even more evident when looking at cases of violence between intimates or family members.

Although it is uncertain whether the Bingham County Sheriff's Office increased the conviction rate for domestic violence offenders, there was a large increase in offenders being held accountable. In 2003, 55% of offenders documented by the investigator were held accountable through either conviction or revocation of parole/probation. In 2004 this jumped to 64%. However, 33% of criminal case outcomes are unknown. On the other hand, the Bingham County Sheriff's Office reported that they



reached their goal after 2001 of convicting 85% or higher of all domestic violence offenders who had charges filed against them. This suggests that the Bingham County Sheriff's Office was successful in revamping their investigative techniques to better document and follow-up on cases.

It is unknown whether the Bingham County Sheriff's Office was able to reduce the number of repeat calls or Civil Protection Orders (CPO). While the number of repeat calls and CPO's increased over the years, this is expected since it is unknown if offenders in the early years of record keeping had prior histories. What's more, it is uncertain whether offenders with a known prior are more likely to be held accountable. It appears that previous convictions of domestic violence and the number of prior verbal cases or CPOs did not affect known outcomes. What did affect the known outcome was if there had been a prior criminal domestic violence offense. However, these results are only based on the known outcomes. In 33% of the criminal cases the outcome is unknown. The unknown outcome could differ enough from the known outcomes to change the results.


The problem of not being able to prosecute offenders because of the victim's uncooperativeness was addressed. Before the project, 30% of cases were dismissed because the victim would not cooperate. This dropped to 6.5% in 2001 and 1.8% after 2001. Since the victim survey was unsuccessful, it is unknown whether the prosecution had more solid cases and therefore did not need the victim to cooperate or whether more victims were willing to cooperate.

Another issue that needed to be addressed was the problem of providing adequate services to the Hispanic and Spanish speaking populations. Serving these populations has been challenging. A major obstacle to serving the Spanish speaking population is the ability to keep a bilingual coordinator. Between 2002 and 2006, the Bingham Crisis Center had five different bilingual coordinators. In addition, being able to employ a bilingual coordinator full-time has been a struggle. In the years when the bilingual coordinator position was stable and Spanish speaking therapy groups were offered, the number of Hispanic and Spanish speaking victims increased.

The Bingham Crisis Center also wanted to reduce the number of victims returning to the offender. The center was successful. In 2000, 20% of victims returned to the offender but in both 2004 and 2005 the percent was 16%. Few victims were re-victimized after they had received at least 6 individual or group therapy sessions. Only 29 victims were re-victimized after receiving six therapy sessions. This means that only 16% of the victims receiving 6 or more sessions were re-victimized.

The Bingham Crisis Center was able to increase the services provided to clients, especially focusing on victims. After 2000, the Bingham Crisis Center appears to have focused their resources on victims rather than other clients, like the children or relatives of victims. From 2001 to 2005, the number of clients provided crisis intervention or counseling services increased from 104 to 132. The number of counseling hours increased in 2004, likely due to an increase in hours allowed for the counselor.

The Bingham Crisis Center has continued to facilitate dialog and open communications between law enforcement, prosecutors, the Department of Health and Welfare, hospital staff, and other vital agencies regarding domestic violence and sexual assault. Some activities that have been designed to increase



this collaboration include attending conferences and training with other task force members, task force members helping to train each others employees, forming new coalitions and partnerships. Two very important issues were identified and addressed through the collaboration and communication between these partnerships. The Crisis Center's batterer's treatment program was state certified and a position for a Civil Protection Order Coordinator was created and housed at the Bingham Crisis center.

## Conclusion

The cooperative effort in Bingham County to combate domestic violence is a model for other counties to follow. Even though it can not be shown that the efforts in Bingham County reduced the domestic violence rate or the number of repeat calls or civil protection orders, many problems were addressed. Offenders are more likley to be held accountable, the victim's uncooperativeness has very little effect on the offender's prosecution, less victims returned to their abusers if they recieved the appropriate therapy, and more victims were served. And though serving the Spanish speaking population was a challenge, numerous victims were helped that would not have otherwise recieved this help.

The collaborative effort in Bingham County demonstrates that community agencies can and should work together to address domestic violence. Just by talking about and identifying issues gets agencies to identify their own responsibilities and roles. Through collaboration and commitment agencies can help each other identify problems and solutions. This allows the community response to domestic violence to change and adapt as new issues arise.

