Program Evaluation of the Intervention Program
of the Women's Coalition, Duluth, MN

Completed March 2, 1993

by

Teresa Mayer
Acknowledgments

The Women's Coalition received a grant from the Center for Urban and Regional Affairs, located at the University of Minnesota, Minneapolis, Minnesota, to hire a research assistant to conduct an evaluation of their Intervention Program. This report is designed to fulfill the grant requirements.
Introduction

The Women's Coalition of Duluth opened in 1978, providing shelter, information, and advocacy for battered women. Through the work of the Women's Coalition and the Domestic Abuse Intervention Project (DAIP), Duluth is recognized nationwide as a model program in coordinating a community response to domestic violence, and offers trainings to a variety of service providers nationwide.

The primary goal of the Women's Coalition is to provide safety to women and their children. The Women's Coalition is comprised of four programs: In-house which assists women who are residents at the shelter including a children's program which provides support and advocacy for children staying with their mothers at the shelter; Administration which is responsible for daily administrative functioning of the shelter; Education Program provides community education through trainings, public speaking and workshops; and the Intervention Program (IP).

The IP defines its specific purpose as providing information and support for women needing to utilize the criminal justice and civil court system.

Staff

The IP consists of four paid staff members called legal advocates, one of which is a supervisory position. Two of the positions are full-time (35 hours per week), the other two positions are for 32 hours per week. Two advocates work in the civil court system; the other two in the criminal
court system. College interns and volunteers may perform the same duties as paid staff.

**Literature Review**

Feminist theory defines domestic abuse as a violent act that has been historically sanctioned by society and allows men to maintain power and control over women through violence (Pence, 1984). The feminist theory insists men be held accountable. The Women's Coalition has adopted the feminist perspective in its response to domestic violence.

The best way to hold men accountable has been through the legal system and is referred to as the law enforcement model. Sherman & Burke (1983) studied methods effective in preventing repeated violence in Minneapolis, finding arrest more effective than non-arrest methods. This famous study influenced police and sheriff departments to change the way they had been responding to domestic violence and institute a pro-arrest policy. A critical aspect of the battered women's movement is holding men accountable for their violence. Policies have been designed by battered women's advocates, police departments, and legal professionals to address accountability. The legal system is responsible for enforcing such policies mandatory arrest and Orders for Protection (OFP), or restraining orders. Policies providing the woman with economic support enabling her to leave the violent situation is necessary.

Battered women's response to police involvement and treatment has been mixed. Kennedy & Homat (1984), state
only 25% of their study population described the police response as "very helpful", 38% said it was "a little helpful", 20% said it was "no help at all", and 7% said it "made things worse".

The court system while set up as a way to uphold justice and therefore should hold abusers accountable, oftentimes revictimized the woman in the process. Ford (1991), states that the court system may put up barriers that may create "greater hardship for victims than doing nothing". (p.314).

Research questions

This purpose of this study was to identify if the Intervention Program was meeting the needs of battered women and where improvements could be made. To develop a complete picture of the situation, it was necessary to examine the three main service providers, as Duluth uses an interagency approach. The three areas defined for the purpose of this study are the IP of the Women's Coalition, the Police/Sheriff Department, and the Legal/Judicial system. If one area is flawed, the other areas are directly affected.

Research questions formulated for the IP pertained to the performance of legal advocates in fulfilling their role expectations.

The second group of research questions asked if an order was received through the civil court system, including the treatment by the judge.

The third group of questions examined the effectiveness of OFP's, and treatment by the police
department to determine if legal channels were being used, and if they were effective.

The fourth group of research questions examined the criminal court system, and its response through arrests and sentencing.

Four open-ended questions allowed for comments about how participants felt the systems were working and where improvements could be made in each system.

Methodology

Sample and Design

Of the women who responded to the mailed survey, 83% were white, 11% were American Indian, and 1% were black. The women’s ages ranged from 20 to 64 years of age, with the average age being 33. The most common income level was in the $5000 to $10,000 range.

A total of 275 surveys were mailed to women who had used the IP services. Of the surveys mailed, 72 were returned completed. Twenty-two were identified from the criminal court data list for a response rate of 17%, and 45 were identified from the civil court data list, for a response rate of 31%. Twenty-eight percent of the surveys were returned as undeliverable due to either expiration of the forwarding order at the post office, or the post office not having a forwarding address. The data source for five surveys could not be identified as the participant did not return the identification card.
Procedure

Survey participants were randomly selected from case files at the Women's Coalition. A total of 275 surveys were sent to women involved in the criminal court system during the time period of 3-1-80 through 2-28-91, and women who had used the civil court system during the time period of 7-1-91 through 6-30-92. Women were chosen from each category in an attempt to elicit a balanced perspective. It was felt important to have the criminal court participants experience the entire legal process, therefore, it was necessary to go back further in time, as these cases take a longer period of time than civil cases.

Mailed with the survey was a letter of introduction by the Women's Coalition, an informed consent form, directions from the researcher, and demographic questions. Women who completed the survey were offered a $5 stipend from the Women's Coalition. A second mailing was sent to increase response.

Instrument

The survey was designed by the researcher with input from Women's Coalition staff.

The survey has four areas corresponding with service providers, each designed to gather quantitative and qualitative data. A list of demographic questions were sent as part of the survey.

Section one contained questions asking the participant to check "Yes", "No", or "Doesn't apply" to questions about
the legal advocate's performance and services offered.

Sections two, three, and four mainly consisted of contingency questions. This form of question was used because each participant's situation was unique, and not every question pertained to what a participant experienced. As contingency questions allow participants to skip sections that do not pertain, they were ideal for this survey. Please refer to the Appendix for a copy of the survey.

Data Analysis

Frequency of response and percentages were used to analyze the data received from the survey. As contingency questions were one part of the survey, a number of questions were skipped in some areas. Skipped questions were analyzed as missing values and were omitted from the percentages.

Results

Listed below are survey questions listed with the survey response, the frequency of the response, and the percentage the response represents.

1. An advocate was able to meet or speak with me in a reasonable amount of time.

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>70</td>
</tr>
<tr>
<td>No</td>
<td>0</td>
</tr>
</tbody>
</table>

2. An advocate explained to me what legal options I had.

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>85</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
</tr>
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</table>
3. The advocate gave me emotional support.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>61</td>
<td>88.4</td>
</tr>
<tr>
<td>No</td>
<td>8</td>
<td>11.6</td>
</tr>
</tbody>
</table>

4. An advocate assisted me in filing an Order for Protection or Harassment Order.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>62</td>
<td>83.9</td>
</tr>
<tr>
<td>No</td>
<td>4</td>
<td>6.1</td>
</tr>
</tbody>
</table>

5. The advocate clearly explained what legal procedures would occur if I filed an order.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>62</td>
<td>92.5</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
<td>7.5</td>
</tr>
</tbody>
</table>

6. The advocate accompanied me to court when I filed an order.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>62</td>
<td>93.9</td>
</tr>
<tr>
<td>No</td>
<td>4</td>
<td>6.1</td>
</tr>
</tbody>
</table>

7. The advocate informed me of educational groups I could attend.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>51</td>
<td>82.3</td>
</tr>
<tr>
<td>No</td>
<td>11</td>
<td>17.7</td>
</tr>
</tbody>
</table>

8. I was offered an information packet.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>50</td>
<td>74.6</td>
</tr>
<tr>
<td>No</td>
<td>17</td>
<td>25.4</td>
</tr>
</tbody>
</table>

9. The advocate gave me referrals for help in other areas, such as housing, counseling, social service, etc.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>29</td>
<td>55.8</td>
</tr>
<tr>
<td>No</td>
<td>21</td>
<td>40.4</td>
</tr>
</tbody>
</table>
10. My experience with the advocate was a positive one.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>63</td>
<td>91.3</td>
</tr>
<tr>
<td>No</td>
<td>6</td>
<td>8.7</td>
</tr>
</tbody>
</table>

11. I would recommend the Advocate services to others.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>68</td>
<td>97.1</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
<td>2.9</td>
</tr>
</tbody>
</table>

12. Were you granted an OFP or Harassment Order?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>62</td>
<td>87.3</td>
</tr>
<tr>
<td>No</td>
<td>9</td>
<td>12.7</td>
</tr>
</tbody>
</table>

13. Were you satisfied with the way the judge treated you?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>51</td>
<td>87.9</td>
</tr>
<tr>
<td>No</td>
<td>7</td>
<td>12.1</td>
</tr>
</tbody>
</table>

14. Were you granted an OFP or HO?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>57</td>
<td>81.4</td>
</tr>
<tr>
<td>No</td>
<td>13</td>
<td>18.6</td>
</tr>
</tbody>
</table>

15. Of cases where an OFP or HO was granted, was the order violated?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>35</td>
<td>61.4</td>
</tr>
<tr>
<td>No</td>
<td>22</td>
<td>38.6</td>
</tr>
</tbody>
</table>

16. How many times was it violated?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-3 times</td>
<td>15</td>
<td>44.1</td>
</tr>
<tr>
<td>4-6 times</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>Over six times</td>
<td>15</td>
<td>44.1</td>
</tr>
</tbody>
</table>
17. Were the police called when it was violated?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>27</td>
<td>81.8</td>
</tr>
<tr>
<td>No</td>
<td>6</td>
<td>18.2</td>
</tr>
</tbody>
</table>

18. Did respondents feel the police responded adequately when violations were reported?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>13</td>
<td>52.0</td>
</tr>
<tr>
<td>No</td>
<td>12</td>
<td>48.0</td>
</tr>
</tbody>
</table>

19. Did you have contact with the police for domestic abuse?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>49</td>
<td>71.0</td>
</tr>
<tr>
<td>No</td>
<td>20</td>
<td>29.0</td>
</tr>
</tbody>
</table>

20. Of those answering yes, were you satisfied with how the police treated you?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>29</td>
<td>56.9</td>
</tr>
<tr>
<td>No</td>
<td>22</td>
<td>43.1</td>
</tr>
</tbody>
</table>

21. Was anyone arrested for domestic assault in your situation?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>37</td>
<td>52.9</td>
</tr>
<tr>
<td>No</td>
<td>33</td>
<td>47.1</td>
</tr>
</tbody>
</table>

22. If an arrest occurred, who was arrested?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>29</td>
<td>78.4</td>
</tr>
<tr>
<td>Woman</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Both</td>
<td>5</td>
<td>13.5</td>
</tr>
</tbody>
</table>

23. Were you contacted by the Women's Coalition when your partner was arrested?

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>25</td>
<td>78.1</td>
</tr>
<tr>
<td>No</td>
<td>6</td>
<td>18.8</td>
</tr>
<tr>
<td>Chose Not to be</td>
<td>1</td>
<td>3.1</td>
</tr>
</tbody>
</table>

24. Did a legal advocate offer to go to court with you?
25. Were you satisfied with the sentence the abuser received?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>29</td>
</tr>
<tr>
<td>Doesn't apply</td>
<td>2</td>
</tr>
</tbody>
</table>

Comments from those who said no include:

"No, he got a light sentence."

"No, he needs treatment not jail and it's useless unless they get treatment (in hospital treatment)."

"No, I feel he gets away with a lot and the abuser knows the system."

"No, he would only be sentenced to anger classes which wasn't as frightening as jail, it never made him change."

26. If a probation officer was involved, did you feel you were treated appropriately by this person?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>16</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
</tr>
<tr>
<td>No contact with</td>
<td>5</td>
</tr>
</tbody>
</table>

Comments from those answering no included:

"I called her three times about this man and I don't believe she ever contacted him. I think she does a very poor job. Twice I was told she would issue a warrant and nothing ever happened."

"He violated his probation twice within the first two months."

"At first she told me to call her with my concerns and was very caring. Then later when I did try to call her to talk she didn't call me back--it was all talk and no real concern."
The following responses pertain to the woman being arrested.

27. Were you contacted in jail by an advocate?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>5</td>
</tr>
<tr>
<td>No</td>
<td>3</td>
</tr>
</tbody>
</table>

28. Did the legal advocate offer to go to court with you?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>3</td>
</tr>
<tr>
<td>No</td>
<td>3</td>
</tr>
</tbody>
</table>

29. Did you feel your sentence was fair?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>3</td>
</tr>
</tbody>
</table>

Only one comment was given:

"No, because I had to do everything and he didn’t have to."

30. If a probation was involved, did you feel you were treated appropriately by this person?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>3</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
</tr>
</tbody>
</table>

No comment was offered by the person replying no.

The four open-ended research questions and responses are as follows:

31. What could the advocate have done to provide better service to you?

It is interesting to note that the question did not ask the participant to make either a positive or negative comment, and yet of the 44 participants who replied, 24 stated the advocate did a good job and didn’t see where any improvements were necessary. Comments included:

"She was excellent. I really appreciated the speed and consideration."
"My advocate did an excellent job. I can't think of anything that could have improved the services she provided for me."

"I felt I had someone in my corner. I was less scared and realized this was not my fault."

Two women stated they felt they were hurried through the process. Comments were:

"I felt as though I was being pushed through this frightening process rather than being walked through by someone who cared and was supportive. I was not offered any additional information (i.e. information packet or referrals) but was instead told what I was doing either when or after it was being done."

I felt everything was rushed through and no one took their time. Explained a little better about the whole situation. Have handed me an information packet. Told me who I could talk to later on if things weren't done right besides the police, because they never did anything for me. If they would of let me know who I could talk to, it never would have took three weeks to get my abuser out of my apartment.

Three women commented on legal questions and procedures.

"I wasn't prepared for so many people in the hearing room when I had to testify for the OFP. There were so many highly unruly kids at the shelter I was a nervous wreck living there for a week."

"The court room process was briefly explained and I wasn't informed that he was going to be there until right before the court date."

"The advocate did not give me any other legal options. I did not feel anyone gave me emotional support. They did not inform me of what would happen once I filed an OFP. I was just not happy with the service I got while staying at the shelter. Could have been more supportive, gave me more information, and gave me other options."

Three women commented about the advocate/Women's Coalition:

"Been impartial and less negative. Maybe take more vacations to improve her attitude. Had a more positive attitude about the outcome of the abuser's therapy. She basically wrote me off when we wanted to work through the problem. (I know it doesn't always work but for us it did). Her point of view was just to divorce him and therapy doesn't work."
"At one time they used scare tactics. Threatened to have my children taken away. I still saw the abuser for three years after. I left when I was ready."

"Most of the people I talked to with respect to the Women's Coalition seem to have their own agenda. I have dealt with the area one and also ones in different states. All the advocates seem to have one idea--OFP's. That is not what all people need to solve problems. Let me make my own decision; not try to push me into making decisions I don't want to make. Need to get more background on situations."

Comments where improvements could be made were:

"Have an advocate there when the abuser picks up his things."

"Maybe follow-up call or letter after legal procedures or OFP or HO."

"I was very nervous, as I am a nervous person after what I've been through. I was hoping for more counseling about my fears and could have been more prepared before court, as it all happened so fast and so many others were in court the first time."

"I'm not sure, have a warmer room to be in when I had to take off my clothes for pictures of bruises."

32. Please comment on how effective you feel OFP's or HO's are in preventing women from being re-abused.

Women who felt they were effective commented:

"I feel really protected knowing that the abuser can't come back into the home."

"I felt a lot safer just knowing I was being helped and having the Coalition there."

"I feel that it makes you feel better about yourself and a lot stronger than you think and you do have control over yourself. It also makes the abuser know he can't get away with abusing his spouse."

Women who related mixed feelings about effectiveness said:

"So far it has been really effective except he follows me when I go shopping and he lets me know about it."

"I think they are effective if both parties involved follow them and agree to the terms. It also helps if the abuser truly realizes why the OFP was necessary and
understands why changing his behavior is necessary."

Comments about ineffectiveness included:

"Not effective at all. My abuser violated my order three times, all of which were reported and nothing was done."

"It did not help me one bit. My abuser still harassed me. The police told me there was nothing they could do unless he was harming me."

"The emotional abuse doesn't stop. He hasn't come in contact with me but on the phone he's made me feel very guilty and cried and told his kids I'm putting him in jail because he refused to go to groups."

"I don't feel these orders are all that effective. I know for a fact that my abuser never followed through with any of the programs he was supposed to go to and never got into trouble for not going."

"Well, I feel that American Indian women who have boyfriends from Red Lake should still be able to file papers. It seems really impossible to do because they are a closed reservation. I feel you should try to work through this boundary because abusers are being protected over that."

"They are not effective at all. You tell me how a piece of paper stops any abuser, you are sadly mistaken. So what, they get jail time but they do get out an it starts all over again."

33. If you had contact with the police department, how do you feel the police department could improve their response to domestic violence?

Positive comments about the police department included:

"They responded quickly."

"I felt the police did everything they could for me."

"I have always had good response with the police. It is when we get further into the system where the big bias problem is."

Women relating mixed feelings stated:

"Some treated you good, others took the man's side. It's a very touchy situation. You really can't deal with a situation unless you have actually been there yourself. They could find out a little more of what
happened and what actually took place."

"The police informed me that this was between two people and I was equally at fault—they said it takes two to fight. The could be more informed on how to handle these situations. They should take the abuser to jail—not just talk to him or threaten him."

Comments stating negative feelings included:

"They told me they didn’t have time for cat and mouse games. They basically took it as a joke. They could take what is going on a little more seriously or someone could be seriously hurt or killed."

"They were reluctant to act and had to be persuaded that it wasn’t a mutual assault. We were somewhat biased because one officer was friendly with my husband previously."

"They handled it in a ‘oh sure lady’ fashion. Try believing the victim a little more."

Comments about being treated as the criminal included:

"I felt that I was being treated as the criminal—one cop had the nerve to tell me to get it together—it’s not the first time we’ve been here—and proceeded to harass me for not going through on pressing charges the first time my abuser was arrested."

Comments relating to where improvements could be made were:

"A better understanding of anyone who is classified as mentally ill."

"I think they could be a little more caring and understanding."

"Listen to the women’s warnings—take her seriously—watch the abuser closely—make sure he is kept from incurring more harm."

"Treat the criminal more like a criminal instead of the victim."

34. Comment how you feel the criminal court system responds to women in domestic abuse cases.

"They should treat the woman with more respect."

"They treat you like a weak idiot, and always seem to want to grant more rights to the abuser than the victim. They like to push the archaic idea that it was somewhat
your fault. Also we were both abandoned by the system during reconciliation."

"To me it sucks. The judge did not treat me appropriately. I put a scratch on my husband's face because I was defending myself."

"They should protect them more."

Women listed alternative treatments for abusers including:

"I think they should be sentenced to 90 days or more in jail, not just probation and a fine. What kind of lesson are they going to learn with just probation and a fine--they are going to continue to do it."

"These repeat abusers need treatment--drug, alcohol, and domestic abuse, in a facility for a period of six months to a year and not given a choice of jail time over treatment which happens way too often. Take it from someone with a history of knowledge to this fact."

"Make the charges harsher and follow-up with the consequences without waiting for further instances."

Other comments were:

"If the Women’s Coalition would stay out of the criminal court system, the system would be able to deal more appropriately and more fair with the abusers."

"The judge in my case seemed very concerned."

"If it is your first time in court, it's good. But it gets worse from there. They're really tired of seeing the same people in court again and again."

"They were very helpful."

"Some care, some don't. The system really doesn't work for the victim. I was anonymously informed by the sheriff's office of my life being threatened and after numerous call was told to talk to a county attorney. During my second call to him I was told there was a warrant out for my abuser. This information turned out to be totally false. I have no faith in the system. What it all came down to was I had to be hurt by my abuser before anything could be done."

Table 1 and Table II in the Appendix show the race and income of participants respectively.
Discussion

The results of this study support the need for improvements in the delivery of services to battered women.

The IP advocates received high marks in four areas that indicate satisfaction—ability to speak to an advocate in a reasonable amount of time, having options and procedures explained, recommending the service to others, and the experience with the advocate being positive. Even with the few suggestions where improvements could be made, the legal advocates services were still rated highly. There were three areas where the provision of services offered fell below 88%. Two areas were in offering information about educational groups and offering an information packet. The third area was in providing referrals. Advocates make referrals only when it is requested or seems appropriate.

In the criminal court section pertaining to when the woman was arrested, a lower percentage was listed for being contacted in jail by an advocate and offering to go to court with the woman. One of the limitations of this study is the low response rate. Only eight women, and six women respectively responded to those questions. In these categories, the response rate is so low nothing can be concluded.

With regard to OPF's, it is apparent that improvements need to be made in how violations are dealt with, including penalties for violation and the police department's response. In reading the comments regarding the police department,
there are still stereotypes being held by officers that domestic violence is a private matter. This study supports previous research showing many the women unsatisfied with police response.

The criminal court system had a low response rate and few observations can be made. However, responses to the open-ended questions provided insight and support prior research that women feel revictimized.

Of interest is that of the 72 women who responded to the survey, 63% had incomes under $10,000, and yet three women requested they not be paid, with the following comments:

"Please accept this check as a donation. I was glad to help with the survey for your much-needed services".

"Please accept this check as my contribution to the Women's Coalition. I truly appreciate all the help and support I received during the short time I stayed at the Coalition's shelter".

It is necessary to state two possible limitations of this study. First, the researcher is a former volunteer at the Women's Coalition (not in the IP program) and could be biased. As a positive factor, this experience with the Women's Coalition also provided the researcher with valuable insight. Second, generalizations to other communities cannot be made as Duluth is part of a unique community in its response to domestic violence.
References


Women's Coalition Training Manual, Duluth, MN
Appendix
Incomes of Survey Participants

- Under $5000: 32.4%
- $5000 to $1000: 35.3%
- Over $40000: 4.4%
- $30001 to $40000: 2.9%
- $20001 to $30000: 7.4%
- $10001 to $20000: 17.6%
December 15, 1992

The Women's Coalition is doing an evaluation of the Intervention Program. We are randomly selecting women who have used the services of the Legal Advocates to help us with this evaluation and to suggest improvements if necessary. It is completely your choice whether or not to participate in this study.

The Women's Coalition has hired Teri Mayer to complete the study. Teri is also a graduate student in Social Work from the University of Minnesota in Duluth. In addition to working on the study for us, she will also use the results of the study to meet the requirements of a research class for school.

If you decide to participate, please fill in the forms that are in this envelope and mail them back in the stamped, self-addressed envelope. One form is an information sheet, the other one is a survey.

Women who decide to participate will be mailed a $5 check from the Women's Coalition in appreciation of their time. Please mail back your responses within one week of receiving this letter.

If you have any questions, please call the Women's Coalition at 728-6481. Teri will be available on Tuesdays and Thursdays from 9-12 a.m. if you call. If you cannot call during those hours, please call the Women's Coalition and leave only your phone number (as the names of women participating in the study are being kept confidential from Coalition staff). Teri will return your call.

Sincerely,

Madeline Tjaden
Women's Coalition
January 6, 1993

Recently I mailed you a survey from the Women's Coalition. This is a reminder letter to let you know that if you wish to participate in the study, your survey must be received by January 15, 1993. I hope you will consider being in this survey so that the shelter can have the benefit of evaluating their performance from input from many women.

If you did mail back your survey but don't receive your stipend within three weeks, you may not have returned the post card that has the code number on it. If this may have happened, please call the shelter and leave your telephone number so that I may return your call, get your name, and get the check out to you.

Again, if you are considering participating in the survey, please return it by January 15.

Thank you very much.

Sincerely,

[Signature]

Teri Mayer
Research Assistant
December 16, 1992

The Women's Coalition is doing an evaluation of the intervention program. We are randomly selecting women who have used the services of the legal advocates to help us with this evaluation and suggest improvements as necessary. It is completely your choice whether or not to participate in the study.

The Women's Coalition has hired Teri Meyer, to complete the study. Teri is also a graduate student in Social Work from the University of Minnesota in Duluth. In addition to working on the study for us, she will also use the results of the study to meet the requirements of a research class at school.

If you decide to participate, please fill in the forms that are in this envelope and mail them back in the stamped, self-addressed envelope. One form is an Information Sheet, the other one is a survey.

Women who decide to participate will be mailed a $5 check from the Women's Coalition in appreciation of their time. Please mail back your responses within one week of receiving this letter.

If you have any questions, please call the Women's Coalition at 720-6481. Teri will be available on Mondays, Wednesdays, and Fridays from 9-12 a.m. for your call. If you cannot call during those hours, please call and leave only your phone number (as the names of the women participating in the study are being kept confidential from Coalition staff). Teri will return your call.

Sincerely,

Madeline Tjaden
Women's Coalition
Intervention Program Informed Consent

My name is Teri Mayer. I randomly selected your name from the files at the Women's Coalition. You are invited to participate in evaluating the Intervention Program of the Women's Coalition. The Women's Coalition has obtained a grant from the Center for Urban and Regional Affairs to have me do this evaluation. I am also a graduate student from the University of Minnesota, Duluth campus, and will use this study for a paper in a research class. Please read this form before deciding about participating in the study.

There are two potential risks for you if you decide to participate in this study. One is if your abuser has access to your mail and/or objects to your participation. A second risk is the recalling of unpleasant events in your life. If you feel upset about recalling these memories, please contact the staff at the Women's Coalition so you can have someone to talk to.

If you decide to participate in this study, you will be asked to complete the enclosed forms, which may take around 20 minutes. Your decision to participate or withdraw will not affect current or future relationships with the Women's Coalition or with the University of Minnesota.

A benefit to you for participating is a $5 check from the Women's Coalition to compensate for your time. The researcher will write out the check so the staff do not know the names of those who do or don't participate.

Mail back the survey in the stamped envelope when you are done. You need to mail back the postcard to let the us know you have completed the survey in order to mail your check. The number on the postcard will identify you to the researcher, but as your survey will be mailed separately, your answers on the survey will be anonymous to both the researcher and the Women's Coalition staff.

The records of this study will be kept confidential. In any sort of report that might be published, subjects won't be able to be identified. Women's Coalition staff will be given a general report but again, no individuals will be identified. Research records will be kept in a locked file, only the researcher will have access to the surveys. Professors at the University who sit on the researcher's report committee may be allowed to read surveys, but will not be able to identify the subjects. If you have questions, please contact the researcher through the Women's Coalition at 726-6481.

By completing the survey and returning it, you have complied your consent to participate in this study. If you participate, please keep this form for your records.

Thank you.

Teri Mayer
Women's Coalition Legal Advocates Evaluation

Women's Coalition Staff
Please check one response to the following items.

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<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>Apply</th>
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<tbody>
<tr>
<td>1. An advocate was able to meet or speak with me in a reasonable amount of time.</td>
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<td>2. An advocate explained to me what legal options I had.</td>
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<td>3. The advocate gave me emotional support.</td>
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<td>4. An Advocate assisted me in filing an Order for Protection or Harassment Order.</td>
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<td>5. The Advocate clearly explained what legal procedures would occur if I filed an Order.</td>
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<td>6. The advocate accompanied me to court when I filed an Order.</td>
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<td>7. The advocate informed me of educational groups I could attend.</td>
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<td>8. I was offered an information packet.</td>
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<td>9. The advocate gave me referrals for help in other areas, such as housing, counseling, social services, etc)</td>
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<tr>
<td>10. My experience with the advocate was a positive one.</td>
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<tr>
<td>11. I would recommend the Advocate services to others.</td>
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Please write your answers to the following questions.

12. If you answered no to any of the above questions, please explain your answers here.

13. What could the Advocate have done to provide better service to you?
Civil Court system

Please check one response and go on as indicated.

14. Were you granted an Order for Protection or Harassment Order?
   ___ No. If no, go to Question 16.
   ___ Yes _______

   If yes, the judge ordered my abuser to: (check as many as apply)
   ___ Domestic Abuse Intervention Project (abuser's groups)
   ___ Evaluation or treatment for alcohol or drug abuse
   ___ My abuser was not ordered to either of the above.
   ___ My abuser was ordered to something else.

   I was satisfied with the way the judge treated me.
   ___ Yes
   ___ No    If no, why not?

15. Please comment on how effective you feel Orders for Protection or Harassment Orders are in preventing women from being re-abused.

Police Department

Please check one response and go on as indicated.

16. Were you granted an order for protection or Harassment Order?
   ___ No. If no, go to Question 17.
   ___ Yes _______

   If yes, did the abuser violate it?
   ___ No
   ___ Yes _______

   If yes, how many times was it violated?
   ___ 1-3
   ___ 4-6
   ___ Over 6

   Were the police called for the violation?
   ___ No
   ___ Yes _______

   If yes, how did they respond?
   ___ They responded adequately.
   ___ They didn't respond adequately

17. Did you have contact with the police for the domestic abuse?
   ___ No
   ___ Yes _______

   If yes, were you satisfied with how the police treated you?
   ___ Yes
   ___ No    If no, why not?
If you had contact with the police department, how do you feel the police department could improve their response to domestic violence?

19. Was anyone arrested for domestic assault in your situation?
   ___ No
   ___ Yes
   
   If yes, please continue on and complete the entire survey.

**********If no, stop here--your part of the survey is complete.**********

Thank you.

Criminal Court System

20. Who was arrested for domestic violence?
   ___ Only my abuser was arrested.
   ___ Only I was arrested.
   ___ We were both arrested.

The following items should only be answered if your partner was arrested.

21. I was contacted by an Advocate after my abuser's arrest.
   ___ No
   ___ Yes
   ___ I chose not to speak to an Advocate.

22. An advocate offered to go to court with me.
   ___ No
   ___ Yes
   ___ Doesn't apply in my situation

23. The following happened in my abuser's case.
   ___ The abuser pled guilty.
   ___ The case went to trial
   ___ The case was dismissed

24. The abuser pled guilty or was found guilty at the trial.
   ___ No
   ___ Yes
   
   If yes, were you satisfied with the sentence?
   ___ Yes
   ___ No If no, why not?

25. Did your abuser receive or already have a probation officer?
   ___ No
   ___ Yes
   
   If yes, were you treated appropriately by him or her?
   ___ Yes
   ___ There was no contact with a probation officer.
   ___ No. If no, what happened?

-OVER-
The following questions should only be answered if you were arrested.

26. I was contacted in jail by an advocate.
   ____ No
   ____ Yes
   ____ I chose not to see an advocate.

27. An advocate offered to go to court with me.
   ____ No
   ____ Yes

28. The following happened in my case.
   ____ I pled guilty
   ____ I went to trial
   ____ My charges were dismissed.

29. I pled guilty or was found guilty at trial.
   ____ No
   ____ Yes
   ____ If yes, was your sentence fair?
       ____ Yes
       ____ No. If no, why not?

30. Did you receive or already have a probation officer?
   ____ No
   ____ Yes
   ____ If yes, were you treated appropriately by him or her?
       ____ Yes
       ____ There was no contact with a probation officer.
       ____ No. If no, what happened?

31. Check all those that apply to your case.
   ____ The prosecuting attorney treated me appropriately.
   ____ The defense attorney treated me appropriately.
   ____ The judge treated me appropriately.
   ____ I was not treated appropriately by the prosecuting attorney.
   ____ I was not treated appropriately by the defense attorney.
   ____ I was not treated appropriately by the judge.

32. If you were not treated appropriately by the people in question 31, please explain what happened to make you feel that way.

33. Please write comments about how you feel the criminal court system responds to women in domestic abuse cases.

Thank you
General information

1. Your age

2. Your race
   ___ African-American
   ___ American Indian
   ___ Asian
   ___ Hispanic
   ___ White
   ___ Other Please write in _________

3. Number of children living with you ______

4. Check those that apply to your education
   Less than 12--No GED ______
   High school diploma ______
   GED ______
   Vocational ______
   Some college ______
   College degree ______
   Advanced degree ______

5. Income level (check one)
   Under $5,000 ______
   $5,000-$10,000 ______
   $10,001-$20,000 ______
   $20,001-$30,000 ______
   $30,001-$40,000 ______
   Over $40,000 ______

5. How did you hear about the Intervention Program? (Check One)
   Police/sheriff ______
   Friend ______
   Family member ______
   Social Service Agency ______
   Counselor/therapist ______
   Information & Referral ______
   Phone book ______
   Other ______ (Please list referral source)