

Toward Safety  
and Justice:  
Domestic  
Violence in  
Seattle

2008

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Second Biennial Report

A Report by the City of Seattle Human Services Department,  
Domestic Violence and Sexual Assault Prevention Division

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# TOWARD SAFETY AND JUSTICE: DOMESTIC VIOLENCE IN SEATTLE

## Second Biennial Report, 2008

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## EXECUTIVE SUMMARY

The Seattle Human Services Department is pleased to present the second biennial report on domestic violence in Seattle. Beginning with the release of the first biennial report in 2007, the Human Services Department aims to publish updates every two years that detail trends and emerging issues regarding domestic violence in our community.

The purpose of these biennial reports is to educate and inform policy makers, service providers, and the community about domestic violence, the extent and scope of the problem in our community, what the City is doing to address this problem, and the progress we are making to overcome the problem.

**Trends.** With the second biennial report, which compares data from 2006 and 2008, a number of trends emerged. Trends are increases or decreases over time for a particular piece of data.

- ❖ The City's investment in domestic violence criminal justice costs and domestic violence services is continuing to trend upward. In 2008, actual expenditures totaled \$17.8 million – nearly three-quarters of which were devoted to criminal justice efforts and one-quarter to community-based domestic violence services.
- ❖ From 2006 to 2008, City-funded community-based domestic violence services experienced:
  - an overall increase in clients served (15% increase)
  - community-based advocacy programs experiencing a significant increase in clients served (39% increase)
  - emergency shelter programs served fewer clients (9% decrease)
  - hotel voucher program served fewer clients (23% decreases).Yet, funding levels have remained constant or increased over the last two years, even for the emergency shelter and hotel voucher programs.
- ❖ Seattle experienced declining trends in:
  - reported major (felony) domestic violence crimes (57% decrease 2007 to 2008),
  - reported domestic violence simple assaults (40% decrease 2007 to 2008),
  - domestic violence-related 9-1-1 calls (16% decrease 2006 to 2008), and
  - domestic violence follow-up investigations (20% decrease in felony follow-up investigations and 25% in misdemeanor follow-up investigation 2006 to 2008).Nevertheless, the Seattle Police Department reports that while the numbers show a declining trend, the nature of the cases that are being reported and investigated indicates that the crimes are increasingly complex and severe.

**Highlights.** Where trends were not evident, the report highlights aspects of the data that provide insight into domestic violence in our community.

- ❖ The overwhelming majority (75-84%) of civil Protection Order petitioners are women seeking protection from an alleged abusive male partner, and in over half (57%) of these cases, the petitioners said that the respondent (alleged abuser) had made threats to kill self or others, which illustrates the complexity and danger of the alleged abuse.
- ❖ The City-funded Civil Legal Services Project serves low-income and immigrant and refugee survivors of domestic violence, yet while more African Americans domestic violence survivors seek domestic violence services from City-funded agencies than white domestic violence survivors, more whites are served by the civil legal services project.
- ❖ While the data on domestic violence abusers is limited, what is known from those batterers in City-funded batterers' intervention programs is that the majority are referred to those programs from the court system (77% as part of a misdemeanor criminal case); nearly all are prohibited from contacting their victim (80% had a criminal No Contact Order against them and 18% had civil Protection Orders against them); and nearly half of batterers had previous arrests (48%) and convictions (43%) for domestic violence crimes.
- ❖ Over the last ten years, more than half (54%) of domestic violence-related homicides in Seattle involved a female victim whose husband or boyfriend killed her, while only 8% involved a male victim killed by a wife or girlfriend. Nearly two-thirds (60%) of intimate partner domestic violence homicide victims in Seattle are women of color.
- ❖ In 2008, the Seattle City Attorney's Office Specially Targeted Offender Program (STOP) designated 55 individuals as STOP defendants, filed 86 new criminal charges against these defendants, and 73 of these charges (84%) were decided in favor of the prosecution.
- ❖ Through a collaboration with the King County Prosecuting Attorney's Office, a total of 640 domestic violence cases in the Seattle City Attorney's Office were reviewed, and just over 40% of these cases (263) resulted in some additional action such as a case being re-filed as a felony, additional charges against the defendant, higher bail, and revocations of probation.
- ❖ Seattle Municipal Court Probation's data on domestic violence probationers shows that half of probation violations were for allegations of failing to comply with either probation or batterers' treatment, and that nearly half of review hearings result in the judge partially or fully revoking a defendant's sentence due to non-compliance with their probation.

**Needs and Strategies.** In the 2006 biennial report, a number of needs or gaps in existing services were identified and solutions were proposed to address these. Over the last two years, much progress has been made on the needs identified in the first report, and with this second report, a new set of needs and strategies are presented.

- ❖ **Improving access to services for victims who interact with the Seattle criminal justice system.** The Seattle Human Services Department, Seattle Police Department, and Seattle City Attorney's Office will review individual cases to identify gaps in policy, practice,

training, resources, information and collaboration, in order to improve collaboration with community-based domestic violence agencies.

- ❖ **Enhanced language services for limited English proficient survivors.** Together with local community-based domestic violence agencies, Seattle created and continues to support the Peace in the Home Helpline, 1-888-847-7205, for domestic violence survivors with limited English proficiency. Through a federal grant, Seattle is also supporting the addition of two Spanish-speaking advocates at a community-based agency to help Latina victims more easily gain access to services and shelter in the county. Finally, Seattle continues to fund interpreter services that community-based agencies can access for over-the-phone interpretation in crisis situations.
- ❖ **Primary prevention of domestic violence among young people.** In 2009, the Seattle Human Services Department created a new program aimed at preventing dating violence and domestic and sexual violence, helping teens build healthy and respectful relationships and providing education and information to parents, teachers, school counselors and coaches.
- ❖ **Enhance coordination across systems to hold batterers accountable.** In 2009, the Domestic Violence Prevention Council approved a Gold Standard Plan that aims to 1) to identify the best practices for achieving and implementing standards for Domestic Violence Perpetrator Treatment providers and 2) to improve our coordinated community response for victim safety and offender accountability through improved communication and cooperation between Domestic Violence Perpetrator Treatment programs and the criminal legal system.
- ❖ **Improve the response to and services for commercially sexually exploited youth.** Most prostituted children have been victimized by a lifetime of exposure to emotional, physical and sexual abuse, and parental neglect. Without treatment, these children are likely to fall deeper into the criminal subculture of prostitution. Seattle is undertaking an effort to identify a mix of public and private funding to develop a continuum of services, including a United Way-led effort for specialized emergency shelter, and a City-led effort for residential recovery services for these children and comprehensive training for service providers.
- ❖ **Address domestic violence in the workplace.** In 2008, Seattle developed and implemented three Domestic Violence, Sexual Assault and Stalking in the Workplace policies. The policies describe how the City supports victims/survivors, holds offenders accountable and provides liberal leave provisions for victims/survivors and their family members. In 2009 and 2010, the City will train all its managers, directors, supervisors, executives, human resources professionals, safety staff and front desk staff about the policies.
- ❖ **Improve system response and coordination regarding intimate partner elder abuse.** Seattle will work with King County on the implementation of a new three-year federal grant and with members of the existing Elder Abuse Council to accomplish a number of tasks that will expand King County's ability to provide a consistent, high quality community response to elder abuse.

- ❖ **Better regional coordination to address domestic violence.** There are a number of ways that the City of Seattle is contributing to better regional coordination to address domestic violence. The newest effort is the countywide Domestic Violence Initiative (DVI) organized by the King County Prosecuting Attorney and the King County Coalition Against Domestic Violence. The aim of this initiative is to develop and implement practical solutions to improve the response to domestic violence throughout King County.

## INTRODUCTION

The Seattle area has a well-deserved reputation for recognizing and seeking to address the issue of domestic violence. Domestic violence is a social issue that affects public health and public safety. It is a problem that affects individuals and families regardless of socio-economic status, race or ethnicity, religion, age, gender, sexual orientation, or other demographics.

The City of Seattle is strongly committed to funding and supporting community-based and criminal justice interventions, services, and programs aimed at helping victims and survivors gain safety and holding domestic violence batterers accountable for their abuse.

This report is the second biennial report on domestic violence in Seattle. The purpose of these biennial reports is to educate and inform policy makers, service providers, and the community about domestic violence, the extent and scope of the problem in our community, what the City is doing to address this problem, and the progress we are making to overcome the problem.

**Research Methodology.** The information presented in this report was collected from a variety of sources, including domestic violence agencies, batterer intervention program providers, Seattle Police Department, City Attorney’s Office, Seattle Municipal Court, King County government agencies, national research and others. In most instances, the data presented compares the years 2006 and 2008, unless otherwise noted. The data from 2006 serves as the baseline year for comparison purposes. The majority of the data presented in this report relates to the city of Seattle, however, in instances where that data wasn’t available, King County or Washington state data has been used.

There may be duplication in some of the data presented in this report. For instance, an individual may call several domestic violence crisis lines and 211 or get support from more than one shelter or advocacy program. Each time the individual is counted may result in duplication. This is the nature of the data that is available and is unavoidable.

**Terminology.** Based on national and local data, the majority of domestic violence victims in the U.S. and here in Seattle are women, and the majority of domestic violence abusers or batterers are men.<sup>1</sup> Therefore, this report refers to domestic violence victims using the female noun – woman or women – and to domestic violence batterers using the male noun – man or men. This should not minimize the fact that gay men and some heterosexual men can also be victims.

Several terms are used interchangeably throughout this report. This report focuses on domestic violence in the context of an intimate partner relationship, meaning between current or former spouses, non-married partners, or dating partners. So, the terms “domestic violence” and “intimate partner violence” are used synonymously in this report. The terms “victim” and “survivor” are also used interchangeably.<sup>2</sup>

**Trends versus Highlights.** At the beginning of each section of the report, there is a text box that summarizes the information in that section. Trends are defined as increases or decreases over time for a particular piece of data. Highlights are points of interest about a particular piece of data but they do not represent a trend.

## CITY OF SEATTLE’S INVESTMENT

In 2008, the combined City actual expenditures for domestic violence criminal justice costs and domestic violence services totaled \$17.8 million. The City’s response to domestic violence mainly encompasses adjudication and law enforcement services with the majority of funding (73 percent or \$12,901,808 in 2008) supporting its criminal justice efforts, i.e., responding to police calls for service that are domestic violence-related, and arresting, jailing, and prosecuting offenders (Seattle Police Department, Criminal Justice Contracted Services, City Law Department, and Seattle Municipal Court). Seattle Police Department’s expenditures made up the largest share of the City domestic violence response budget in 2008 (42 percent, or \$7.4 million), as in previous years. Combined, the City Law Department, Seattle Municipal Court, and Criminal Justice Contracted Services accounted for 31 percent or \$5.5 million in 2008.

**Table 1. Domestic Violence Funding by City Agency, From 2001 to 2003 Budget, 2004 to 2008 Actual Expenditures<sup>3</sup>**

City Agency	2001	2002	2003	2004	2005	2006	2007	2008
City Law Dept.	1,562,090	1,623,975	1,609,977	1,560,976	1,513,856	1,660,582	1,724,352	1,846,807
Human Services Dept.	3,974,732	3,697,330	3,393,603	3,096,381	3,304,743	3,898,931	4,071,844	4,912,484
Seattle Municipal Court	613,655	697,853	787,094	986,732	1,474,183	1,510,740	1,817,578	1,897,981
Criminal Justice Contracted Services	N/A	N/A	N/A	1,417,898	1,387,658	1,450,375	1,483,566	1,730,245
Seattle Police Dept.	6,421,349	6,776,949	6,482,729	6,160,302	6,177,599	6,887,115	6,973,365	7,426,775
<b>Total Funding</b>	<b>\$12,571,826</b>	<b>\$12,796,107</b>	<b>\$12,273,403</b>	<b>\$13,222,289</b>	<b>\$13,858,039</b>	<b>\$15,407,743</b>	<b>\$16,070,705</b>	<b>\$17,814,292</b>

To a smaller extent (27 percent, or \$4,912,484 in 2008), City funding provided community-based domestic violence services, such as advocacy, housing and support to address the needs of victims and intervention services for batterers through the Seattle Human Services

Department. The largest expenditures by HSD were made on contracts for homelessness services to benefit domestic violence victims (nearly \$1.5 million in 2008), domestic violence advocacy (\$1.1 million in 2008), and domestic violence shelter and housing (\$792,196 in 2008).

Since 2001, annual expenditures in domestic violence criminal response and victims services have increased steadily. The City pays the vast majority of its domestic violence criminal response and victim services out of the General Fund, but actively seeks and is awarded federal grants to support these efforts.

**Table 2. Grant versus General Funding, by City Agency, 2008 Actual Expenditures**

City Agency	2008 Actual Expenditures	
	Grants	General Fund
City Law Department	-	1,846,807
Human Services Department	\$1,987,497	2,924,986
Seattle Municipal Court	-	1,897,981
Criminal Justice Contracted Services		1,730,245
Seattle Police Department	\$97,680	7,426,775
<b>Grand Total</b>	<b>\$2,085,177</b>	<b>15,826,794</b>

In 2008, grants made up a significant portion of the Seattle Human Services Department domestic violence budget at 41% of the total budget. For the Seattle Police Department, the labor donated by community volunteers through the Domestic Violence Victim Support Team Program is included as part of the 2008 grant amounts. These volunteer hours, totaling 3,256, were valued at \$97,680 in 2008.

In 2008, as in previous years, the City of Seattle continued to work across a broad spectrum of services to respond to the incidence of domestic violence in the Seattle area. Seattle’s response continues to focus primarily on criminal justice and, to a lesser degree, on programs and services for domestic violence victims and batterers intervention. Funding continues to increase year to year through the budgets of five City departments. The data indicate that the City continues to show its commitment to addressing the issue of domestic violence by dedicating significant resources.

It is important to note that many additional sources of funding, including United Way, King County, other local city governments, state government, and local and national foundations, contribute to the cost of fighting the crime of domestic violence and providing services to victims and prevention efforts.

## Range of Domestic Violence Services Available in King County

### 24 Hour Domestic Violence Hotlines

In addition to a statewide hotline, there are three main domestic violence hotlines in King County, serving Seattle, North and East King County, and South King County. There is also a national hotline for Deaf, Hard of Hearing and Deaf-Blind people based in Seattle.

### Safe, Confidential Housing

The most dangerous time for a survivor of domestic violence is when she chooses to end the relationship. At this point, she is more likely to be harmed or even killed than at any other time during the relationship. Many survivors do leave safely, however, and careful planning with a professional domestic violence advocate can greatly increase the chances for a safe exit from a dangerous relationship.

- **Enriched Emergency Shelter** – There are four confidential and two semi-confidential domestic violence shelters in King County. In these programs, women and children receive 24-hour supportive services from professional advocates. During this short-term stay, they develop a safety plan, seek long-term housing and work on legal issues, increasing financial stability, and finding jobs.
- **Hotel Vouchers** – A hotel stay may last as long as two weeks, and will give the family the opportunity to develop safety strategies and identify another safe place to go.
- **Transitional Housing** – There are seven domestic violence transitional housing programs in King County. Many survivors of domestic violence are not able to return to their home because of ongoing safety concerns. Affordable housing is not easy to find, especially for someone without financial resources.

### Information, Advocacy, and Support

There are a variety of programs and activities in King County that create a comprehensive service delivery system to help survivors gain and maintain safety and address their multiple social and economic needs. Services include:

- Information and assistance
- Safety planning
- Civil legal services for victims of domestic violence
- Education about the dynamics of domestic violence
- Guidance through the numerous social institutions that help survivors leave and/or protect themselves and their children from further abuse
- Accompaniment to criminal or civil legal proceedings when possible and assistance with protection orders
- Referrals to income and employment support
- Access to safe, confidential, short- and long-term housing, and payment for security deposits, utilities, moving expenses and household furnishings
- Provision of or referral to supportive services such as mental health, medical, chemical dependency and legal services
- Interpretation services
- Programs for children who have witnessed domestic violence

## WHO ARE THE SURVIVORS?

### Trends from 2006 to 2008:

- Increase in calls to crisis lines, including a 115% increase in the number of domestic violence-related calls received by Crisis Clinic
- 15% increase in total clients served by domestic violence agencies
- 39% increase in the number of clients served in community-based domestic violence advocacy programs
- 9% decrease in the number of clients served in domestic violence emergency shelter programs
- 23% decrease in the number of clients served through the hotel voucher program

Domestic violence is an equal opportunity issue – it crosses all ethnic, racial, age, national origin, religious, socioeconomic, and sexual orientation lines. It exists in every neighborhood in Seattle – from Ballard to the Rainier Valley, Maple Leaf to West Seattle. Survivors are our sisters, brothers, daughters, sons, relatives, friends, and neighbors.

Seattle is fortunate to have a strong and vibrant community of providers that offer a broad spectrum of services for domestic violence survivors and their families. The services include 24-hour crisis intervention, shelter, transitional housing, safety planning, advocacy-based counseling, legal and individual advocacy, support groups, children’s services, linguistically and culturally appropriate services, and community organizing and engagement activities. These programs serve survivors from all communities representing a diversity of language, culture, religion, sexual orientation and abilities.

*“My role is to help problem-solve and increase safety, even though we actually have very little control over safety since we don't work with the abusers. My role is to allow space for a woman to devise her own safety plan, to provide support and guidance, to be there for her to talk to, and to give information and referrals.”*

*Domestic Violence Advocate at a shelter program*

This report relies on data from domestic violence agencies that received funding from the City of Seattle from 2006 to 2008.<sup>4</sup> The services provided by these agencies to survivors of domestic violence include victim advocacy and shelter and housing services (see Text Box on page 10 for definitions of these services). This information is intended to present a partial portrait of domestic violence survivors in Seattle, as local data shows only a small portion of individuals experiencing domestic violence seek help from community-based domestic violence agencies.<sup>5</sup>

**One in Four Women.** Nationally, nearly *one in four women* reports experiencing violence by a current or former spouse or boyfriend at some point in her life.<sup>6</sup> Locally, Group Health Cooperative research indicates a high prevalence of women experiencing intimate partner violence in Washington State – as high as 44% or nearly 1 out of 2 women.<sup>7</sup> That means that *60,000 -120,000 adult women* in Seattle have experienced domestic violence during their life.<sup>8</sup>

*“A woman called our helpline needing shelter. She was living with her mother and father with her three kids. The shelter was full so we placed her in a motel. Hotel management saw how overcrowded her family was and upgraded them to a suite at no additional expense. Having this additional space really helped her to get organized enough to move from the motel to her own apartment. The chaos in her life was reduced.”*

*Community Advocacy Program Manager*

Women are 84 percent of spouse abuse victims and 86 percent of victims of abuse at the hands of a boyfriend or girlfriend.<sup>9</sup> Additionally, approximately three-fourths of the persons who allegedly commit intimate partner violence are male.<sup>10</sup>

**Domestic Violence Survivors are Homeless.** Domestic violence is a contributing factor to homelessness, especially among families with children. Nationally, among 22 of the largest cities in the United States, including Seattle, 15 percent of homeless persons are victims of domestic violence.<sup>11</sup> Locally, approximately 20% of people accessing shelter and transitional housing programs reported experiencing violence and abuse within the past year.<sup>12</sup>

**High Volume of Calls to Crisis Lines.** In King County, there are three main crisis lines which serve as a point of first contact for domestic violence survivors, friends,

family, co-workers and others who are seeking help as well as information about domestic violence.<sup>13</sup> These domestic violence crisis lines consistently receive a high volume of calls

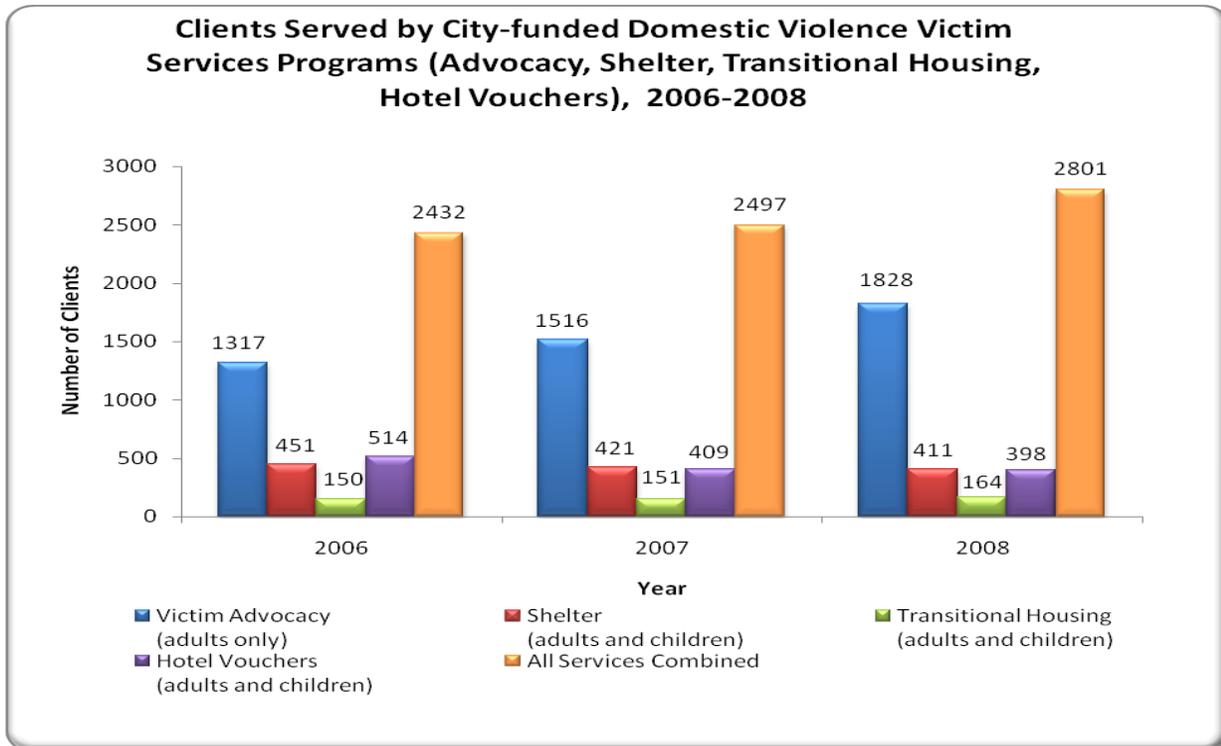
**Table 3. Calls to Three Main Domestic Violence Crisis Lines in King County**

2006	2008
27,106	28,444

In addition to the three main domestic violence crisis lines in King County, the Crisis Clinic serves as a resource for domestic violence survivors. Over the past

six years (2003-2008), the Crisis Clinic has seen a *115% increase* in the number of domestic violence calls they received and referred to domestic violence agencies.<sup>14</sup>

**More Survivors Seeking Community-based Advocacy Services.** Overall, from 2006 to 2008, City-funded domestic violence agencies reported a *15 percent increase* in the number of total clients served in domestic violence victim services programs – from 2,432 to 2,801.<sup>15</sup>



Victim advocacy programs saw a *39% increase* in the number of clients from 2006 to 2008 – from 1,317 clients to 1,828 clients. While poverty, unemployment and economic hardship are not causes of domestic violence, they can exacerbate the situation. We have no specific data to support this, but we speculate that the economic downturn beginning in mid-2008 may have played a role in the increased usage of community-based advocacy services – more survivors seeking services as a way to deal with increased violence at home.

**High Demand for Domestic Violence Shelter and Housing but Limited Supply.** Since 2007, in Seattle-King County, there have been a total of 211 beds/units/apartments specifically for victims of domestic violence in emergency shelters and transitional housing programs.<sup>16</sup> Over the last three years, the turn-away rate for domestic violence emergency shelter has remained steady – providers estimate for every 20 requests for shelter only 1 request is filled.<sup>17</sup> The demand for domestic violence shelter services far exceeds the supply of available space for survivors and their children.

Seattle-funded domestic violence emergency shelter programs saw a *9% decrease* in clients served from 2006 to 2008 – from 451 to 411 clients – and the hotel voucher program experienced a *23% decrease* in clients served – from 514 to 398. Yet, the City of Seattle has actually increased the amount of money available for emergency shelter and hotel vouchers:

- Emergency shelter: \$443,003 in 2006, \$457,488 in 2007, and \$467,407 in 2008
- Hotel vouchers: \$66,690 in 2006, \$66,690 in 2007, and \$84,304 in 2008

Length of stay per household may play a role in the decrease in clients served. For hotel vouchers, stays have been increasing from a couple days to one to two weeks, which means fewer families are served even though the amount of money available for hotel vouchers has increased.

**Length of Stay in Domestic Violence Emergency Shelter.** From 2006 to 2008, there has been little change in the average length of stay at domestic violence emergency shelters, with one exception (see Table 4). The most significant change was with the Salvation Army’s Catherine Booth House which transitioned from a communal living shelter to an individual apartments shelter in 2008, and this resulted in a 10-day increase in their average length of stay for shelter residents.

**Table 4. Average Length of Stay at Domestic Violence Emergency Shelters**

Type of Emergency Shelter	Domestic Violence Agency	Number of Units	Average Stay 2006	Average Stay 2008
Communal living	Domestic Abuse Women’s Network (South King County)	9 Units	27 days	28 days
	New Beginnings (Seattle)	6 Units	28 days	29 days
Individual apartments	Salvation Army Catherine Booth House (Seattle)	12 Units	30 days	40.6 days
	Eastside Domestic Violence Program (East King County)	10 Units	3 months	3 months
	International District Housing Alliance (Seattle)	3 Units	5 months	4.5 months

In 2008, for clients who left domestic violence emergency shelters in Seattle and for whom their housing status was known:

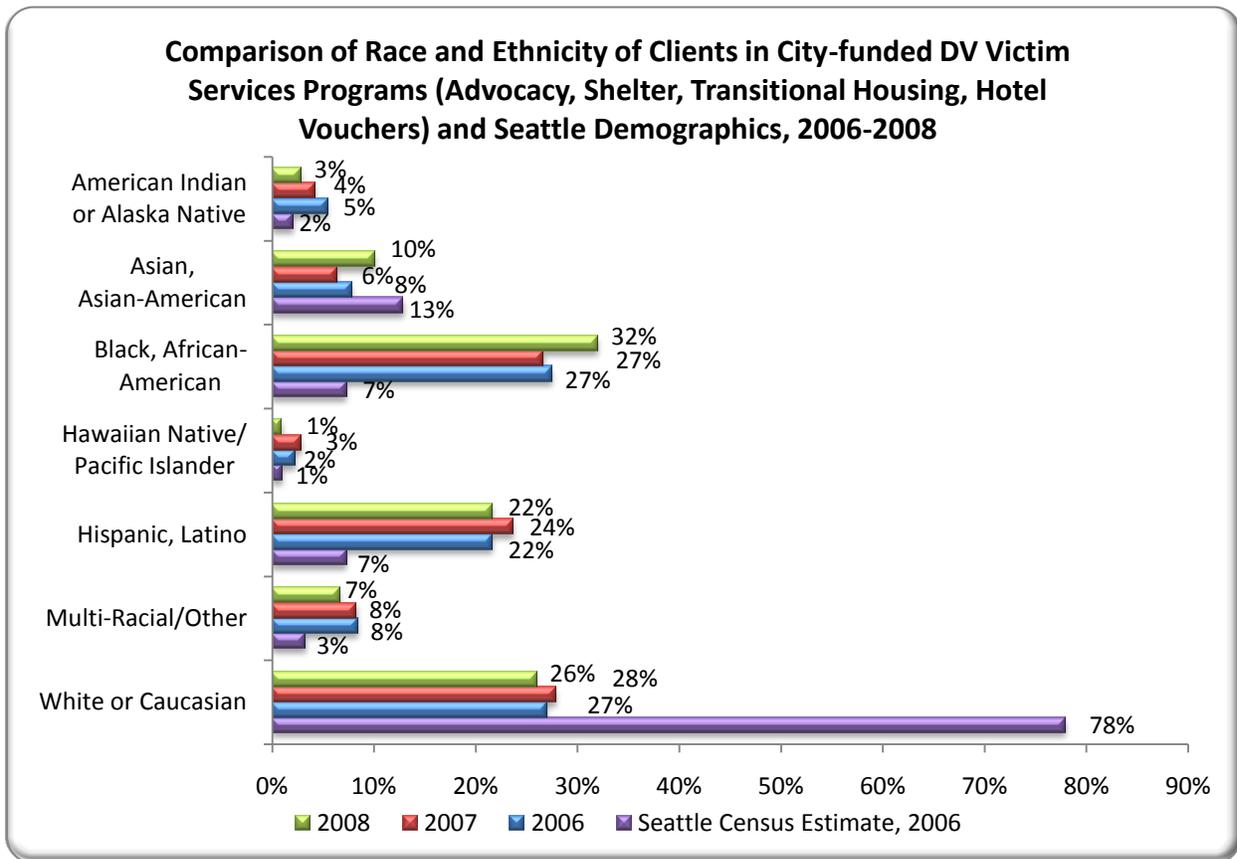
- Only 18% of clients left shelter and moved directly into permanent housing
- Another 28% moved into a transitional housing program
- 20% moved to another emergency shelter
- 35% left to stay with family and friends or found other housing arrangements.<sup>18</sup>

There are simply not enough affordable housing options available, and therefore, domestic violence survivors in shelter are staying longer or are moving from one shelter to another in search of stable, safe housing.

**Disproportionate Usage of Community-based Programs by Survivors of Color.** Utilization of community-based domestic violence services is not necessarily the same across demographic groups. There are many factors that contribute to whether or not a domestic violence survivor will seek out and utilize community-based services, including income level, employment, accessibility of the services, cultural or social values about accessing services, immigration status, and many more.

The chart below compares Seattle race demographics<sup>19</sup> with those of City-funded advocacy, shelter, hotel voucher and transitional housing program clients in 2006, 2007 and 2008. The data shows that there is a disproportionate usage of these programs by people of color.

Two population groups – whites and Asian-Pacific Islanders – are underrepresented as clients at City-funded domestic violence agencies when compared to their proportion of the Seattle population. Contrast this with the data for Black, Hispanic, and American Indian clients which shows an overrepresentation of these groups in comparison to their proportion of Seattle population. The largest increase, 5% from 2007 to 2008, in utilization of domestic violence services was among Black clients.



**Domestic Violence and Poverty.** The above comparison highlights the combined impact of domestic violence and poverty. People of color in Seattle are disproportionately affected by poverty: 29% of American Indian, 23% of Blacks, 21% of Hispanics, 25% of Native Hawaiian/Pacific Islanders and 16% of Asians live in poverty as compared to nearly 9% of white residents of Seattle.<sup>20</sup> Domestic violence survivors are also negatively impacted by poverty. From 2006 to 2008, consistently two-thirds to nearly three-quarters of adults receiving City-funded advocacy, shelter and housing services were in the very low-income category, meaning less than \$24,400 annual income for a family of four.

*“We had a family who had been at our confidential transitional housing program for about a year when the abuser showed up and they had to be re-located for safety reasons. They went to a motel for a few weeks and are currently living in their car. The mom has five kids - 2 year-old twins, a 12-year-old, a 15-year-old and a 17-year-old. . . . This is one of the biggest challenges of working in a transitional housing program – maintaining overall safety can sometimes feel like a punishment to the family who has to leave after an abuser finds them.”*

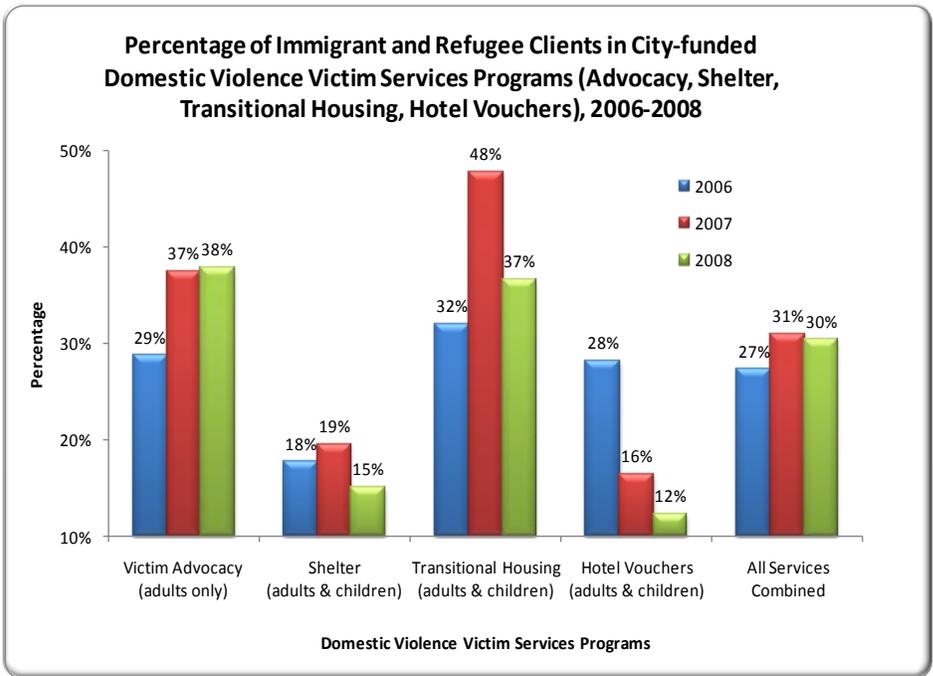
*Transitional Housing Children’s Program Manager*

City-funded domestic violence services may be the only resource for people of color who are domestic violence victims. The implication for domestic violence services providers is that services must be culturally and linguistically accessible and that staff must be culturally competent to work with such a diverse clientele.

**Immigrant and Refugee Domestic Violence Survivors.** In Seattle, immigrants and refugees make up approximately 17% of the city’s population and are estimated to represent 20% of the city’s

population by 2010.<sup>21</sup> Yet, from 2006 to 2008, immigrants and refugees represent over one-quarter (27-30%) of clients utilizing City-funded domestic violence services. For the different service areas, there has been:

- A 10% increase in immigrant and refugee clients in victim advocacy services which mirrors the overall increase in clients served by this type of program
- A fairly stable percentage of immigrant and refugee clients in shelter with minor year-to-year variations
- A significant fluctuation in the percentage for transitional housing programs – in 2007, two programs reported a larger number of immigrants and refugees, particularly an increase in the number of immigrant children
- A considerable decrease in the percentage in the hotel voucher program – this decline is connected with the overall decrease in the amount of clients being served by hotel vouchers due to longer stays in hotels, thus fewer clients served in general including fewer immigrant and refugee clients.



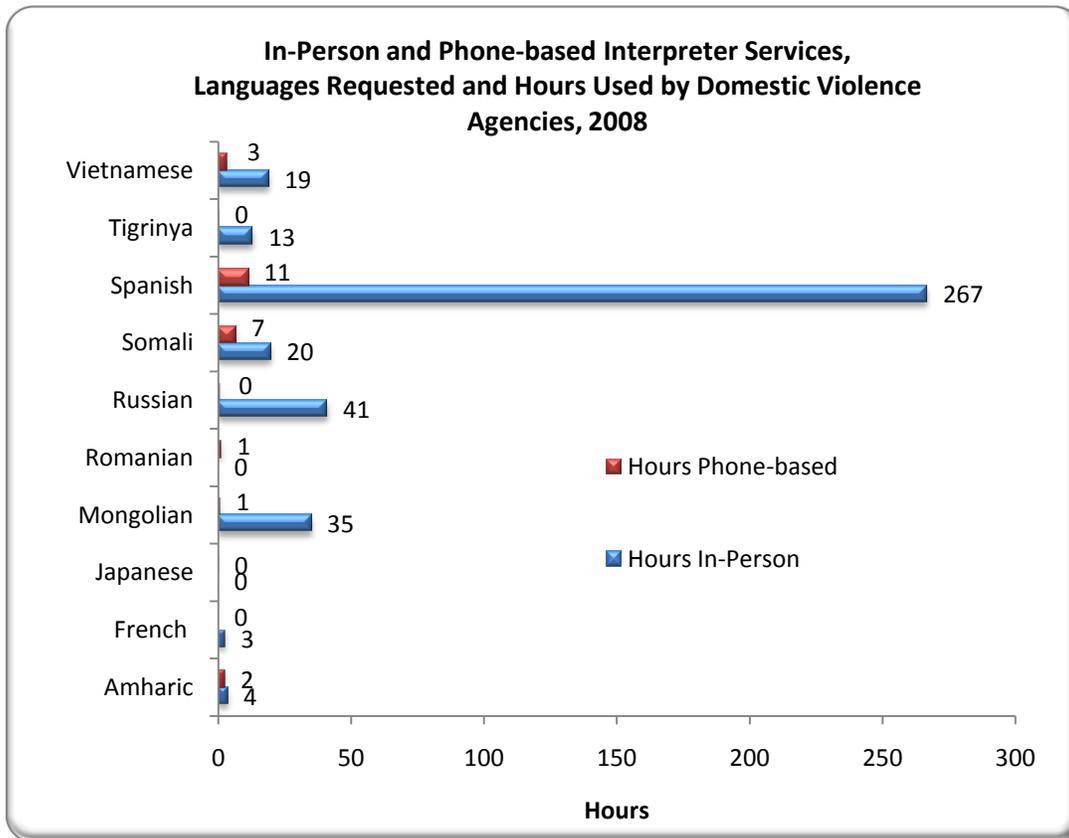
**English Proficiency a Barrier for some Survivors.** In addition to immigration status, proficiency in English is another barrier that can make accessing domestic violence services more challenging for immigrants and refugees. From 2006 to 2008, approximately 30% of clients served by City-funded domestic violence services were limited English proficient.

To address the need for interpreter services for limited English proficient survivors, in 2008 the City of Seattle put \$50,000 into a fund that domestic violence victim services agencies could use to access in-person and over-the-phone interpretation services for their limited English proficient clients.

During 2008, over 400 hours of in-person interpretation was provided in eight languages and 26 hours (approximately 1,550 minutes) of phone-based interpretation was provided in nine languages. By far the most requested language for in-person and phone-based interpretation was Spanish.

*“The priority is for safety for women and children. It is tricky because it is a small community and everywhere I go I see people I have worked with, in what are considered family matters. We focus our message on safety more than splitting up families. We find them a place to go-motel, shelter or housing. We help with safety planning so they are best able to protect themselves and children.”*

*Community-based Advocacy Program Director*



### Immigrant Women's Experiences of Domestic Violence

Immigration status can be a powerful tool of abuse. The experience of domestic violence is different for an immigrant woman than it is for a non-immigrant woman in several ways:

- The abuser is often the main tie to the community and usually has the power over access to services and resources.
- Fear of calling the police because of deportation concerns and a lack of trust in law enforcement authorities based on previous experiences in their home countries.
- Increased economic hardship if their immigration status prevents them from being authorized to work in the U.S.
- Cultural and language barriers that include both the lack of English language proficiency as well as their cultural conception of marriage and/or fear of stigmatization by their communities for leaving their partner. A woman who leaves her husband often has to summon the courage to leave an entire community.
- Fear of losing custody of their children, particularly if their husband is a U.S. citizen or legal resident and they are not.

One of the main concerns of immigrant domestic violence survivors is having the ability to gain or maintain a stable lawful immigration status in the U.S. If they are able to obtain lawful immigration status, the other barriers are easier to address.

#### **Maria's Story (courtesy of a local domestic violence shelter program)**

Maria is from Columbia. She came to the U.S. in 2004 to marry an American man. He had romanced her via the Internet and had come to meet her and her family in Columbia. He promised her and her two children the dream of a great life with him in the U.S. It was hard for Maria to leave her mother and family, but she felt it was the right thing to do. But once she arrived in the US, her fiancé changed – he was cruel and violent to Maria and her kids. Maria felt trapped – she was an immigrant, did not English very well, and had no money or a job.

After they were married, the cruelty and violence only increased. Maria's husband would scream and yell at them, threaten them, beat Maria and her children, and not allow them to leave the house. Finally, after one very bad episode, Maria took the car, grabbed some clothes and personal things, and left with her children. She knew she had to protect her children.

She found her way to a confidential shelter in Seattle. Maria didn't know what to expect when she arrived at the shelter. Yet, from the moment they arrived, Maria and her children were made to feel welcome and safe. Over the next few weeks, with the help of advocates, Maria concentrated on getting settled in and working towards an independent life. She learned to use a computer, searched for jobs, mastered the bus system, enrolled her children in school and counseling, and sought legal assistance to get her citizenship.

Maria and her children recovered their self-esteem and their confidence. They shared their stories with other survivors and learned that domestic violence can happen to anyone – rich or poor, black or white, immigrant or citizen. Maria and her children left shelter and moved into a transitional housing program to continue their journey back to independence and happiness.

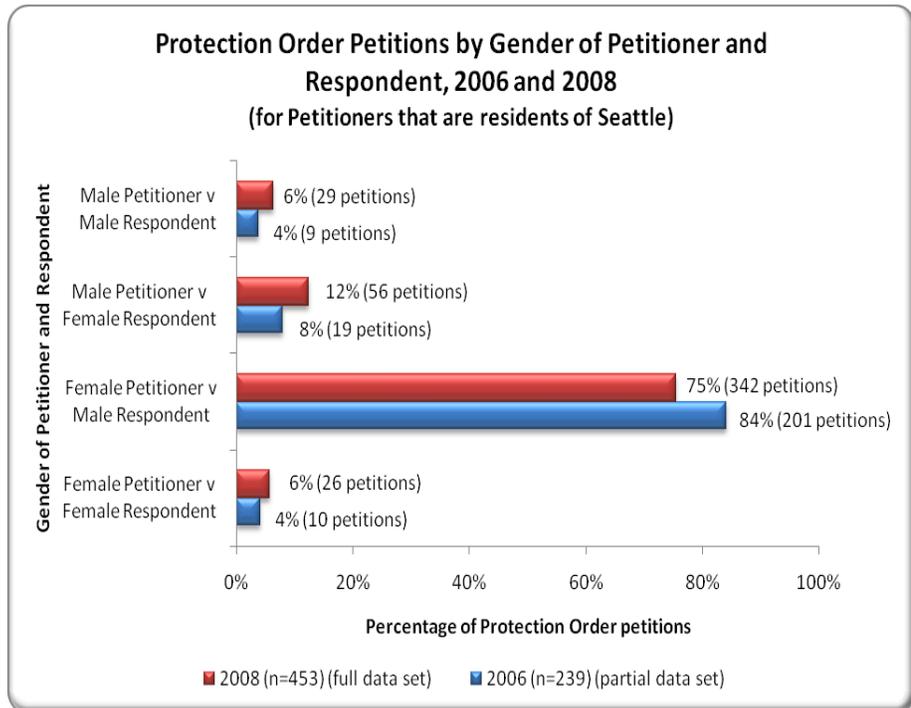
## SURVIVORS SEEKING CIVIL PROTECTION ORDERS

### Highlights from 2006 to 2008:

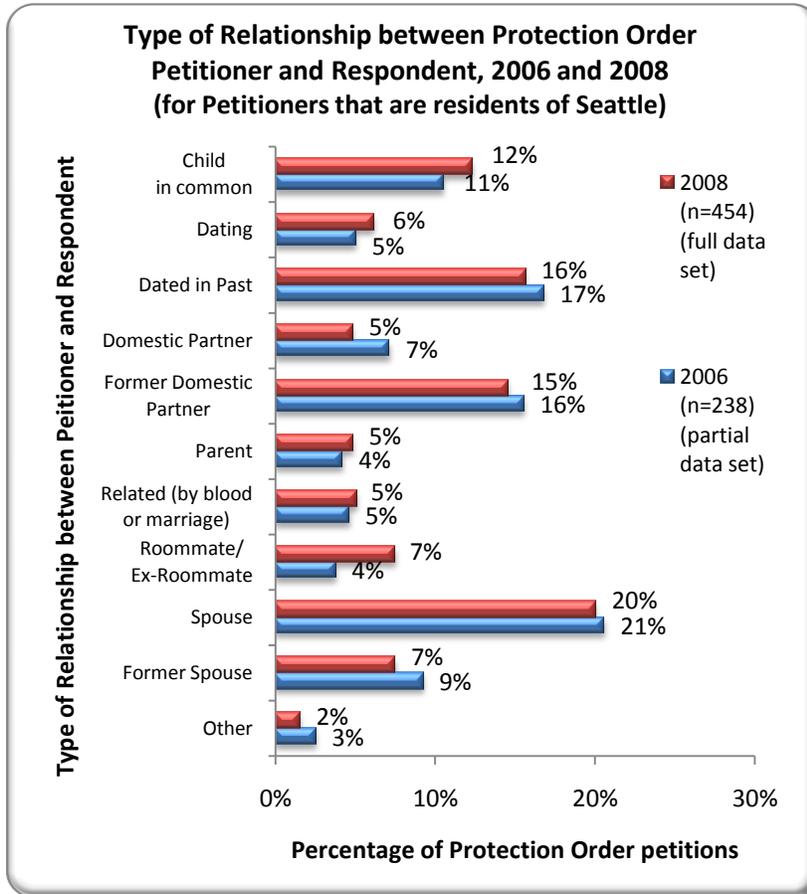
- 75-84% of petitioners are women seeking protection from abusive male partner
- Protection Order petitions illustrate complexity and danger of alleged abuse – 57% of petitioners said that respondent had made threats to kill self or others
- Approximately 80% of petitioners had not accessed community-based domestic violence services at the time they filed their petition

The City of Seattle together with the King County Protection Order Advocacy Program analyzed data on Seattle residents applying for civil Protection Orders.<sup>22</sup> The 2006 and 2008 data presented below pertains to those records from Petitioners (the person applying for the Protection Order) who listed a Seattle zip code on their petition. The Respondent is the individual whom the Protection Order is filed against, who is alleged to have harmed or threatened the Petitioner.

**Majority of Petitioners are Women Seeking Protection from Abusive Male Partners.** The majority of Protection Order applicants are women seeking a protection order against a male abuser. There was a decrease in this category between the two years, and small increases in the percentage of applicants seeking Protection Orders in male versus male, male versus female and female versus female alleged abuse situations. This variation in the data may be due to the fact that the data set for 2006 is only a partial set of data for Seattle residents that applied for Protection Orders that year. The 2008 data set is a more complete set of Protection Order applications from Seattle residents.



**Protection Orders Sought for Alleged Intimate Partner Violence.** More than three-quarters of Protection Orders requested in the years 2006 and 2008 were for abuse in intimate partner relationships. The largest increase, 3 % from 2006 to 2008, was in the category of roommate or ex-roommate. This may be partially due to the form used to record information from petitioners, which was modified in an attempt to more clearly define domestic partners and roommates. The difference between these two categories might reflect a portion of petitioners in same-sex relationships who are seeking a Protection Order and select the roommate category so as not to be “outed” in court.



**Protection Order Requests Indicate the Complexity and Danger of Abuse.** In nearly half of the petitions for Protection Orders, the petitioner referenced harassment and threats in combination with at least one other form of abuse on the list (see below). The next highest category was harassment and threats, followed by assault with no weapon as the third most frequently listed form of alleged abuse.

For the least often indicated forms of abuse, individuals may select the more obvious forms of abuse – harassment, assault with no weapon, etc. – and censor out other forms of abuse because of

embarrassment or fear. Similarly, individuals seeking a Protection Order may be experiencing stalking, for instance, but may not identify what they are experiencing as stalking, so they select harassment as the type of abuse. With physical and sexual child abuse, there is also the fear of involving Child Protective Services if such abuse is disclosed.

The data collected in 2008 shed more light on the complex and dangerous nature of the situations that individuals seeking a Protection Order experience. Most startling:

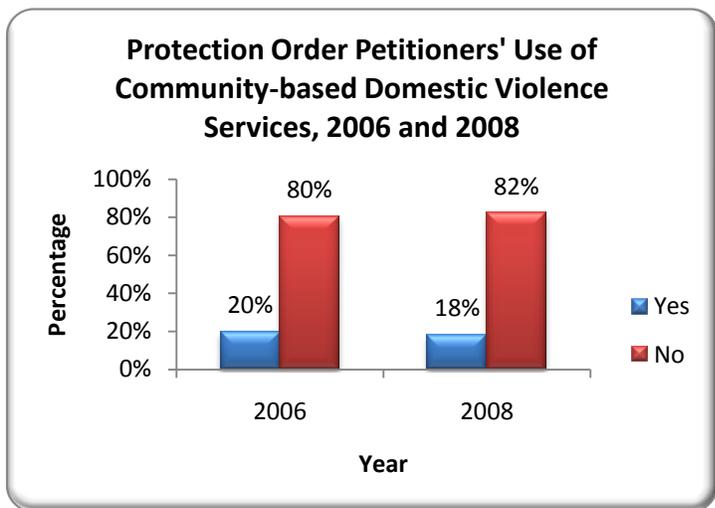
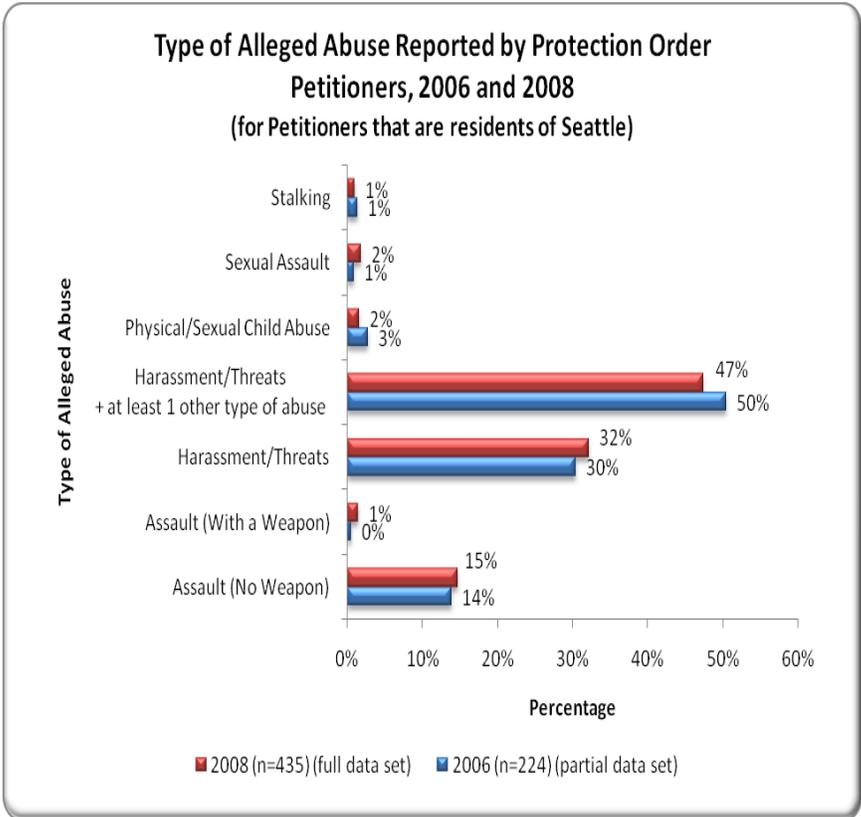
- 57% of petitioners said that the respondent had made threats to kill self or others, and
- 39% said that the respondent had threatened or attempted to commit suicide.<sup>23</sup>

Threats to kill self or others and threats or attempts to commit suicide are significant red flags about the seriousness and potential lethality of abusive relationships. Nearly one-third of the abusers who committed domestic violence homicides since January 1997 in Washington state committed homicide-suicides.<sup>24</sup>

**Alleged Abuse is not a One-time Incident.**

Protection Order petitioners indicated that the alleged abuse was often not a one-time incident and that they have attempted to seek help from the criminal justice system in addition to seeking a civil Protection Order:

- 78% of petitioners said that one, some or all of the incidents of abuse had been reported to the police,
- 38% of petitioners said that the respondent had been arrested by the police for the domestic violence (either for the current abuse or prior abuse),
- 32% of petitioners reported that the respondent had been charged with a domestic violence crime (either for the current abuse or prior abuse).<sup>25</sup>



**Protection Order Petitioners Not Accessing Community-based Domestic Violence Services.**

When asked if they were receiving services from a community-based domestic violence agency (such as a support group or counseling), the overwhelming majority of petitioners said that they were *not* receiving such services. Applying for a Protection Order is one opportunity to receive information about community-based domestic violence services. The large percentage of petitioners that are not

receiving services from a domestic violence agency is concerning and may indicate an area where greater collaboration between agencies is needed to ensure that domestic violence survivors get the services they need and want.

#### Four Types of Court Orders

**Protection Order** - This is a civil order for victims of domestic violence who have been assaulted, threatened, or stalked and are afraid of being hurt again. The court tells the "family or household member" who threatened or assaulted the victim not to harm them again. This order is requested by the victim at any local court. There is no cost for the Protection Order.

**No Contact Order** - This is a criminal order for victims of domestic violence, after criminal charges have been filed by a Prosecuting Attorney against the abuser in court. Filing criminal charges happens after the police have responded to a 9-1-1 call, taken a report, and forwarded the papers to a Prosecutor. The victim does not have to fill out a petition, because it is part of a criminal action. No Contact Orders are requested by the Prosecutor when they are concerned about a victim's safety. A No Contact Order stops the abuser from contacting the victim through phone, letter, or by sending messages through friends or family. This order is intended to protect a victim while the criminal case is going on.

**Restraining Order** - This is a civil order that is usually issued along with divorce, legal separation, paternity or child custody case. It covers property, child support, maintenance and custody issues. A Restraining Order prohibits someone from contacting another person, or doing violent acts. This order is usually filed by the lawyer representing an individual in Superior Court.

**Anti Harassment Order** - This is a civil order that is filed by someone who has been annoyed or harassed by another person, such as a neighbor, co-worker or stranger. This order prevents the other person from contacting the victim or coming to their house, school or workplace.

## SURVIVORS & CIVIL LEGAL SERVICES

### Highlights from 2008:

- City-funded Civil Legal Services Project serves for low-income and immigrants and refugees domestic violence survivors
- More African Americans domestic violence survivors seek domestic violence services from City-funded agencies than white domestic violence survivors, yet more whites are served by the Civil Legal Services Project

In Seattle and King County, there are limited civil legal resources available for domestic violence survivors, and even fewer attorneys available for assistance or representation. There are a few agencies that provide civil legal services to King County residents impacted by domestic

violence – the King County Bar Association, Northwest Justice Project, Northwest Immigrant Rights Project, Eastside Legal Assistance Program, and Seattle University Family Law Clinic.

**City-funded Civil Legal Services Project.** In an effort to augment the civil legal services available to domestic violence survivors, the City of Seattle made new funding available in mid-2007 to provide civil legal services for victims of domestic violence, and contracted with Northwest Justice Project to expand their civil legal services. The primary goal of the Seattle Civil Legal Services Project is to increase the safety and economic viability of low-income domestic violence survivors and their children who are Seattle residents. Through a three-tiered civil legal services model, the project has served 83 clients since inception and through 2008:

*“Having representation is critical, having that person who can really advocate is so important because there is so much at stake. My clients are so brave, have so little, give up so much and work so hard to keep themselves and their children safe. The outcome for the victim is still a crap shoot when a third person is involved (judges, private council, guardian ad litem) even with an attorney present.”*  
*Civil Legal Services Provider*

- 2,209 phone-based legal advice services provided to domestic violence advocates giving resources and options for legal remedies for survivors
- 207 brief in-person legal consultation and services to persons experiencing domestic violence
- 20 direct representation for individuals seeking long-term safety and economic stability for themselves and their children.

Individuals are seeking assistance with civil legal matters, such as marital dissolution, child custody and parenting plans, and protection orders. All clients are considered very low income and all are residents of Seattle.

- 58% are between the ages of 18 and 34
- 45% percent are immigrants and refugees
- 35% percent are limited English proficient

**Disparity in Who Receives Civil Legal Services.** As noted above, more African Americans domestic violence survivors seek domestic violence services from City-funded agencies than white domestic violence survivors (see page 15), yet more whites are served by the Civil Legal Services Project.

- 46% are white, 23% are Hispanic, 19% are Asian-American, and 9% are African-American

This disparity is marked, yet there is no single explanation for the disparity, only theories.<sup>26</sup> The Civil Legal Services Project accepts clients as they are referred to the program, and the only screening criteria are eligibility (e.g. very low income and Seattle residency) and need. One theory is that African American clients are not being referred for legal services at the same rate

as clients of other races. The lack of referrals may indicate a need for better outreach in the African American community.

The project has also received more referrals than it can serve. Referrals are triaged, and those individuals with the greatest barriers to accessing the court system (e.g., language, disability, complexity of issues, etc.) are served first. This is a decision based upon the unique facts of the case and the needs of the family.

At this point, the discrepancy in clients served by the Civil Legal Services Project is being taken seriously. Outreach efforts and referral systems will be reviewed and monitored to ensure that the Civil Legal Services Project is reaching all communities of color – and that those communities are fully able to access and utilize the project as a resource.

### Civil Legal Services Stories

An East African woman was referred to the Seattle DV Project in early 2009. She fled her husband after he was arrested for beating and strangling her in front of their two toddler-age children. This was not the first time he beat her in front of the children. For years, he terrorized her by punching her, pulling her hair, and strangling her whenever he felt she was not living up to his standards of what a wife and mother should be. Physical abuse was not his only means of control. Any time she tried to make friends in their small African community, he severed the contacts and accused her of infidelity, keeping her isolated. When she finally got a job to help support the family, he tried to sabotage it, refusing to provide her transportation to go to work.

She needed a protection order and assistance with a divorce case the husband had filed. The husband had taken advantage of her limited English proficiency and had forced her to sign an agreement giving him custody of the children. The project attorney helped her immediately revoke the agreement and get a protection order.

The husband continues to stalk his wife in violation of the protection order and has falsely accused her of abuse and neglect. Her project attorney helped fend off these attacks by helping her enforce the protection order and providing evidence to show the child abuse allegations were completely unfounded. The goal at trial is a long-term protection order and a parenting plan that will restrict the husband's visitation completely until he can complete mental health treatment and batterer's intervention.

The assistance provided by the project attorney has helped this woman acquire a new sense of safety, security, and freedom. She is now able to take advantage of the opportunities she looked forward to when she obtained her lawful permanent residency in the United States several years ago. With this new found freedom, she has started taking ESL classes and is currently making plans to pursue a medical assistant degree.

## WHO ARE DOMESTIC VIOLENCE ABUSERS?

### Highlights from 2006-2008:

- Most abusers are referred to batterers' intervention treatment from the court system
- Majority of abusers are prohibited from contacting their victim
- Nearly half of abusers in batterers' intervention treatment had previous arrests and convictions for domestic violence

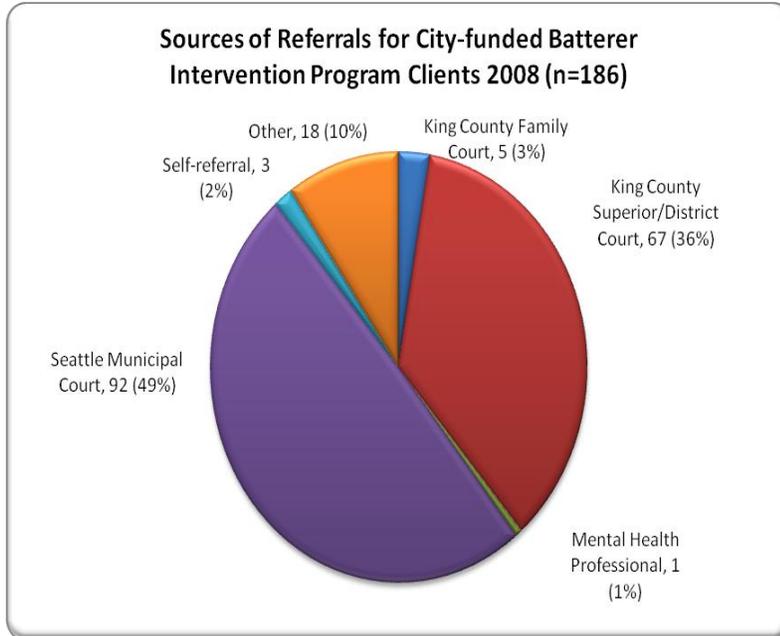
In addition to funding services for victims of domestic violence, the City of Seattle also provides funding for batterer intervention programs. Batterers' intervention programs<sup>27</sup> are one element in a coordinated community response to domestic violence, and such programs must prioritize victim safety and batterer accountability. The information presented here is based on information gathered from the three batterer intervention providers that receive funding from the City. This information provides a snapshot of domestic violence offenders in Seattle, but is not meant to be representative of all batterers in general or batterers who participate in batterers' intervention programs.

**No Typical Batterer.** As with victims of domestic violence, batterers come from all socio-economic, racial, ethnic, religious, gender, age, sexual orientation, and other groups. There is no "typical" batterer. The only common characteristic among batterers is that they exert power and control over their intimate partners through the use of physical, emotional, and sexual abuse, threats, stalking, control of finances, abuse and manipulation of children, and other tactics.

**Most Referred by the Court System.** Nearly half (49%) of batterers in the three City-funded programs were referred or mandated to attend batterer intervention programs by Seattle Municipal Court, and 36% were referred by King County Superior or District Court.

*"It is highly unlikely to eliminate every behavior on the abuse wheel, i.e., denying, minimizing, but I see a success when batterers recognize when they are being abusive ('own it, change it, fix it'). When he understands the reason for separation and recognizes her and the kids' need for support. In the context of the groups, I see success when there is a broadening and deepening understanding of accountability. When they get the iceberg metaphor - the obvious signs of abuse are above the water with the less obvious ones, like emotional abuse and manipulative behaviors, being under the surface."*

*Batterers' Intervention Program Provider*



In terms of the nature of the incident for which they were referred or mandated to batterers intervention programs:

- 77% were in batterer intervention programs because of a misdemeanor domestic violence criminal case
- 19% were in the programs for felony domestic violence criminal cases.

Only a small percentage of batterers, 5%, were in batterers' intervention programs as a result of civil cases or a self-referral.

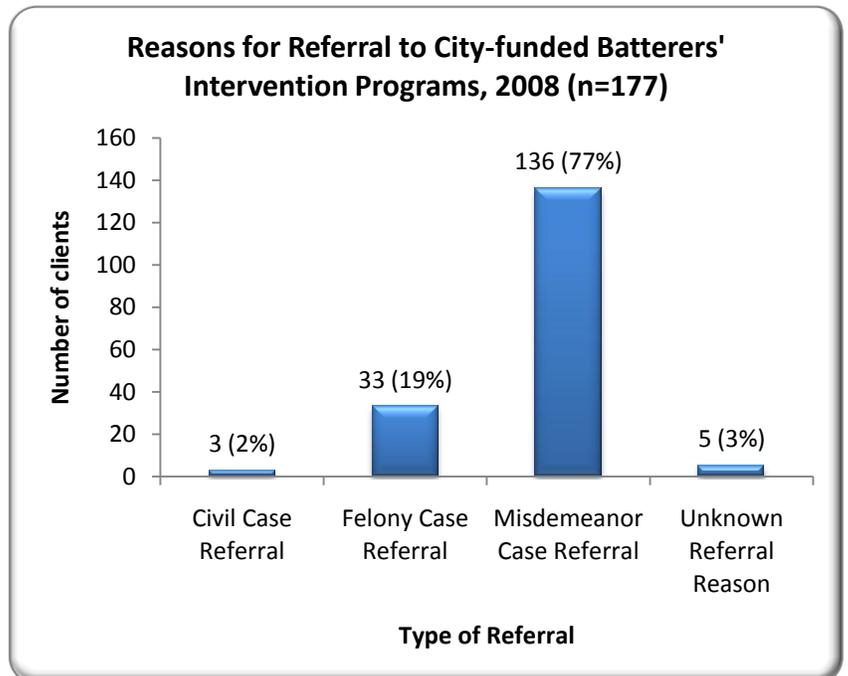
**Batterers Prohibited from Contacting Victim.** The data collected in 2008 showed that the majority had some form of court-imposed restrictions on their contact with their victim:

- 80% of the batterers, as a result of a criminal case, had a No Contact Order against them
- Another 18% had civil protection or restraining orders against them.

**Prior Domestic Violence History.**

There was a fairly even split between clients who had previous arrests for domestic violence (48%) and those who had no previous arrests for domestic violence (49%). Additionally:

- 43% had previous convictions for domestic violence
- 38% had spent time in jail for a domestic violence conviction.



While this data is limited, it does indicate that nearly half of the individuals in the batterers' interventions programs were not first time offenders and that there was a history of domestic violence.

## REPORTED DOMESTIC VIOLENCE CRIME IN SEATTLE

### Trends from 2006 to 2008:

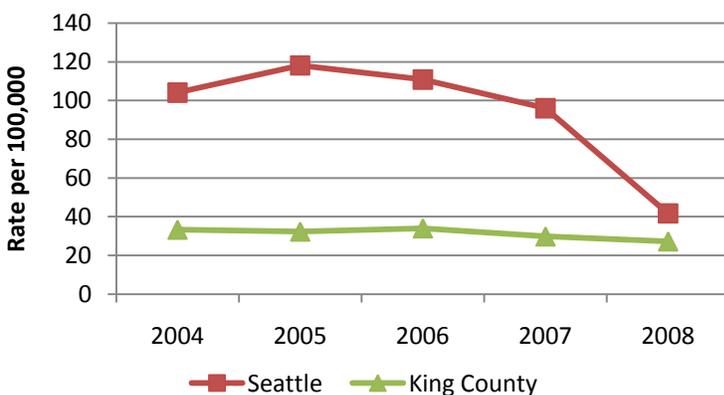
- 57% decrease in reported major (felony) domestic violence crimes
- 40% decrease in reported simple assault domestic violence crimes
- 15% decrease in all 9-1-1 calls, and a corresponding 16% decrease in domestic violence-related 9-1-1- calls
- 20% decrease in all dispatched 9-1-1 calls resulting in arrest, and a corresponding 19% decrease in domestic violence-related dispatched 9-1-1 calls resulting in arrest.
- 20% decrease in felony investigations by Seattle Police Department DV Unit
- 25% decrease in misdemeanor investigations by Seattle Police Department DV Unit

Nationally, the number of violent crimes (e.g., murder, forcible rape, robbery and aggravated assault) decreased by 2.5 percent from 2007 to 2008.<sup>28</sup> Locally, Seattle saw a 6% decrease in violent crimes for the same period. While there were increases in murder, rape and robbery from 2007 to 2008 in Seattle, there was a 17% decrease in aggravated assaults.<sup>29</sup> A similar declining trend in reported domestic violence crimes is part of the larger picture of decreasing violent crime in Seattle.

**Declining Trend in Reported Major (Felony) Domestic Violence Crime.** Over the last decade, and especially within the last five years, Seattle has experienced a declining trend in the rates of reported major domestic violence crimes (murder, rape, robbery and aggravated assaults). Seattle experienced a 57% decrease in reported major domestic violence crimes between 2007 and 2008, while the rest of King County witnessed a 7% decrease over the same period. This is a

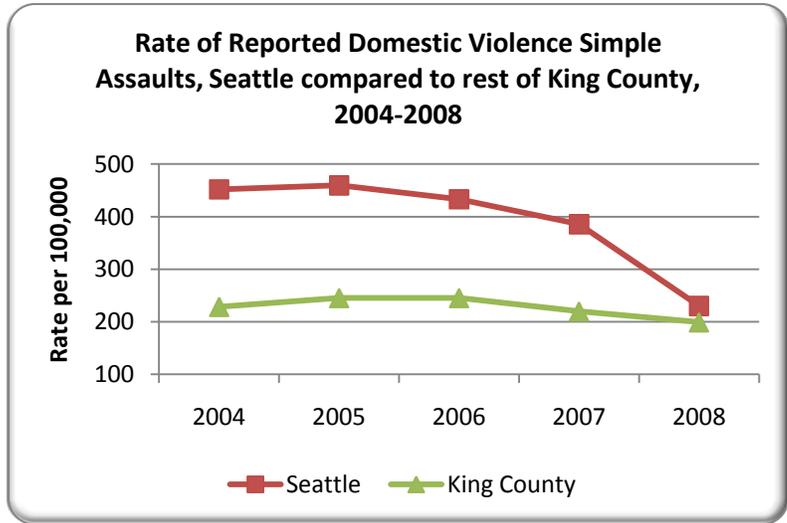
substantial decrease for Seattle, considering the percentage change from 2006 to 2007 was 12% and 2005 to 2006 was 7%.

**Rate of Reported Major Domestic Violence Crimes, Seattle compared to rest of King County, 2004-2008**



Historically, Seattle has had the highest rate of major domestic violence crimes among King County regions (a 12-year average of 115 per 100,000 people). Yet, in 2008, the rate for Seattle compared with the rest of King County was much closer – 41.7 per 100,000 people compared to 27.2 per 100,000.<sup>30</sup>

**Similar Trend with Reported Domestic Violence Simple Assaults.** The trend over the last five years for reported domestic violence simple assaults<sup>31</sup> has been a decreasing one as well. From 2007 to 2008, Seattle experienced a *40% decrease* in the rate of reported simple assaults, whereas King County's decrease was 9% over that same period. Again, this is a steeper decrease for Seattle than might have been expected given rates of reporting in previous years. Additionally, in 2008, Seattle's rate of reported domestic violence simple assaults was closer to the rate for King County – 230 per 100,000 people versus 199 per 100,000.



**Decrease in Domestic Violence 9-1-1 Calls, Arrests, and Follow-up Investigations.** Overall, calls to 9-1-1 *decreased by 15%* from 2006 to 2008. The number of domestic violence-related 9-1-1 calls (a subset of total 9-1-1 calls) *decreased by 16%* over that same period. Yet, for both years, domestic violence-related calls still represent 5% of all 9-1-1 calls.

Similar decreases also exist when comparing all dispatched 9-1-1 calls resulting in arrest and domestic violence-related dispatched 9-1-1 calls resulting in arrest. Both have experienced a *decrease of approximately 20%*. Yet, in both years, domestic violence-related dispatched 9-1-1 calls that lead to an arrest represented 22% of all dispatched 9-1-1 calls resulting in arrests made in Seattle.

<b>Table 5. Domestic Violence Incidents in Seattle*</b>	<b>2006</b>	<b>2008</b>	<b>% Decrease</b>
Number of 9-1-1 calls	218,709	185,766	(15%)
Number of domestic violence-related 9-1-1 calls <sup>32</sup>	11,165	9,326	(16%)
Domestic violence-related 9-1-1 calls as % of all 9-1-1 calls	5%	5%	
Number of dispatched 9-1-1 calls resulting in an arrest	8,917	7,036	(21%)
Number of domestic violence-related dispatched 9-1-1 calls resulting in an arrest	1,933	1,564	(19%)
Domestic violence-related arrests as % of 9-1-1 calls resulting in an arrest	22%	22%	
Number of felony investigations by SPD DV Unit	911	733	(20%)
Number of misdemeanor investigations by SPD DV Unit	405	307	(25%)
* Difference in above data from those reported in 2006 and 2008 Seattle Police Department annual reports are due to change in business rules regarding how data was calculated.			

Seattle Police Department's Domestic Violence Unit conducts follow-up investigations on all felony domestic violence cases and on those misdemeanor cases that require additional information prior to being forwarded to the City Attorney's Office. Approximately 90 percent of misdemeanor cases are forwarded to the City Attorney's Office based solely on the responding officer's report. The remaining 10 percent of cases receive follow-up investigation by the Seattle Police Department's Domestic Violence Unit.

From a 9-1-1 call to the preliminary investigation, arrest and follow-up investigations, the City's effort to respond to domestic violence crimes starts with the police response. Since 1994, **Seattle Police Department's Domestic Violence Unit (DVU)** has coordinated SPD's efforts to respond to domestic violence-related crimes in Seattle. The DVU is comprised of a lieutenant, two sergeants, eight felony detectives, three misdemeanor detectives, one elder abuse/neglect detectives, two elder fraud detective, and two felony victim advocates. The DVU also includes a Victim Support Team with over 80 active volunteers who provide assistance to domestic violence victims.

Due to fewer domestic violence-related 9-1-1 calls and resulting police reports, there was a *20-25% decrease* in the number of felony and misdemeanor cases investigated by the Seattle Police Department DV Unit when comparing 2006 to 2008.

**Crimes Are More Complex and Severe.** Yet these numbers only tell one side of the story – the quantitative side. In terms of the nature of the cases that Domestic Violence Unit detectives are investigating, SPD's qualitative assessment of these cases indicates that the crimes are increasingly complex and severe. Many victims have admitted to Domestic Violence Unit detectives that they did not report previous domestic violence assaults due to economic concerns and out of fear of the suspect. This corresponds to national research showing that victims do not report abuse incidents because of a belief that the abuse was a private matter, fear of reprisal from the suspect and/or a desire to protect the suspect.<sup>33</sup>

**Celebration or Caution?** What does this data tell us? At first glance these declining trends may indicate significant progress toward addressing domestic violence crimes in Seattle, yet the sharp decline in the rate over such a short period of time suggests caution when interpreting the data. The Seattle Police Department data from 2006 serves as the baseline for Seattle's biennial reports on domestic violence. It is hard to know whether the decreases in reported domestic violence crimes, 9-1-1 calls and investigations indicates a trend or is simply a momentary dip.

One reason for caution is that domestic violence is a crime known to be largely unreported – nationally, only approximately one-quarter (25%) of all physical assaults against females by their intimate partners are reported to police.<sup>34</sup> Changes in the rates of reported incidents of domestic violence may reflect changes in victim reporting behavior rather than changes in actual incidence of the crime.

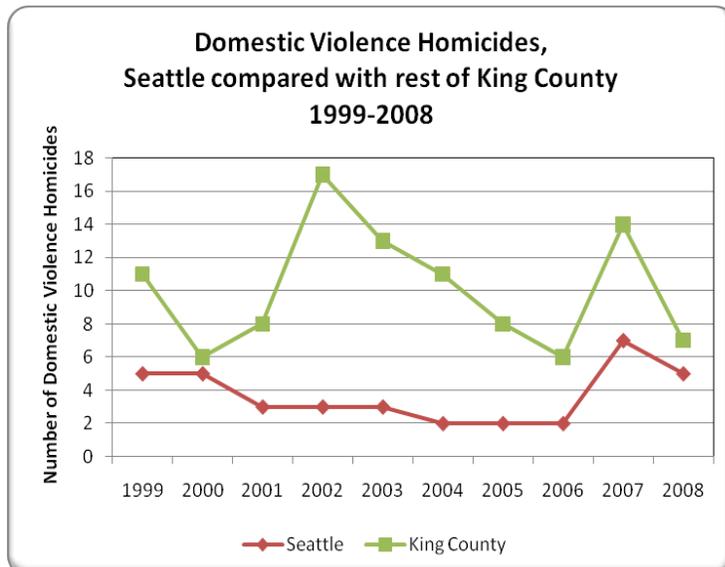
Another reason for caution is that the large decrease in reported domestic violence events has occurred at the same time that the Seattle Police Department has transitioned to a new records management system. This new system changed how information about crimes is documented and recorded as well as how such information is retrieved. It is unknown how much – if any – of the decrease in reported domestic violence events shown in 2008 may be the result of the transition to the new recordkeeping system. In light of the data from King County, a decline in reported domestic violence incidents in Seattle appears likely as well, although perhaps not to the degree shown. Data in subsequent years will be needed to confirm whether the rates of reported domestic violence crimes in Seattle have truly been reduced sharply.

## DOMESTIC VIOLENCE HOMICIDES IN SEATTLE

### Highlights from 1999 to 2008:

- Females are the majority (54%) of intimate partner domestic violence homicide victims in Seattle
- 60% of victims of intimate partner domestic violence homicides in Seattle are women of color

Overall, murders are up in Seattle.<sup>35</sup> Compared with 2007, Seattle saw a 20% increase in murders in 2008, 29 homicides in 2008 compared with 24 in 2007.<sup>36</sup> In terms of domestic violence homicides occurring in Seattle, the numbers have fluctuated over the last two years after remaining fairly steady from 2001 to 2006.



**Females are the Majority of Intimate Partner Domestic Violence Homicide Victims.** Over the last ten years (1999-2008), 37 domestic violence-related homicides<sup>37</sup> have occurred in Seattle:

- 20 (54%) cases involved a female victim whose husband or boyfriend killed her
- Only three (8%) cases involved a male victim killed by a wife or girlfriend.<sup>38</sup>

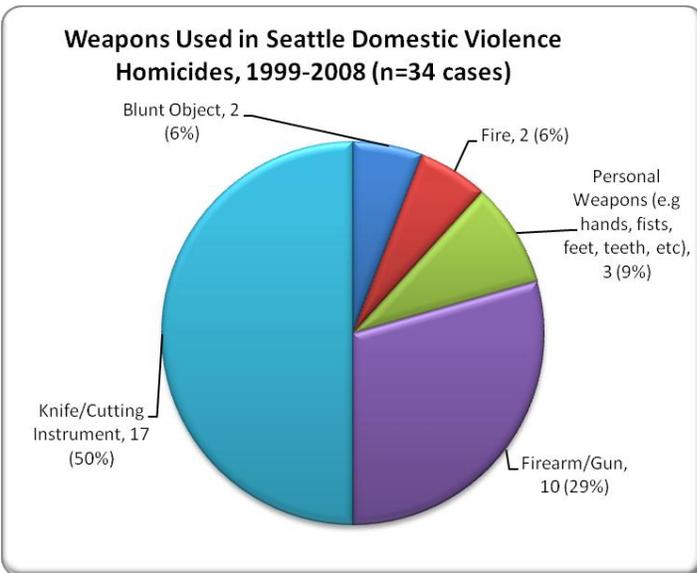
The remaining domestic violence homicides were of other family members.

National research shows that female murder victims are more likely than male murder victims to have been killed by an intimate partner.<sup>39</sup> Seattle’s domestic violence statistics over the last decade mirror national data that shows that homicides of male intimate partners is declining and that only about 3% of male murder victims are killed by an intimate partner.<sup>40</sup>

In 2008, 5 of the 29 homicides (17%) in Seattle were domestic violence homicides. All five victims were the intimate partner – the wife or girlfriend – of the offender.



**Weapons Used in Domestic Violence Homicides.** Seattle’s domestic violence homicide statistics also mirror national data in terms of the types of weapons used in the commission of the crime. Nationally, from 1976 to 2005, the number of male and female intimate partner homicide



victims killed by guns has consistently been declining.<sup>41</sup> In Seattle, knives and other cutting instruments were used in half of the domestic violence homicides in the last 10 years, while guns make up the next largest category. In 2008, four of the five domestic violence homicide victims were killed with knives or cutting instruments, and the fifth was killed with a blunt object.

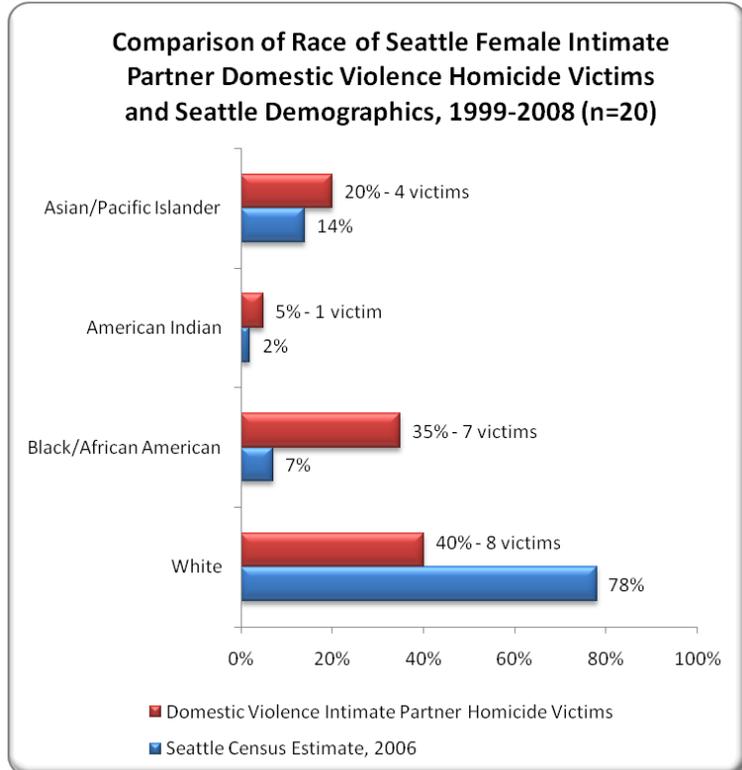
Seattle’s statistics contrast with state-wide data on domestic violence homicides which shows that more than half (54%) of all domestic violence homicides in Washington since 1997 were committed with a firearm.<sup>42</sup>

**Women of Color Disproportionately Victims of Domestic Violence Homicides.** In the 2008 Washington State Domestic Violence Fatality Review, one of the findings from reviews of domestic violence homicides around the state since 1997 is that “Hispanic/Latina, African-American, American Indian and Alaska Native, and Asian and Pacific Islander women are disproportionately represented in domestic violence homicides compared to white, non-

Hispanic women.”<sup>43</sup> The risk rates are 2.5 to 3.5 times greater for these populations than for white women in Washington State.<sup>44</sup>

When the Seattle intimate partner domestic violence homicide numbers for female victims over the last ten years are compared against population size for racial and ethnic groups in the city, it is apparent that the domestic violence homicide rate for women of color in Seattle is disproportionately higher than for white women.<sup>45</sup>

- nearly two-thirds (60% or 12 out of 20) of the female intimate partner domestic violence homicide victims in Seattle over the last decade have been women of color, and
- eight (40%) of the domestic violence homicides involved a white victim.



Due to how the data is collected, it is not possible to determine the percentage of Hispanic domestic violence homicide victims. However, in 2008, 2 of the 5 (40%) domestic violence homicide victims were Hispanic.

#### Remembering Seattle’s 2008 Domestic Violence Homicide Victims

- ❖ Debbie Lynn Bonilla, 38, was stabbed repeatedly and killed by her husband on April 18, 2008 at her home in Beacon Hill. Their two children, ages 4 and 5, were home at the time of the attack. There was a history of domestic violence, and Debbie had a protection order against her husband at the time of her death.
- ❖ Tracey Lee Creamer, 48, was killed by her husband on May 3, 2008 in West Seattle. She was beaten and strangled, and died of blunt force trauma. Her husband had a history of domestic violence, and had been arrested several times, including twice in the year before her murder. Tracey’s husband committed suicide after killing Tracey.
- ❖ Eldora Earlycutt, 46, was stabbed by her husband on July 4, 2008 in South Seattle. They had been married for five years.
- ❖ Jane Wa Karuiki, 42, was stabbed in October 2008 by her boyfriend while she sat in the front seat of a moving vehicle traveling south on I-5 near Northgate.
- ❖ Noemi Lopez, 31, was a mother of three (ages 6, 13 and 15). She was stabbed multiple times with a knife by her ex-husband in her home on November 30, 2008 in South Seattle.

## PROSECUTING DOMESTIC VIOLENCE OFFENDERS

### Highlights from 2008:

- Targeting City Attorney’s Office prosecution resources on high-risk offenders is working to hold offenders accountable
- Co-locating a King County felony prosecutor with the City Attorney’s Office is model for effective prosecution

Seattle takes the prosecution of domestic violence perpetrators very seriously. Vigorous prosecution plays an important role in the response to domestic violence crimes.

**Focusing Attention on the Most Challenging Offenders.** The Seattle City Attorney’s Office has long been committed to specialized prosecution of domestic violence cases. The office emphasizes prosecution of all batterers; however, certain individuals have a demonstrated history of multiple offenses and other lethality indicators that must be considered to achieve victim safety. The challenge with prosecuting cases involving these high-risk offenders is the resource-intensive nature of the prosecution and the two goals of victim safety and batterer accountability.

Through the Specially Targeted Offender Program (STOP) which began in March 2007, the Seattle City Attorney’s Office targets resources, including a dedicated Assistant City Attorney, to hold this group of high-risk domestic violence batterers accountable. These offenders are the most likely to re-offend, to offend seriously, and to risk the lives of their victims, children, police officers, and the public.

Various indicators are used to identify these offenders including, but not limited to, the criminal history of the defendant, facts of the case, patterns of abuse by the defendant, as well as contextual factors such as alcohol abuse and victim resources. Based on all information available, defendants who demonstrate a significant number of indicators confirm the need for STOP designation and prosecution.

*“The advocate in the City Attorney’s Office kept me informed of what was going on with the case, the trial, and gave me resources to shelters. She also helped me with a safety plan. She stayed in touch with me and gave me appropriate information.”*  
Survivor

All domestic violence cases are screened at various points in the criminal justice process for STOP designation. Ideally, cases are identified upon referral to the City Attorney’s Domestic Violence Unit, with those cases being routed to the STOP Prosecutor for filing decisions. However, cases may be reviewed at a later date for various reasons such as obtaining additional information provided by the victim, discovering old or additional criminal history, etc. The recommendation for

review by the STOP Prosecutor often comes from the original filing Prosecutor after the initial filing decision has been made, but can be initiated at any time.

In 2008, the STOP Program

- Identified and designated 55 individuals as STOP defendants
- Filed 86 new criminal charges against these defendants
- 73 of these charges (84%) were decided in favor of the prosecution

In addition to identifying new defendants that qualify for the STOP program, there are also defendants who are already on probation for domestic violence offenses who require special attention and classification as a STOP defendant because of their non-compliance with requirements of their probation. The dedicated STOP Prosecutor can focus attention on these STOP defendants to ensure that there are appropriate consequences for probation violations.

The City Attorney's Office aims to provide the greatest possible resources to victims whose perpetrators fall into the STOP category, and reduce the level of violence with which they live. Longer-term goals of this program are to reduce recidivism and persuade serious and habitual batterers that there are serious and certain consequences for their conduct.

#### Examples of STOP Cases

City v. Shawn Patrick Murphy. Mr. Murphy was incarcerated on two Assault Domestic Violence charges as well as a Violation of a Domestic Violence Order. Mr. Murphy was so reluctant to comply with his probation on these cases that he eventually spent 190 days in jail on the misdemeanors.

As the period of his probation expired on those cases in early 2007, Mr. Murphy chose another victim. Over the course of the next few months, he assaulted his victim, injured her, and threatened to kill her. Mr. Murphy was designated a STOP defendant given his prior history.

Mr. Murphy continued to deny any responsibility for his actions. He was ultimately convicted on 7 of 8 charges which resulted in 3 ½ years of jail time. Had this case not been designated early on as a STOP case, Mr. Murphy's case may not have received the attention it deserved. In addition, the victim, who was wavering in her willingness to testify, might not have endured the continuances and delays in bringing Mr. Murphy's prosecution to a successful conclusion.

City v. Brian Lummus. Another case that illustrates the importance of the STOP program is Brian Lummus. Mr. Lummus has the distinction of being the first defendant designated as a STOP prosecution. Based on Mr. Lummus's controlling nature and the cool and manipulative attitude he expressed in court along with the victim's overall fear of him, he was designated as a STOP defendant.

Mr. Lummus was charged with Telephone Harassment when he threatened to kill the victim, the mother of his child. Not only was the defendant's hatred of her apparent, but he showed an overall disdain of women which he focused on this victim, partly because she had left him for a relationship with another woman. The victim was so afraid of Mr. Lummus that she intended to leave the state to start another life. In the end, Mr. Lummus pleaded guilty on the day of trial to 150 days in jail. Due to the efforts of the prosecutor in preparing the case, the victim was willing to testify against Mr. Lummus.

**Working Together to Hold Batterers Accountable – A Model for Effective Prosecution.** In April 2008, the Seattle City Attorney’s Office and the King County Prosecuting Attorney’s Office initiated a Domestic Violence Liaison project to co-locate a half-time King County Deputy Prosecuting Attorney in the Seattle City Attorney’s Office Domestic Violence Unit. The goal of this project is to improve victim safety and increase offender accountability. These goals are accomplished through two key objectives – to identify as quickly as possible cases appropriate for felony filing and to build cohesion in domestic violence prosecution between Seattle and King County.

The Seattle City Attorney’s Office prosecutes misdemeanor domestic violence crimes while the King County Prosecuting Attorney’s Office prosecutes felony domestic violence crimes and misdemeanor domestic violence crimes that occur in unincorporated King County. Timing is crucial. Prior to this project, there were cases in which domestic violence suspects were arrested on suspicion of a felony crime, remained in custody while further investigation was undertaken, and then released because the statutory 72-hour hold limit had expired before information was provided to the City Attorney’s Office allowing it to file the case as a misdemeanor.

The situation in reverse happened too when an individual was arrested for a misdemeanor, further information becomes available indicating that the crime was actually a felony, but the defendant pled guilty to the misdemeanor charge before the case could be re-filed as a felony.

Another important part of this co-location project has been the increased communication with the Seattle Police Department’s Domestic Violence Unit.

Representatives from the Seattle City Attorney’s Office, the King County Prosecuting Attorney’s Office, and the Seattle Police Department meet on a regularly scheduled basis to discuss serial and high risk DV offenders, filing standards, new legal issues and provide updated information on pending cases.

In the first full year of the program (April 2008 to April 2009), a total of 640 domestic violence cases were reviewed by the King County Liaison. These cases include cases sent to the City Attorney’s Office and cases that were staffed at the King County Prosecutor’s Office. Just over 40% of these cases (263) resulted in some additional action on the part of either the City Attorney’s Office or the King County Prosecuting Attorney’s Office. Other results:

*“Success can mean a lot of things. A conviction is not always a marker of success, as we know how crafty offenders are at finding ways to keep the victim in terror from jail and prison. Success sometimes means dismissal, choosing not to file charges when a victim is adamantly against it. Narrow, irrelevant outcomes can lead to cherry picking cases that will meet the outcomes. We don’t always know a case is a success until later. One victim, for whom we filed charges against her wishes, contacted us two years later and thanked us.”*  
King County Senior Deputy Prosecutor

- 67 cases were re-filed as felony cases
- 20 cases were reviewed that could be felony level, but needed further investigation by SPD,
- 30 misdemeanor City cases were used as part of a joint resolution/ plea negotiations on pending felony cases with the same defendant and victim.
- 126 crossover cases (where the individual is a defendant in both Seattle and King County) were identified thus resulting in higher bail, increased revocations of probation, and tougher sentences due to the additional charges.
- 5 cases were eligible for an expedited filing program for No Contact Order Violations, which ensures a quick response to the violation.
- 15 cases were reviewed by the King County Liaison and declined for felony charges.

Through this project, a database of more than 4,000 defendants that have domestic violence histories in both the City and County systems has been created. The goal of the database is to help both agencies better identify and coordinate cross-over cases.

The results of this project are more efficient and effective handling of cases between the City and the County, and, therefore more accountability for offenders.

#### Domestic Violence Liaison Project Cases

State v. Melvin Talley. The Seattle City Attorney's Office had received 19 prior domestic violence reports for Melvin Talley. The reports span a decade of abuse. There were 16 prior domestic violence reports involving the same victim and her minor children, all with Mr. Talley as the suspect. With the cooperation of the City Attorney's Office, the King County Prosecutor's Office, and the Seattle Police Department, all three agencies were able to target Mr. Talley as a serial, high risk domestic violence offender. The County joined the City's pending misdemeanor case with a filed felony case. The end result was a 41-month prison sentence with a 10-year No Contact Order prevention Mr. Talley from contacting the victim and her children.

State v. Dexter Nance. Seattle initially charged Dexter Nance with Assault 4<sup>th</sup> Degree-Domestic Violence. Through the work of a Seattle domestic violence advocate and the joint staffing of the case between the City Attorney's Office and the King County Prosecutor's Office, it was discovered that Mr. Nance had been tampering with the victim. Over 29 hours of jail phone records revealed that Mr. Nance had developed a network of associates to tamper with and convince the victim not to testify at trial. Felony Witness Tampering Charges were filed and the defendant pled guilty to four counts of Witness Tampering-DV and received a 43 month prison sentence.

Pending Case. Currently, an Assault 2-Strangulation case is pending in King County Superior Court. The case was initially sent to the City as a misdemeanor assault. Through additional information, the King County prosecutor was able to determine that the defendant should be charged with felony Assault 2<sup>nd</sup> Degree-Strangulation-DV with an aggravating factor of the assault occurring in the presence of the victim's minor children. The defendant has a prior violent criminal history, and now faces prison time for felony assault.

## MONITORING DOMESTIC VIOLENCE OFFENDERS

### Highlights from 2006 to 2008:

- Half of probation violations were for allegations of failing to comply with either probation or batterers' treatment
- Nearly half of review hearings result in the judge partially or fully revoking a defendant's sentence due to non-compliance
- Almost half of probation cases are closed with the defendant fully completing the terms of their probation

Once an offender has been charged with a domestic violence crime, judges and probation play a critical role in holding batterers accountable for their actions and promoting victim safety. From in-custody arraignments to pre-trial hearings to sentencing, judges make decisions on a variety of issues – bail, release of suspect from jail, issuance and lifting of No Contact Orders, terms of sentence, and responses to probation violations – which affect victim safety and offender accountability. The Probation Services Department is an essential part of monitoring offenders' compliance with the conditions of their sentence.

**Probation and Review Hearings.** In 2008, Seattle Municipal Court Probation monitored 1,506 domestic violence cases: 1,000 were continuing cases from previous years and 506 were new cases.<sup>46</sup> The probation counselors monitor each offender's terms of sentence and compliance with the conditions. When an offender is believed to be out of compliance or to have violated the terms of his/her sentence, probation counselors schedule a hearing before one of the Domestic Violence Court judges to review the case – known as a "review hearing." Half of all probation violations in 2008 were for allegations of failure to comply with terms of probation (26%) and failure to comply with batterers' treatment program requirements (24%). Other probation violations include violating a protection order or a no contact order, a new criminal law violation (committing another crime), and failure to comply with chemical dependency and/or mental health treatment.

The **Seattle Municipal Court** has a special Domestic Violence Court with two presiding judges who adjudicate misdemeanor domestic violence cases in Seattle. Additionally, within the Probation Services Department, there is a Domestic Violence Unit which monitors domestic violence offenders.

**Outcomes of Review Hearings by Domestic Violence Court Judges.** At the review hearings scheduled by Probation, the Domestic Violence Court judge weighs the information presented regarding the non-compliance issue. Of the 573 hearings before a Domestic Violence Court judge:

- 11% were hearings where the judge heard evidence from prosecution, defense and probation but didn't issue any additional sanctions or requirements for the defendant
- 18% were hearings where the defendant provided the court with proof that he/she is in compliance with the terms of their sentence
- 24% were hearings where the judge either issued a warning to the defendant that they need to be in compliance (8%) or added conditions to the defendant's sentence (15%)
- In just under half of all hearings, the judge either partially revoked the defendant's sentence and imposed jail time (17%) or fully revoked the defendant's sentence, imposed jail time and ended their probation (31%). This is done for a variety of reasons, ranging from risk to victim and/or community, a pattern of continued non-compliance by the defendant, and that the defendant's probation term is nearing an end.

**Table 6. Outcome of Review Hearings before a Domestic Violence Court Judge, 2008**

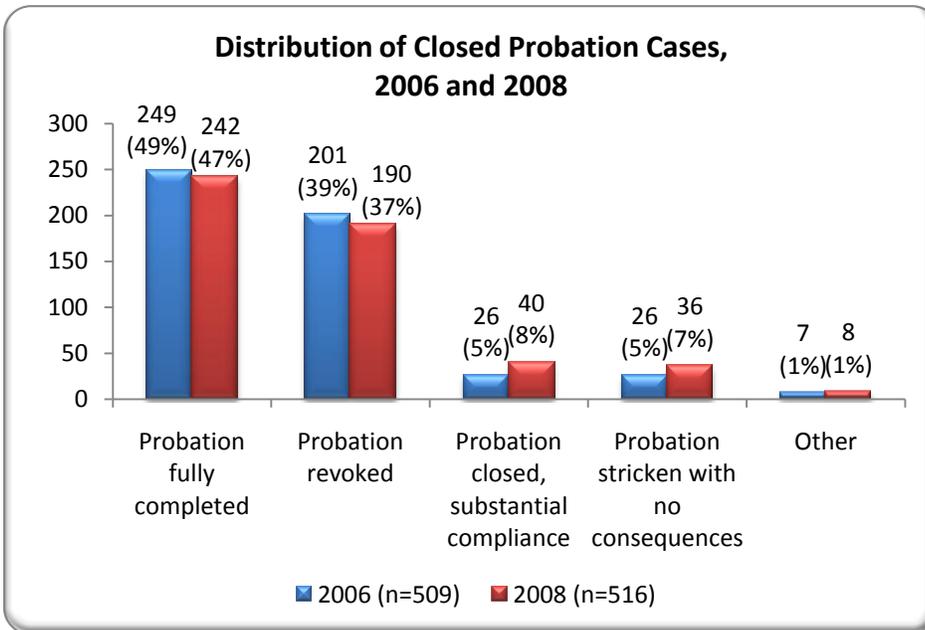
	Number of Hearings	Percentage
Defendant claims hardship or financial issues for non-compliance with sentence (hearing only)	19	3%
Defendant has new criminal law violation which is dismissed or reduced (hearing only)	14	2%
Defendant has new criminal law violation which is handled through a plea negotiation (hearing only)	17	3%
Defendant is in jail on a felony, the jurisdiction on his/her sentence is ending, or a low level offense was committed by defendant (hearing only)	15	3%
Defendant shows proof of compliance with conditions of sentence (hearing only)	101	18%
Judge issues a warning to defendant for non-compliance with sentence	48	8%
Judge adds conditions to defendant's sentence	88	15%
Judge partially revokes defendant's sentence due to non-compliance, imposes jail time and refers defendant back to probation	95	17%
Judge fully revokes defendant's sentence due to non-compliance, imposes jail time and ends probation obligation	176	31%
	573	

**Nearly Half of Probation Cases Closed with Full Completion by Defendant.** In 2006 and 2008, Seattle Municipal Court Probation closed 509 and 516 domestic violence-related probation cases, respectively. Nearly half of these cases in both years (49% and 47% respectively) were cases where the offender was able to fully complete the terms of their probation:

- 50-60% of the offenders completed their probation with no probation violations or review hearings before a judge
- 40-50% had at least one review hearing for allegations of non-compliance with probation

Another nearly 40% of closed probation cases were cases where probation was revoked:

- 53% of offenders in both years had probation revoked for a technical reason<sup>47</sup>
- 24-25% had their probation revoked due to new offenses (domestic violence and/or other criminal offenses)
- 19-23% had their probation revoked for a combination of technical reasons and new offenses.



In the remaining 11-16% of closed probation cases in these two years, probation was closed with substantial compliance,<sup>48</sup> or probation was stricken with no consequences, or other reasons such as but not limited to a case being appealed, competency issues of the offenders, deportation, lengthy prison sentence, or the death of the offender.

## IMPROVING OUR RESPONSE: NEEDS & STRATEGIES

In the 2006 biennial report, we identified a number of needs and proposed solutions that the City was focusing on over the coming years. We are pleased to report that for each of the needs identified the City of Seattle has achieved considerable success in addressing them.

Need Identified in 2006	Accomplishments to Date
Improvements are needed to civil legal services for victims of domestic violence	As described above (see page 22), the City is funding a community-based Civil Legal Services Project. The primary goal of the Seattle Civil Legal Services Project is to increase access to civil legal services for domestic violence survivors, thereby increasing the safety and economic viability of low-income domestic violence survivors and their children who are Seattle residents.
Improvements to timely entry of victims into shelter are needed	In October 2008, the City of Seattle in partnership with King County Women’s Program, Snohomish County Human Services, the Pierce County Crystal Judson Family Justice Center and 11 domestic violence agencies in King, Pierce and Snohomish counties launched the Day One Program®. The Day One® Program facilitates the process of providing immediate access to safety and services for domestic violence victims/survivors and their children. The Day One® Program does this through a secure and confidential Internet site that connects domestic violence programs allowing them to share “real time” available bed space and information about services. See Appendix 1 for more information.
Mental health providers need training to learn more about domestic violence and domestic violence providers need to learn more about mental health	The City of Seattle and its five partners are two years into a three-year grant from the U.S. Department of Justice Office on Violence Against Women that focuses on the needs of domestic violence survivors with mental health issues. A needs assessment has been conducted and a strategic plan developed. The aim of the project is to facilitate sustainable systems change within and among the participating organizations to better meet the mental health, safety and self-determination needs of survivors of domestic violence who have been traumatized or whose existing mental health problems have been exacerbated by domestic violence. See Appendix 2 for more information.

Need Identified in 2006	Accomplishments to Date
Need for more housing for victims and their children fleeing abusive relationships	<i>Bridges to Housing</i> is a transitional housing project funded by the U.S. Department of Justice Office on Violence Against Women. A partnership of public and private agencies, the project moves survivors of domestic violence from crisis and homelessness to safe, stable housing. Transitional housing services (rental assistance), along with domestic violence and other supportive services, are provided to participants for six to 24 months. In partnership with three non-profit agencies, the City of Seattle through this grant will transition 18 families into permanent housing over three years.
Need to build capacity within the defense bar to advocate for and defend domestic violence survivors who have been charged with crimes (victim defendants)	During 2007, a local coalition, with funding from the City, developed recommendations to establish and maintain working relationships between defense attorneys and community based advocates, and organized and presented a training session for community-based advocates and defense attorneys on issues related to victim defendants. Subsequently, the coalition has partnered with the National Clearinghouse on the Defense of Battered Women to further explore the issue of victim defendants in King County.
Investigate whether a Seattle Family Justice Center would enhance outcomes for victims and increase perpetrator accountability	In the fall of 2007, the City conducted a three-forum exploration process with 50 Seattle/King County community leaders, stakeholders and domestic violence victims/survivors to determine if there was community support for such a center, and if the community felt such a center would add value to our region. The consensus was that a Family Justice Center would add value. The second phase of planning was completed in early May 2008. This phase consisted of two meetings with the same stakeholder group, and yielded several draft products: mission, vision and values, location parameters, outcomes that can be measured before and after the center is operational to determine if the center is achieving its goals, and the recommended governance structure. At the beginning of this planning process it was envisioned that the City would fund a significant portion of this center. Unfortunately, potential public funding is now severely affected due to the economic downturn. Currently work is being done to identify alternative funding sources.

Continuing with the tradition of identifying a partial list of needs and possible strategies to address them, here are some of the things that the City of Seattle has in the “hopper” for 2009 and beyond.

**Need:** Improving access to services for victims who interact with the Seattle criminal justice system

**Strategy:** Local research illustrates that a high percentage of domestic violence victims who interact with the Seattle criminal justice system do not connect with community-based domestic violence services. The City’s 2010-2012 Domestic Violence Criminal Justice Strategic Plan calls out this problem specifically. The Seattle Human Services Department, together with Seattle Police Department, Seattle City Attorney’s Office and the King County Prosecuting Attorney’s Office, will conduct periodic Livality Reviews – reviews of domestic violence cases with input directly from victims – to identify gaps in policy, practice, training, resources, information and collaboration and to develop recommendations for system improvement. Secondly, the City Attorney’s Office will review practices regarding system-based advocacy and areas for improved collaboration with community-based domestic violence agencies.

**Need:** Enhanced language services for limited English proficient survivors

**Strategy:** Together with local community based domestic violence agencies, Seattle created and continues to support the Peace in the Home Helpline, 1-888-847-7205, for limited English proficient domestic violence survivors. In addition, Seattle was awarded federal funding to support the addition of two Spanish-speaking advocates to serve on the domestic violence crisis line at a community-based agency to help Latina victims more easily access services and shelter in the county. Finally, Seattle continues to fund interpreter services that community-based agencies can access for over-the-phone interpretation in crisis situations.

**Need:** Primary prevention of domestic violence among young people

**Strategy:** In 2009, the Seattle Human Services Department created a new program aimed at preventing dating violence and domestic and sexual violence, by helping teens build healthy and respectful relationships. As part of the program, a community agency will work with youth counselors to conduct 12 to 15 sessions at two Seattle middle schools twice during the 2009-2010 school year and once in the fall of 2010. The sessions will include presentations and discussion on topics such as healthy relationships, contributors to violence, conflict resolution and media violence.

Youth counselors will also train students from two Seattle high schools to co-facilitate the interactive middle school group sessions and provide education and information to teachers, school counselors and coaches at both middle schools, as well as to parents of the young

people involved. In addition, participating young people will have the opportunity to develop a media campaign about teen relationships.

The Seattle program is patterned after work done by the Robert Wood Johnson Foundation and the Family Violence Prevention Fund. The curriculum for the program will be adapted from the evidence-based “Fourth R Project” of the University of Western Ontario.

**Need:** Enhance coordination across systems to hold batterers accountable

**Strategy:** In 2009, the Domestic Violence Prevention Council approved a Gold Standard Plan that establishes a Gold Standard Committee to include perpetrator program providers, domestic violence victims’ advocates and court and probation personnel. This committee’s work is 1) to identify the best practices for achieving and implementing the standards in the Washington State Administrative Code for Domestic Violence Perpetrator Treatment providers and 2) to improve our coordinated community response for victim safety and offender accountability through improved communication and cooperation between Domestic Violence Perpetrator Treatment programs and the criminal legal system.

**Need:** Improve the response to and services for commercially sexually exploited youth

**Strategy:** In June 2008, the City of Seattle Human Services Department released a special report it had commissioned titled Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle, by Dr. Debra Boyer. This report identified 238 specific individual children in King County in 2007 involved in prostitution. Many others—mostly girls—arrested for other criminal activities were found to have also engaged in prostitution. Most prostituted children have been victimized by a lifetime of exposure to emotional, physical and sexual abuse, and parental neglect. These youth are psychologically manipulated and physically coerced by pimps, some of whom are gang members. Once exploited, these children are often trapped in a cycle of violence, facing repeated beatings and degradation at the hands of pimps and “johns.” Without treatment, these children are likely to fall deeper into the criminal subculture of prostitution. They will become frequent users of public health care, treatment services, and the criminal justice system well into adulthood.

Seattle is undertaking an effort to identify a mix of public and private funding to develop a continuum of services, including a United Way-led effort for specialized emergency shelter, and a City-led effort for residential recovery services for these children. Additionally, more than 100 local providers and responders will receive comprehensive training to help them understand how youth are recruited into this subculture, how to identify and engage them, assess their readiness to access in services and how to best provide services. A community response plan that details the efforts and commitments from each stakeholder agency will also be developed.

**Need:** Address domestic violence in the workplace

**Strategy:** In 2008, Seattle developed and implemented three Domestic Violence, Sexual Assault and Stalking in the Workplace policies. The policies describe how the City supports victims/survivors, holds offenders accountable and provides liberal leave provisions for victims/survivors and their family members. In 2009 and 2010, the City will train all its managers, directors, supervisors, executives, human resources professional, safety staff and front desk staff about the policies and its implications in the workplace.

**Need:** Improve system response and coordination regarding intimate partner elder abuse

**Strategy:** The King County Prosecutor's Office, in conjunction with the Seattle Police Department, Adult Protective Services, Domestic Abuse Women's Network, and Senior Services, was awarded the Office on Violence Against Women Training Grant to End Abuse in Later Life. This three-year grant will provide extensive training of law enforcement and service providers across King County, a paid project coordinator who will lead the effort to improve the County's coordinated community response to elder abuse, and lead a team to conduct a countywide elder abuse victim services needs assessment. In the third year of the grant, the Office on Violence Against Women will actually fund the services that we determine are most needed by elder abuse victims here. Seattle will work with this team and members of the existing Elder Abuse Council to accomplish a number of the tasks that will expand King County's ability to provide a consistent, quality community response to elder abuse.

**Need:** Better regional coordination to address domestic violence

**Strategy:** There are a number of ways that the City of Seattle is contributing to better regional coordination to address domestic violence. The elder abuse initiative mentioned above is one example. Another is the Domestic Violence Initiative (DVI) organized by the King County Prosecuting Attorney and the King County Coalition Against Domestic Violence. The aim of this initiative is to develop and implement practical solutions to improve the response to domestic violence throughout King County. Seattle's 2010-2012 Domestic Violence Criminal Justice Strategic Plan pledges support for the DVI and encourages active participation as the initiative develops. Seattle will continue to contribute to these and other coordination efforts.

## APPENDIX 1: DAY ONE PROGRAM

### Day One Program: A real-time web-based domestic violence shelter bed inventory

In October 2008, the City of Seattle in partnership with King County Women’s Program, Snohomish County Human Services, the Pierce County Crystal Judson Family Justice Center and eleven domestic violence agencies in King, Pierce and Snohomish counties launched the Day One Program.

#### What is the Day One<sup>®</sup> Program?

The Day One<sup>®</sup> Program facilitates the process of providing immediate access to safety and services for domestic violence victims/survivors and their children – when they need services, where they need them and when they call, on “Day One.” The Day One<sup>®</sup> Program does this through a secure and confidential Internet site that connects domestic violence programs allowing them to share “real time” available bed space and information about services.

#### How does the Day One<sup>®</sup> Program work?

##### 1. The Call for Safety or Services . . .

- A victim/survivor directly contacts a domestic violence agency or crisis line.
- A trained advocate or volunteer answers the call and conducts a brief screening to ensure that the victim/survivor is calling from a safe location.

##### 2. The Response . . .

- If the first program is unable to accept or serve the victim/survivor, the advocate explains that she can continue to assist by connecting the call to another agency that may have space or the service the caller needs.
- The advocate checks the private, secure Internet site and reviews the Day One<sup>®</sup> database to quickly see which program may have space or the appropriate service and can best accommodate the caller’s needs.

##### 3. The Connection . . .

- The advocate informs the victim/survivor of what program may have space or the service needed and, if the victim/survivor desires, places a three-way call to the second program.
- Once connected, the first advocate leaves the line, allowing the caller and the second advocate to hold a confidential conversation. If needed, the process continues until the victim/survivor finds safety.
- For limited-English speaking callers – the first advocate, if s/he speaks the caller’s language, may continue to stay on the line to act as an interpreter or to engage in co-advocacy with the second advocate when a call is transferred between agencies.

### **What information is available via Day One®?**

The Day One® Web-based system includes information on shelter, hotel/motel voucher, and transitional housing availabilities. Domestic violence agencies participating in the Day One® Program update their shelter bed inventory on a daily basis or as their inventory changes. Transitional housing inventory is updated monthly or as inventory changes. The database also includes information about each participating agency, including geographic area served, disability access, languages spoken by staff, advocacy and other services offered, support groups, and programs for children. No client information is included in Day One®.

### **What are the benefits of Day One®?**

- Facilitates the process of connecting victims/survivors to programs that can provide immediate safety and services, and best accommodate their needs
- Provides the structure of a secure and confidential Web-based site that connects domestic violence programs allowing them to share “real time” available bed space and services
- Creates opportunities for domestic violence programs to share best practices and strengthen relationships in order to enhance services for victims/survivors

### **Which agencies are participating in the Day One® Program?**

#### *King County:*

- API Women & Family Safety Center
- Broadview Emergency Shelter
- Consejo Counseling & Referral Services
- Domestic Abuse Women's Network
- Eastside Domestic Violence Program
- New Beginnings
- Refugee Women's Alliance
- Salvation Army Catherine Booth House
- YWCA South King County
- YWCA Downtown/East Cherry - Seattle

#### *Pacific County:*

- Crisis Support Network

#### *Pierce County:*

- Crystal Judson Family Justice Center
- Korean Women's Association

#### *Snohomish County:*

- Domestic Violence Services of Snohomish County

### **What is the history of the Day One® Program?**

The Day One® Program began in Minnesota in 1995 as a collaboration between 10 metropolitan area domestic violence shelters, the Allina Foundation and United Way of Minneapolis. Over the past 13 years, the program has grown to include 47 shelter programs from across the state of Minnesota. The Minnesota Day One® Program is managed by Cornerstone, a nonprofit domestic violence agency based in Minneapolis, and is funded by the State of Minnesota and Cornerstone’s own fundraising efforts. The long-term vision for the Day One® Program is to have it be a national system that links domestic violence agencies across the country.

## APPENDIX 2: DOMESTIC VIOLENCE & MENTAL HEALTH COLLABORATIVE

### Domestic Violence/Mental Health Collaboration Project

The City of Seattle Human Services Department’s Domestic Violence and Sexual Assault Prevention Division competed for and was awarded a 2007 “Education, Training and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program” from the U.S. Department of Justice’s Office on Violence Against Women (OVW). This is a three-year collaborative grant program designed to improve systems that are responsible for providing services to survivors of domestic and/or sexual violence who have disabilities and/or who are Deaf. The grant program emphasizes creating sustainable systems change.

This project focuses on improving service delivery to victims/survivors of domestic violence who have mental health concerns. The mission of the project is to facilitate sustainable systems change within and among the participating organizations to better meet the mental health, safety and self-determination needs of survivors of domestic violence who have been traumatized or whose existing mental health problems have been exacerbated by domestic violence. The participating organizations are striving to make services more accessible, holistic, and integrated, to work more collaboratively together, and to effectively utilize reciprocal consultation.

#### Participating Organizations

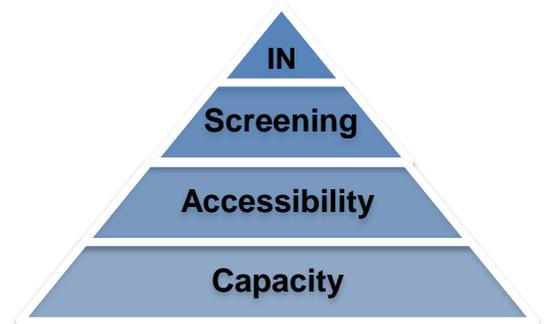
- City of Seattle, Human Services Department, Domestic Violence and Sexual Assault Prevention Division
- Consejo Counseling and Referral Service
- King County Coalition Against Domestic Violence
- New Beginnings
- Seattle Counseling Service
- Sound Mental Health

### NEEDS & STRENGTHS ASSESSMENT FINDINGS

We asked “*Who can get in?*” & found strengths & challenges regarding:

**Capacity** - Demands are so high that it is extremely challenging to address the complex needs of domestic violence survivors with mental health concerns. Funders enable providers to offer services, but some of their policies can inadvertently act as barriers to meeting survivors’ needs.

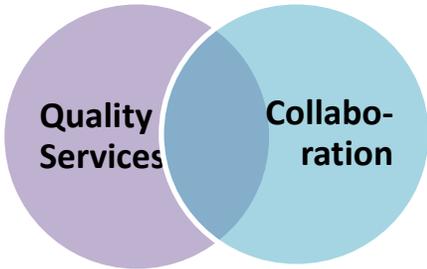
**Accessibility** - Each partner organization is strong in particular areas of accessibility, but has room for improvement in others. The lack of accessible, welcoming services in the community at



large makes it much harder for service recipients to get their needs met, and puts more strain on the service providers who will help them. The environment in which services are provided makes a difference.

**Screening** - A “one size fits all” approach to screening works for some, but does not work well for many.

**We asked “Do needs get met?” & found strengths & challenges regarding:**



**Services & Referrals**

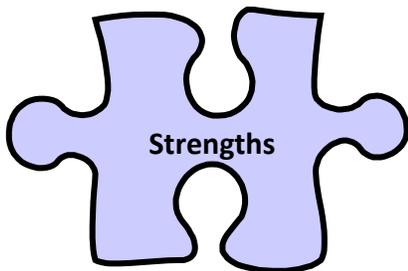
Service recipients want integrated, quality services that support them as a whole person. Referrals need improvement & services need to be strengthened.

**Collaboration**

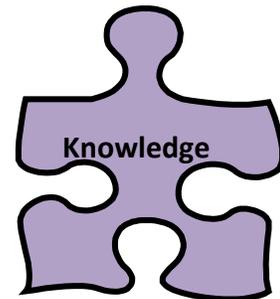
Philosophical differences, trust and bias concerns, confusion about roles, and confidentiality and capacity issues can be barriers to collaboration between domestic violence and mental health service providers.

**We asked “How can we do better?” & found:**

We can do better by piecing together our strengths, knowledge, good communication, and readiness for change.



Partner organizations each have valuable expertise and strengths that could benefit the other partner organizations.

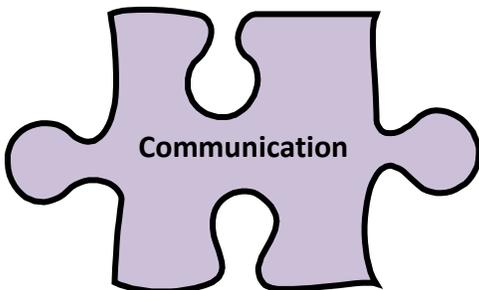


Service providers need more training, more consultation, and better policies in order to improve services for survivors of domestic violence with mental health concerns.

There are times when communication works very well, however, we found communication

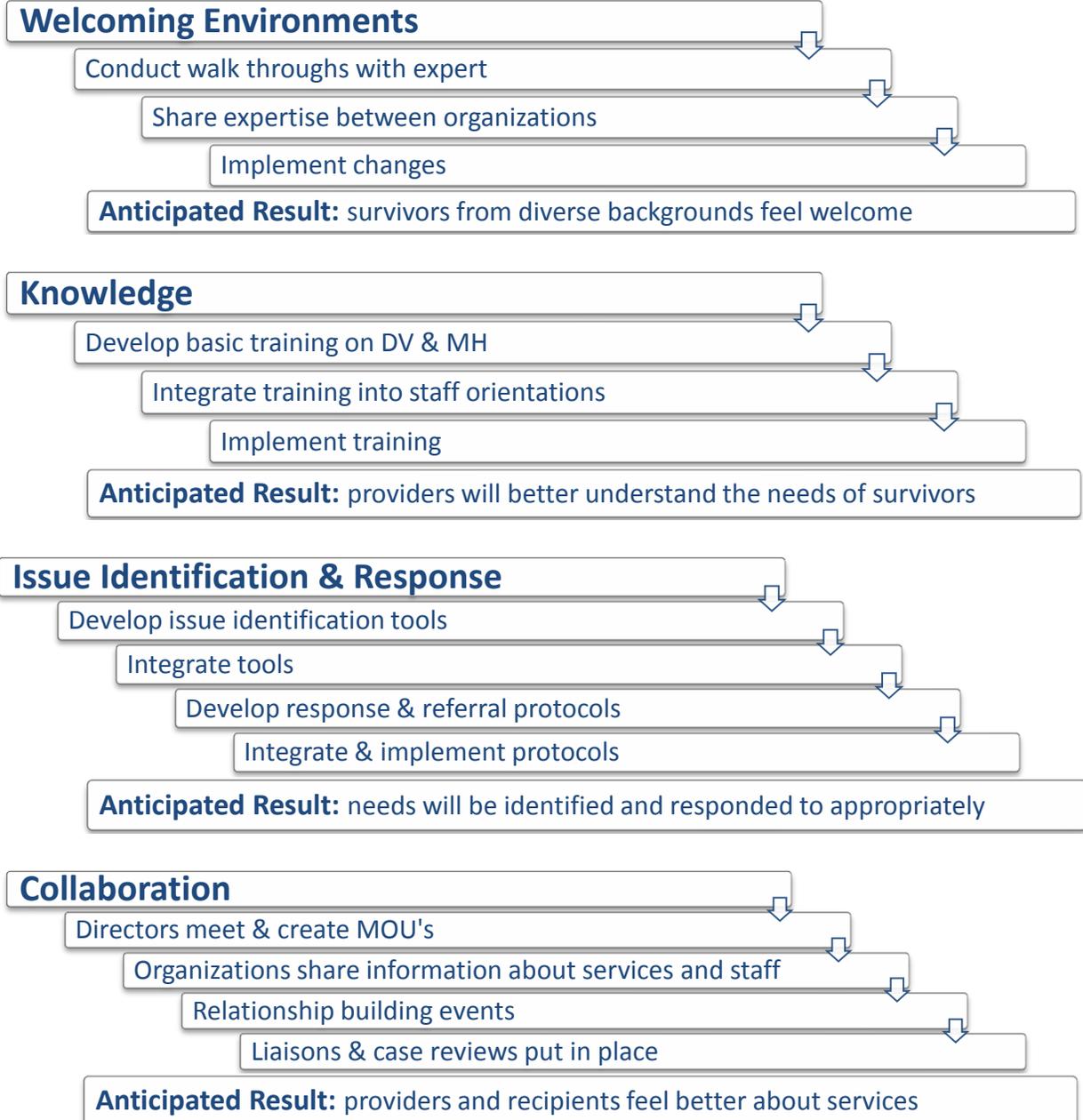
limitations within organizations and between organizations that negatively impact both service providers and service recipients.

Organizational leadership is ready for change.



## STRATEGIC PLAN

In response to the needs and strengths assessment findings, the participating organizations are implementing four initiatives to sustainably improve services for survivors of domestic violence with mental health concerns. The initiatives are:



## APPENDIX 3: FREE IN-TAKE VOUCHER TO ACCELERATE PERPETRATORS’ ENTRY INTO DOMESTIC VIOLENCE TREATMENT

### Free Intake Voucher to Accelerate Perpetrators’ Entry into Domestic Violence Treatment

A key factor in facilitating completion of batterers’ intervention programs is engaging clients early. To that end, the City of Seattle developed a program for indigent batterers that provided a free intake voucher to be used within two weeks of getting the voucher and subsidized the fees for domestic violence treatment. The goals of this program were to expedite the process of perpetrators entering domestic violence treatment, reduce client ‘no-shows’ for intake appointments, and engage clients early in terms of entry into treatment which may have an impact on program completion.

Between April 1, 2008 and March 31, 2008, 81 vouchers were provided to clients to cover the cost of intakes at four City-funded batterers’ intervention program service providers in Seattle. The voucher program appears to have met its three main goals:

- Expedite the process of perpetrators entering domestic violence treatment – the majority (86%) of clients with vouchers contacted the respective agency for an intake appointment
- Reduce client “no-shows” for intake appointments – 79% of clients who contacted the agency completed their intake appointment within one month of the voucher’s issue date
- Engaging clients early in terms of treatment entry may have an impact on program completion – 78% of clients who started treatment were still in treatment during data collection 12 months after initiating the voucher program

<i>Percentage of clients who...</i>	<b>Of the number with vouchers = 81</b>	<b>Of the number who made agency contact = 70</b>	<b>Of the number who completed intake = 55</b>	<b>Of the number who started treatment = 32</b>
<b><i>Made agency contact (April 2008 to March 2009)</i></b>	86%	N/A	N/A	N/A
<b><i>Completed intake</i></b>	68%	79%	N/A	N/A
<b><i>Started treatment</i></b>	40%	46%	58%	N/A
<b><i>Were still in treatment on March 31, 2009</i></b>	31%	36%	45%	78%

This program shows promise for easing barriers to entry into domestic violence treatment programs. More research is needed to determine long term effectiveness.

## **APPENDIX 4: DOMESTIC VIOLENCE VICTIMS' SATISFACTION WITH THE CRIMINAL JUSTICE RESPONSE**

### **Domestic Violence Victims' Satisfaction with the Criminal Justice Response**

The Seattle Human Service Department's Domestic Violence and Sexual Assault Prevention Division (DVSAP) conducted a satisfaction survey with individuals in Seattle who were victims of a domestic violence incident resulting in a police report during the months of June-August 2008.

Seven hundred surveys were mailed out to 658 victims during the months of September-November 2008. A total of 83 surveys were returned. This is a small sample and is not representative of all domestic violence victims that interact with the Seattle police, City Attorney's Office, and court system. The survey did reveal some interesting information.

#### **The survey respondents proved to be a diverse group in terms of gender, age, and race/ethnicity.**

- 66 (80%) were female and 17 (20%) were male.
- 80% of female and 52% of male respondents were between the ages of 18 and 49
- 55% of the respondents were white, 23% were African Americans, 11% were multi-racial, 9% were Asian/Pacific Islanders, and 2% were Native American.

#### **Survey respondents expressed an overall satisfaction with Seattle criminal justice system response, yet male respondents indicated a lower level of confidence in the Seattle criminal justice system for a similar situation in the future.**

- 80% of female survey respondents and 87% of male respondents felt that they were treated very well or somewhat well by the Seattle police, City Attorney's Office and court system.
- 78% of female survey respondents said that they were very satisfied or somewhat satisfied with how their case was handled, and 56% of male respondents said the same.
- 62% of female respondents said that they were very sure that the Seattle police and court system could respond to their situation if a similar incident happened in the future, yet only 40% of male respondents felt this way.

#### **The low number of survey respondents that accessed community-based domestic violence services is concerning.**

- 73% said that they were not receiving help from a community-based DV agency – 70% of female respondents and over three quarters of male respondents.

## ACKNOWLEDGEMENTS

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Northwest Justice Project – Leslie Savina and staff  
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YWCA East Cherry Branch – Jeanice Hardy, Christine Denker, Alex Berry, and staff

## ENDNOTES

<sup>1</sup> Catalanon, Shannan, PhD, et. al., *Female Victims of Violence*, US Department of Justice, Bureau of Justice Statistics, September 2009, [www.ojp.usdoj.gov/bjs/abstract/fvv.htm](http://www.ojp.usdoj.gov/bjs/abstract/fvv.htm)

<sup>2</sup> The word ‘victim’ is typically used within a criminal justice or legal context, and the word ‘survivor’ is used by community-based domestic violence agencies to stress the empowerment of the individual.

<sup>3</sup> Data from 2001 to 2003 was derived from the City Auditor’s Domestic Violence Funding Review from October 18, 2004 and reflects adopted budgets reported by department. Note, the Domestic Violence audit did not include data on Criminal Justice Service Contracts. Data from 2004 to 2008 is based on actual expenditures, as reported by Seattle Police Department, Seattle Municipal Court, City Law Department and Human Services Department. SPD’s total are exclusive of Victim Support Team donated volunteer hours.

<sup>4</sup> The contracting agencies are: Abused Deaf Women’s Advocacy Services, Chaya, Consejo Counseling and Referral Service, International District Housing Alliance, New Beginnings, Northwest Network, Refugee Women’s Alliance, Salvation Army, Seattle Counseling Services, Seattle Indian Health Board, and YWCA Seattle-King-Snohomish County (East Cherry Branch).

<sup>5</sup> See the section of Survivors Seeking Protection Orders. Only 20% of domestic violence survivors seeking a protection order were also receiving services at a community-based domestic violence agency. Additionally, see Appendix 4. Only 30% of survivors who interacted with the Seattle criminal justice system were also receiving services at a community-based domestic violence agency.

<sup>6</sup> *Adverse Health Conditions and Health Risk Behaviors Associated with Intimate Partner Violence, Morbidity and Mortality Weekly Report*. February 2008. Centers for Disease Control and Prevention. [www.cdc.gov/mmwr/preview/mmwrhtml/mm5705a1.htm](http://www.cdc.gov/mmwr/preview/mmwrhtml/mm5705a1.htm) See also Family Violence Prevention Fund, Get the Facts, [http://endabuse.org/content/action\\_center/detail/754](http://endabuse.org/content/action_center/detail/754)

<sup>7</sup> Thompson RS, Bonomi AE, et. al., *Intimate Partner Violence: Prevalence, Types, and Chonicity in Adult Women*, American Journal of Preventive Medicine 2006; 30(6): 447-457.

<sup>8</sup> In 2008, Seattle’s estimated population was 592,800 with the female adult population representing approximately 40% of the total population or 237,120 individuals. Seattle demographics [www.seattle.gov/dpd/Research/Population\\_Demographics/Seattle\\_at\\_a\\_Glance/default.asp](http://www.seattle.gov/dpd/Research/Population_Demographics/Seattle_at_a_Glance/default.asp)

<sup>9</sup> *National Crime Victimization Survey: Criminal Victimization, 2007. 2008*. U.S. Department of Justice, Bureau of Justice Statistics., [www.ojp.usdoj.gov/bjs/pub/pdf/cv07.pdf](http://www.ojp.usdoj.gov/bjs/pub/pdf/cv07.pdf)

<sup>10</sup> Ibid.

<sup>11</sup> US Conference of Mayors, Hunger and Homelessness Report, 2008, [http://usmayors.org/pressreleases/documents/hungerhomelessnessreport\\_121208.pdf](http://usmayors.org/pressreleases/documents/hungerhomelessnessreport_121208.pdf)

<sup>12</sup> One Night Count, 2007 and 2008 <http://www.homelessinfo.org/ONC-archives.html>

<sup>13</sup> Two of the three crisis lines are located outside of Seattle, yet all three crisis lines serve residents of the City of Seattle.

<sup>14</sup> Data provided by Kathleen Southwick, E.D. of Crisis Clinic, February 26, 2009. The increase in calls may be partially attributable to the advent of 211 which started operating in 2006, as well as other factors related to training for Crisis Clinic staff and greater public awareness about 211 as a community referral resource.

<sup>15</sup> City-funded domestic violence victim services programs include victim advocacy, emergency shelter, transitional housing, and hotel vouchers.

<sup>16</sup> There are approximately 71 emergency shelter units (including 8 "beds" for singles) and 144 transitional housing units. There are also 60 units of permanent housing with supportive services operated by domestic violence agencies.

<sup>17</sup> This is an average of the turn away rates at Salvation Army Catherine Booth House, New Beginnings, Eastside Domestic Violence Program, and Domestic Abuse Women’s Network. This average turn away rate is likely duplicated.

<sup>18</sup> Data from International District Housing Alliance, New Beginnings, and Salvation Army, 2008.

<sup>19</sup> U.S. Census Bureau, American Community Survey, ACS Demographic and Housing Estimates: 2005-2007, Seattle, WA, [www.factfinder.census.gov](http://www.factfinder.census.gov)

<sup>20</sup> Seattle Poverty Rates Vary Widely, City of Seattle, Department of Planning and Development, [http://www.cityofseattle.net/dpd/cms/groups/pan/@pan/documents/web\\_informational/dpds\\_006763.pdf](http://www.cityofseattle.net/dpd/cms/groups/pan/@pan/documents/web_informational/dpds_006763.pdf). Based on 2000 U.S. Data.

<sup>21</sup> City of Seattle, Immigrants and Refugee Report and Action Plan: 2007-2009. [www.seattle.gov/major/issues/rsji/immigrants/docs/I&R\\_Report.pdf](http://www.seattle.gov/major/issues/rsji/immigrants/docs/I&R_Report.pdf).

<sup>22</sup> A total of 319 records were collected from Protection Order petitions at King County Superior Court in Seattle in 2006, with 241 of those being from Seattle residents (based on zip code). This data represents only a partial set of the Protection Order applications from 2006 for Seattle residents, as petitioners can apply for Protection Orders at several locations in the county and this data was only collected from one location. In 2008, a total of 1,303 records were collected from King County Superior Court in Seattle, the Maleng Regional Justice Center in Kent, and the Northeast District Court in Redmond, with 456 of those from Seattle residents. The data set from 2008 is a much more comprehensive data set than 2006, but it may still not be entirely representative of all 2008 Protection Order petitions.

<sup>23</sup> Two hundred and thirty-five (235) out of 414 petitioners (57%) answered ‘Yes’ to the question about the respondent’s use of threats to kill self or others. One hundred and sixty-four (164) out of 242 petitioners (39%) answered ‘Yes’ to the question about the respondent’s use of threats or attempts to commit suicide.

<sup>24</sup> Fawcett, J., Starr, K., and Patel, A. *Now that We Know: Findings and Recommendations from the Washington State Fatality Review*, Washington State Coalition Against Domestic Violence, December 2008: 9. [www.wscadv.org/docs/08\\_FR\\_report.pdf](http://www.wscadv.org/docs/08_FR_report.pdf)

<sup>25</sup> Three hundred and twenty-seven (327) out of 418 petitioners (78%) answered ‘Yes’ to the question about whether one, some or all of the incidents of abuse had been reported to the police. One hundred and seventy-one (171) out of 436 petitioners (39%) answered ‘Yes’ to the question about whether the respondent had been arrested for domestic violence. One hundred and thirty-six (136) out of 430 petitioners answered ‘Yes’ to the question about whether the respondent had been charged with a domestic violence crime.

<sup>26</sup> Email from Leslie Savina, Advocacy Coordinator, Northwest Justice Project, October 16, 2009.

<sup>27</sup> This type of program refers to a group-based intervention for domestic violence offenders. The standards for certified batterers’ intervention programs in Washington State are set forth in the Washington Administrative Code (WAC 388-60). Generally, those referred to batterers’ intervention as a condition of their probation are required to attend the batterers’ intervention program and satisfy all program requirements for at least 12 consecutive months. Programs require participants to attend: a) a minimum of 26 consecutive weekly same-gender group sessions, followed by b) monthly face-to-face sessions with a qualified batterers’ intervention provider (per WAC standards) until the 12-month period is complete (WAC 388-60-0255).

<sup>28</sup> U.S. Department of Justice, Federal Bureau of Investigation, *Preliminary Annual Uniform Crime Report, 2008* [www.fbi.gov/ucr/08aprelim/index.html](http://www.fbi.gov/ucr/08aprelim/index.html); Murders, rapes up in Seattle, *Seattle Times*, June 2, 2009.

<sup>29</sup> Washington Association of Sheriffs and Police Chiefs, *Crime in Washington: 2008 Annual Report*, [www.waspc.org/index.php?c=Crime%20Statistics](http://www.waspc.org/index.php?c=Crime%20Statistics)

<sup>30</sup> Ibid.

<sup>31</sup> The definition of a simple assault is an unlawful attack or attempted attack by one person upon another in which no weapon was used and which did not result in serious or aggravated injury to the victim.

<sup>32</sup> Dispatched 9-1-1 first responders only.

<sup>33</sup> Catalano, S. *Intimate Partner Violence in the United States*. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, December 2007, available online at <http://www.ojp.usdoj.gov/bjs/intimate/ipv.htm>

<sup>34</sup> Tjaden, Patricia and Thoennes, Nancy. National Institute of Justice and the Centers of Disease Control and Prevention, “Extent, Nature, and Consequences of Intimate Partner Violence: Findings from the National Violence Against Women Survey”, 2000.

<sup>35</sup> Murders, rapes up in Seattle, *Seattle Times*, June 2, 2009.

<sup>36</sup> Washington Association of Sheriffs and Police Chiefs, *Crime in Washington: 2008 Annual Report*, [www.waspc.org/index.php?c=Crime%20Statistics](http://www.waspc.org/index.php?c=Crime%20Statistics)

<sup>37</sup> Domestic violence homicides are committed by one family or household member against another; "family or household members" means spouses, former spouses, persons who have a child in common regardless of whether they have been married or have lived together at any time, adult persons related by blood or marriage, adult

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persons who are presently residing together or who have resided together in the past, persons sixteen years of age or older who are presently residing together or who have resided together in the past and who have or have had a dating relationship, persons sixteen years of age or older with whom a person sixteen years of age or older has or has had a dating relationship, and persons who have a biological or legal parent-child relationship, including stepparents and stepchildren and grandparents and grandchildren.

<sup>38</sup> Washington Association of Sheriffs and Police Chiefs, *Crime in Washington Report*, 1999 through 2008, [www.waspc.org/index.php?c=Crime%20Statistics](http://www.waspc.org/index.php?c=Crime%20Statistics). Data for 2007 is corrected per Seattle Police Department records.

<sup>39</sup> Homicide Trends in the United States, US Department of Justice, Bureau of Justice Statistics, 2006 [www.ojp.usdoj.gov/bjs/homicide/intimates.htm](http://www.ojp.usdoj.gov/bjs/homicide/intimates.htm)

<sup>40</sup> Ibid.

<sup>41</sup> Ibid.

<sup>42</sup> Fawcett, J., Starr, K., and Patel, A. *Now that We Know: Findings and Recommendations from the Washington State Fatality Review*, Washington State Coalition Against Domestic Violence, December 2008: 9. [www.wscadv.org/docs/08\\_FR\\_report.pdf](http://www.wscadv.org/docs/08_FR_report.pdf)

<sup>43</sup> Ibid.

<sup>44</sup> Ibid. The risk rates take into consideration the total population of each race/ethnic group based on U.S. Census data.

<sup>45</sup> Data source: Washington Association of Sheriffs and Police Chiefs, *Crime in Washington Annual Reports*, [www.waspc.org](http://www.waspc.org). Racial categories include white, black, Asian Pacific Islander, and American Indian. The data has been filtered to report only female victims of intimate partner domestic violence homicides. Seattle Census Estimate: U.S. Census Bureau, American Community Survey, ACS Demographic and Housing Estimates: 2005-2007, Seattle, WA, [www.factfinder.census.gov](http://www.factfinder.census.gov)

<sup>46</sup> Monitoring involves but is not limited to in person appointments, referrals to agencies, contact with treatment agencies (to ensure entry and compliance), criminal history checks, etc.

<sup>47</sup> Technical reasons can include but are not limited to failing to report to probation or missing a probation appointment, failing to enter into treatment, being terminated from treatment unsuccessfully, leaving the jurisdiction without permission, etc.

<sup>48</sup> Meaning that the offender made significant attempts to comply with probation but was unable to fully comply due to issues such as chemical dependency, physical or mental health, immigration, or indigence.