Deaths from Domestic Violence in North Carolina 2006

January 1, Karen H. Crawford, 48, Chatham County • January 1, Deana Prince, 36, Cumberland, Cumberland County • January 2, Malachai Loftin, 52, Pender County • January 8, Dwayne Jenkins, Fayetteville, Cumberland County • January 17, Rosenda Albino Prudente-Rodriguez, 25, Winston-Salem, Forsyth County • January 28, Colonel Roberts, Granville County • January 30, Christina Palmer, 29, Forest City, Rutherford County • February 1, James Aaron Tant, 30, Charlotte, Mecklenburg County • February 3, Myra Wilkes, 42, Thomasville, Davidson County • February 15, Hugh Edward Walters, 57, Lincoln County • Date unknown, reported dead in February, Tony Thomas, Edgecombe County • March 3, Misarachi (Sara) Miranda, 8, Charlotte, Mecklenburg County • March 3, John Charles Miranda, 5, Charlotte, Mecklenburg County • March 17, Christopher Tony Dial, Robeson County • March 24, Earl Thierry Brown, 42, Raleigh, Wake County • March 25, Torie Carpenter, 22, Selma, Johnston County • March 26, Terry Donnell Waddell, Brunswick County • March 29, Betty Skipper Godfrey, 41, Gastonia, Gaston County • March 30, Connie Lynn Newton, 37, Anson County • April 2, Sara McCormick, 32, Lumberton, Robeson County • April 6, Rebecca Grogan Hicks, 24, Taylorsville, Alexander County • April 6, Keara Lynn Hart, 30, Chapel Hill, Orange County • April 9, Delores Anderson, 49, Oxford, Granville County • April 18, Rhonda Barnes, 38, Clayton, Johnston County • May 7, Nakia Antione Harper, 31, Durham, Durham County • May 27, Shaundra Dayle, 37, Franklin County • May 27, Velman Busch, 62, Greensboro, Guilford County • May 28, Shirley Arrowood, McDowell County • June 6, Ashley Garner, 19, Winston-Salem, Forsyth County • June 10, Andrea Scott, 17, Fayetteville, Cumberland County • June 10, Monica Gacutan, 38, Fayetteville, Cumberland County • June 11, Hopeton Cardannius Davis, 19, Selma, Johnston County • June 11, Andy Lawson, Snow Camp, Alamance County • June 14, Ryan Minor, 10, Union County • June 17, Tammy Diane Wilson, 39, Winston-Salem, Forsyth County • June 23, Joey Antonio Nesmith, 26, Mecklenburg County • June 23, Annjannette Lloyd, 31, Guilford County • June 28, Carolyn Perkins Jordan, 72, Burlington, Alamance County • July 15, Amy Devonne Reese, 19, Sparta, Alleghany County • July 16, Emmali McCrae, Robeson County • July 17, Shannon Ellis Tessnear, 34, Ellenboro, Rutherford County • July 18, Donald West, 39, Johnston County • July 26, Marcus Cureton, Union County • July 26, Audrey Chavis, 33, Aberdeen, Moore County • July 27, Neal Cochran, 30, Morganton, Burke County • July 30, Kenneth Ray Martin, 55, Rockingham, Richmond County • July 31, Patrice Eller Ikard, 36, Catawba County • July 31, Harry Ponds, Shalotte, Brunswick County • August 26, Joy Mills Morgan, 48, Raleigh, Wake County • August 26, Ceritha Williams, 34, Greensboro, Guilford County • August 27, Cassandra Martin, Graham, Alamance County • September 5, Angela Carmon, 39, Greenville, Pitt County • September 13, Vanessa Martinez Lopez, 22, Pitt County • September 15, Antoine Marquis Clanton, 24, Greensboro, Guilford County • September 16, Latrina Daniels, 34, Charlotte, Mecklenburg County • September 18, Bonnie Woodring, Sylva, Jackson County • September 21, Sophia McRae, 25, Fayetteville, Cumberland County • September 24, Gloria Silos Zelaya, Hendersonville, Henderson County • September 28, Cecil Poythress, 31, Lillington, Harnett County • October 9, Larry Dierickx, 63, Clayton, Johnston County • October 23, Latashia Toomer, 18, Wilmington, New Hanover County • October 23, Priscilla Huffman, 29, Rowan County • November 2 (body found), Narskelsky Pastuer, 52, Franklin County • November 20, Wendy Sellers, 31, Robbinsville, Graham County • November 20, Nancy Williams Orr, 53, Robbinsville, Graham County • November 20, John Drew Anderson, 28, Robbinsville, Graham County • November 20, Liza Ann Pierce, 35, Wilkes County • November 27, Gloria Cobos, 22, Charlotte, Mecklenburg County • November 30, Carolyn Jean King Gray, Pitt County • December 4, Sherri Deniese Jackson, 27, Greensboro, Guilford County • December 8, Julie Rowland Bowling, 45, Nash County • December 9, Travis Mabine, 24, Ahoskie, Hertford County • December 11, Phaedra Renee Mcrimmon, 34, Lee County • December 16, Charles Larry Hauser, 52, Thomasville, Davidson County • December 17, Nicole Marie Moore, 24, Henderson County • December 17, Rebecca Ann Wilson, 24, Greensboro, Guilford County • December 19, Jorie N. Washington, 43, Elizabeth City, Pasquotank County • December 19, Xavier Z. Washington, 18, Elizabeth City, Pasquotank County • December 25, April Dawn Caldwell, 17, Greensboro, Guilford County • **CONTINUED ON PAGE 6**

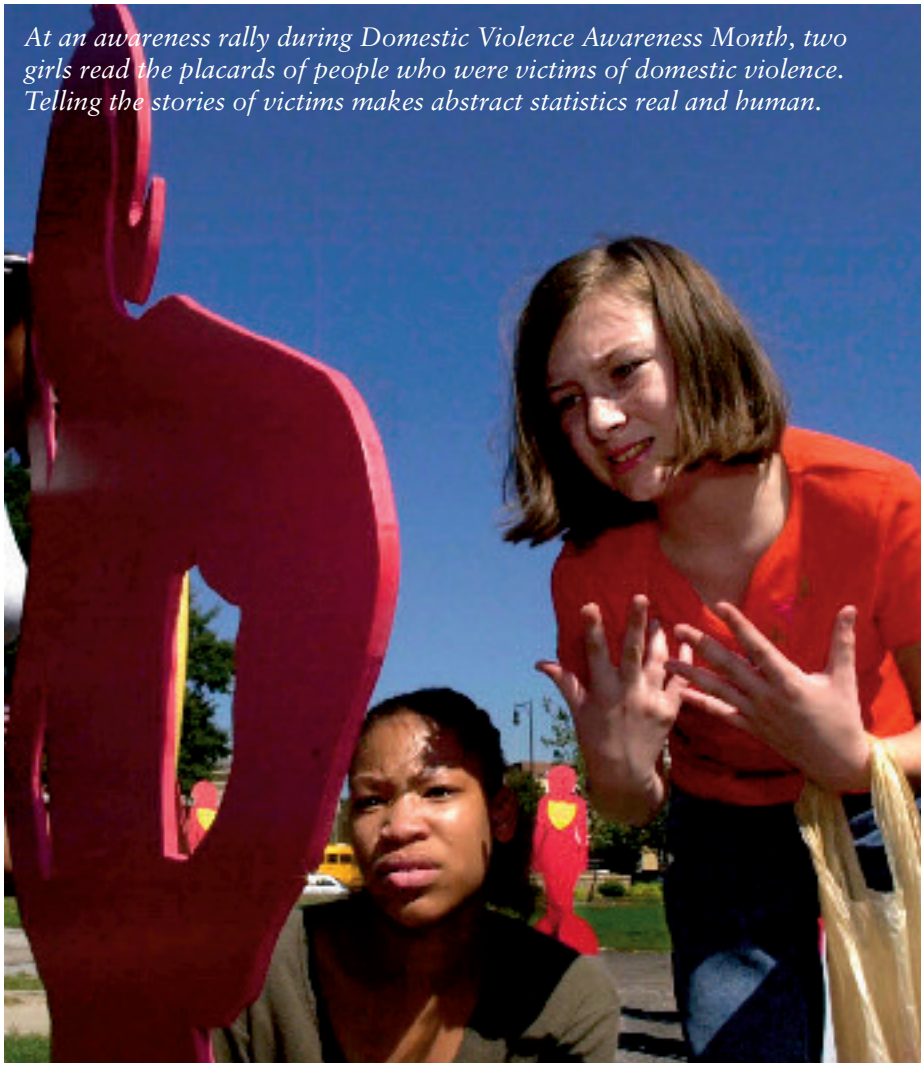
Sexual Assault and Domestic Violence: The Community's Role in Weaving a Safety Net

Margaret Henderson, Gordon Whitaker, and Lydian Altman

In every community, there are places that hold terrible memories of violence: where a child was last seen, where a woman was attacked, where witnesses happened to be, where bodies were found. Often, physical locations of sexual assault or domestic violence—a parking lot outside a workplace, a dropoff site for day care, the kitchen of a shelter, the steps of a courthouse—become very personal and local symbols of a social epidemic that touches all communities throughout the country.

Sexual assault and domestic violence are widespread and serious problems that are expensive in personal devastation and societal response. The causes, the interventions, and the long-term impact of these forms of violence are complex, so the responsibility for intervention and prevention is appropriately shared among many organizations, both inside and outside government. The complexity creates challenges for anyone who works to develop a response to the violence or, as we can attest, simply to describe what organizations are doing to respond.

Fortunately, people and organizations are increasingly willing to address sexual assault and domestic violence issues individually and collectively. They are tackling the problems from different perspectives, with different resources and different motivations. Two challenges inherent in the increased interest are the need to track the varied efforts, and preferably to coordinate them, and the need to explore the relative compatibility of the outcomes being sought.



At an awareness rally during Domestic Violence Awareness Month, two girls read the placards of people who were victims of domestic violence. Telling the stories of victims makes abstract statistics real and human.

Corey Lowenstein / News & Observer

For example, a motivation to end domestic violence might be to promote family cohesion. For some, this motivation might conflict with others' desires to maximize their personal safety and healing or to hold the perpetrators accountable. With issues as complex and intertwined as sexual assault and domestic violence, each perspective might be legitimate, but together they might be contradictory.

The state government provides some basic funding for responses to sexual assault and domestic violence, but communities still depend heavily on federal grants administered through the North Carolina Department of Crime Control and Public Safety. In recent years, the security of those grants has been seriously threatened at times. The risk

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Deaths from Domestic Violence in North Carolina 2005

January 24, Gina Raquel Younce Puckett, Indian Reservation • February 19, Corene Davis, 48, East Bend, Yadkin County • February 26, Zachary Rinehart, 14 months, Hickory, Catawba County • March 4, Teresa Lambert Crenshaw, 51, Asheboro, Randolph County • March 7, Deborah Jean Coley, 47, Rocky Mount, Edgecombe/Nash County • March 11, Crystal Johnson, 29, Pilot Mountain, Surry County • March 12, Alycia Nichelle McKinnon, 22, Jackson Hamlet, Moore County • March 13, Neiko Michelle Eller, 30, Mount Holly, Gaston County • March 18, Janet Diaz, Pineville, Mecklenburg County • March 19, Velma Lynch, Weldon, Halifax County • March 25, Melissa Mayer, 16, Johnston County • March 25, David Jack Snow, Surry County • April 3, Kimberly Pitts, 40, Waynesville, Haywood County • April 9, Jessica Allyne Crews, 23, Greensboro, Guilford County • April 10, Bruce Clawson, 51, Raleigh, Wake County • April 12, Melfa Khasadi Miller, 43, Manteo, Dare County • April 18, Jennifer Murray, 39, Wilson, Wilson County • May 1, Suzanne Clark, 52, Caldwell County • May 3 (died May 8), David Lee Michael, 32, Randolph County • May 8, Lee Scott Carter, 32, Dilworth, Mecklenburg County • May 14, Pam Bryant, Wilson, Wilson County • May 14, Vaishali Bipinchandra Sarode, 32, Charlotte, Mecklenburg County • May 15, Alfred Dwayne Douglas, 32, High Point, Guilford County • May 16, Dujuana Stallings Massenburg, Raleigh, Wake County • May 21, Ronna Valentine, 29, Fayetteville, Cumberland County • May 22, Joni Snider Railey, Randolph County • May 24, Barbara Jean Wheless Jackson, 62, Raleigh, Wake County • May 25, Emily Elainna Maccione, 3, Burlington, Alamance County • May 25, Katharine Broome Johnson, 36, Charlotte, Mecklenburg County • May 27, Dallas Sullivan, 69, Charlotte, Mecklenburg County • May 31, Bonita V. King, 41, Greensboro, Guilford County • June 6, Sarah Felisha Kersey, 24, Broadway, Harnett County • June 6, Amy Marie Greene, 40, Onslow County • June 11, Austin Berry, 2, Altamahaw, Alamance County • June 14, Nancy B. Hill, 70, Statesville, Iredell County • June 15, Larry Junior Laborn, 22, Alamance County • June 20, Johnetta Wrisborne Duncan, 33, Leland, Brunswick County • June 22, Jean Marie Cartrette Gray, Columbus County • June 24, Elizabeth Ann Messer, 19, Matthews, Mecklenburg County • June 29, Gloria Salmeron, 40, Raleigh, Wake County • July 1, Darrel Johnson, 20, Sanford, Lee County • July 6, Christy Ann Galvin, 26, Mecklenburg County • July 7, Rhonda Shanita Roane-Smith, 28, High Point, Guilford County • July 30, Betty Lambert Hunt, 40, Lumberton, Robeson County • July 31, Belinda Davis, 38, Rocky Mount, Edgecombe/Nash County • August 8, Tammie White Savage, 36, Benson, Johnston County • August 19 (body found), Brenda Lee Owens, 48, Goldsboro, Wayne County • September 1, Freda M. Medlin, 45, Nash County • September 13, Quinn Witherspoon, 34, Mooresville, Iredell County • September 13, Yoland Cotton, 22, Charlotte, Mecklenburg County • September 18, Jerry Michael McQueen, 42, Seagrove, Randolph County • September 19, Teri Marie Sokoloff, 31, Greensboro, Guilford County • September 19, Skye, 8 months, Greensboro, Guilford County • September 20, Lori Lail, 43, Burke County • September 21, Amy Padgett Condry, 28, Caroleen, Rutherford County • September 24, baby of Maria Reyes, Sanford, Lee County • September 28, Jeri Couch Langley, 45, Smithfield, Johnston County • September 29, Jerry Lewis Culbreth, Raleigh, Wake County • October 10, Iva Nicholson, 84, Sanford, Lee County • October 10, Tina Nicholson, Sanford, Lee County • October 12, Tammy Greene Austin, 36, Caldwell County • October 12, Johnny Tyrod Davis, 29, Fayetteville, Cumberland County • October 27, Especiales Taliaferro, 35, Charlotte, Mecklenburg County • November 9, Jaysiei Dantory, Smithfield, Johnston County • December 4, Joyce Hoskins, 47, Wilmington, New Hanover County • December 4, Arlene S. Mabe, 53, Danbury, Stokes County • December 18, Paul Berkley, 46, Raleigh, Wake County • December 22, Vicky Meeks Fernandez, Pitt County • December 29 (date missing), January 7, 2006 (body found), Emily Anderson, 49, Lenoir, Caldwell County • December 29, Lenka Vaculikova Grosholz, 30, Leland, Brunswick County • December 31, Tammy Gail Brantley, 39, Bessemer City, Gaston County • **CONTINUED ON PAGE 8**

of losing federal funding has been serious enough that the department has encouraged local communities to become more proactive in building their capacity to respond to the violence.

This article describes an ongoing effort of the Public Intersection Project at the School of Government to build local capacity to stop sexual assault and domestic violence in North Carolina communities. In it we describe the incidence and the impact of the violence, the need for local governments to share responsibility with other organizations to create an effective community response, and the assistance provided by our project, called Building Community Capacity to Stop Domestic and Sexual Violence.[1]

Our purpose in writing this article is to enable communities to learn from one another's experiences, to share the resources developed as a result of the project, to invite communities to request technical assistance, and, most important, to encourage dialogue among local governments, nonprofits, philanthropies, faith-based organizations, and the private sector about meeting their shared interests by exploring ways to strengthen local support for community interventions.

A Limited Picture

Pieces of the picture of sexual assault and domestic violence are evident, but not a comprehensive image. The multiple systems of data collection are limited by their technological infrastructure and by functional challenges, such as their using the same term to mean different actions, collapsing several types of offenses into a single category, and employing different social, professional, or legal standards in use of a particular term. For example, data collection systems oriented toward victims, offenders, law enforcement, or mental health services might use the term "rape" differently. Similarly, until recently, the judicial system has been unable to distinguish easily between an assault on a stranger and one on an intimate partner.

A service provider oriented toward the victim or the whole society is likely to use broad definitions like these:

- "Domestic violence": "a pattern of domination in which batterers intentionally choose to cause fear, injury and/or pain in order to gain and maintain power and control over their partners. In addition to physical violence, battering often includes sexual, emotional and economic abuse." —North Carolina Coalition Against Domestic Violence[2]

Different definitions of terms frustrate accurate gathering of information.

- "Sexual violence": "sexual activity by force against a person's will. It is using sexual activity as a way to hurt, humiliate or gain control over someone else. These actions are committed by boyfriends, girlfriends, friends, acquaintances, family, lovers, partners and strangers."—Orange County Rape Crisis Center[3]

In contrast, the judicial system uses focused definitions, specifying the body parts involved or the actions required to meet the elements of an offense.

Because of rapid developments in technology, new forms of nonphysical violence, in particular, are being created faster than related laws are. For example, functionally, a "peeping Tom" is no longer just someone looking through a window to see another person in an intimate or vulnerable moment. But if society has not defined a criminal offense, the crime records have not counted it.

The result of the fragmented data collection and the varied definitions of terms across many kinds of service providers is that society glimpses pieces of the problem from different perspectives. People cannot see the whole picture at once, and they are not consistently using a common vocabulary. In the following section, we provide data that present pieces of the puzzle of sexual assault and domestic violence. We use the specific terms employed by the source of the data.

Widespread but Often Hidden Violence

The odds are good that your community has a homicide listed on the website of the North Carolina Coalition Against Domestic Violence (NCCADV). That website lists all the murder victims of domestic violence in the state over the last five years. (For the dates, the names, and the locations in 2007, 2006, 2005, and 2004, see the front cover and pages 4, 6, and 8.) Comparing the informal NCCADV list with official state mortality statistics provides an estimate that 12 percent of all homicides in North Carolina are related to domestic violence.[4]

Although homicides represent a small but visible fraction of all the sexual assault and domestic violence that occurs daily across the state, most of both forms of violence continue to be relatively hidden. Sexual violence remains underreported to law enforcement, and domestic violence is frequently recorded in ways that are indistinguishable from similar violent acts committed for other motives.

Sexual Violence

The actual incidence of sexual violence is largely invisible because the crime is not widely reported to law enforcement. Nationally, on average, only 31 percent of all rapes and sexual victimizations were reported to the police from 1992 through 2000.[5] The probability that an arrest will be made when a rape is reported is 50.8 percent. The overall probability that a rapist will be sent to prison for his or her crime is 16.3 percent, and the average sentence is 128 days.[6] Thus the people serving time in prison are being held accountable for a small fraction of all the sexual offenses that take place.

Information about convictions in North Carolina has been accessible through the North Carolina Sex Offender and Public Protection Registry since January 1996.[7] Anyone who has a "reportable conviction" as defined by G.S. § 14-208.6(4) is required to register. Reportable convictions consist of "offenses against minors," "sexually violent offenses," or an attempt to commit either of those offenses. Anyone can search the database by zip code, city, county, or name. As of January 16, 2008, there were 10,988 sex offenders on file.[8]

Deaths from Domestic Violence in North Carolina 2004

January 1, Asenath S. Wooten, 30, Winston-Salem, Forsyth County • January 14, Wendy Cranford Wallace, 29, Southmont, Davidson County • January 17, Dafina Molena, 43, Sampson County • January 19, Carlene South Johnson, 46, Warrensville, Ashe County • January 30, Tammie Renee Benfield, Wilkes County • January 30, Reba Faye Clark, 41, Weaverville, Buncombe County • February 4, Jeanetta D. Ford, 24, Kannapolis, Cabarrus County • February 6, Tony Dale Biggs, 44, Rockingham, Richmond County • February 7, Pauline Blevins Church, 66, West Jefferson, Ashe County • February 12, Cindy Moore Parker, 26, Burgaw, Pender County • February 27, Sherry Lynn Cobb, 44, Wilson County • March 19, Christine Stephens, 34, Greensboro, Guilford County • March 25, Shelton Henry Little, 51, Asheboro, Randolph County • April 4, Jocelyn London, 58, Greensboro, Guilford County • April 4, Joanne Brooks, 44, Raleigh, Wake County • April 5, Vera Mae Herbin, 39, Greensboro, Guilford County • April 6, Antonio Tyrone Wright, 31, Plymouth, Washington County • April 19, Valri Baker, 22, High Point, Guilford County • May 6, Cynthia Johnson, 33, Spring Hope, Nash County • May 6, Gregory Lamont Langley, 31, Raleigh, Wake County • May 7, Katrina Ann Locklear, 38, Maxton, Robeson County • May 8 (body found), Tallie Antolin, 31, Morganton, Burke County • May 14, Merritt Ennis, 24, Clinton, Johnston County • May 25, Diane Howell, 43, Lillington, Harnett County • May 28, Myiesha Danielle Bishop, 10, Mebane, Alamance County • May 31, Jose' Gerino, 31, Springlake, Cumberland County • June 2, Cassandra Carol Pittman, 45, Tarboro, Edgecombe County • June 4, Christen M. Naujoks, 22, Wilmington, New Hanover County • June 18, Vonice Dickerson, 38, Winston-Salem, Forsyth County • June 21, Latisha Renee Pinnix, 21, Alamance County • June 23, Rodney Dylan Council, 33, Charlotte, Mecklenburg County • June 29, Karen Leigh Medford, 38, Cornelius, Mecklenburg County • July 3, Shaudria Barfield, 24, Raleigh, Wake County • July 5, Francis Louise Lytton, 83, Sunset Beach, New Hanover County • July 13, Jose Gonzalez, 29, Shelby, Cleveland County • July 18, Judy Lorraine Warren, Sampson County • July 18, Debra Howell Best, 19, La Grange, Lenoir County • July 20, Leon Thompson, 46, Charlotte, Mecklenburg County • July 28, Lillian Denise Bryant, 34, Kenly, Johnston County • July 31, Alex Rowland, 29, Fuquay Varina, Wake County • August 1, Teresa Edwards Forte, 23, Fayetteville, Cumberland County • August 2 (body found), Marnita Bynum, 40, Sanford, Lee County • August 7, Micheal E. Eason, 50, Angier/Coats, Harnett County • August 11 (body found), Anita Jackson Leary, Edenton, Chowan County • August 17, Pamela Joye Virzi, 47, Edenton, Chowan County • August 21, Marsheida Dorsey, 24, Charlotte, Mecklenburg County • August 21, Karla Patricia Chavez, Cary, Wake County • August 22, Sabry Ann Jenetta Stevenson, 52, Chatham County • August 30, Chanda Brown Mwicigi, 36, Durham, Durham County • September 8, Mary Chappell, 66, Charlotte, Mecklenburg County • September 8, Deanna Hanna, 56, Charlotte, Mecklenburg County • September 14, Priscilla Mason, 28, Durham, Durham County • September 19, Teresa Tysinger, 34, Raleigh, Wake County • September 21, Miriam McLeoud, 45, Harnett County • September 29, Gail Tice Hewson, 62, Wilmington, New Hanover County • September 30, Phillip Tillman Horton, Charlotte, Mecklenburg County • October 6, Melissa M. Tittle, Stokes County • October 8, Sandra K. Raper, 48, Wilson County • October 8, Emerson Ray Batchelor, 27, Wilson County • October 12, Rachel Antonia Martin, Chadbourn, Columbus County • October 24, Darwin Richard Dawley, Winston-Salem, Forsyth County • October 24, Elizabeth Dawley, Winston-Salem, Forsyth County • October 26, Azyia Yolanda McLaughlin, Wilmington, New Hanover County • October 28, Michelle Wyzanowski, Marshville, Union County • October 28, Ronald Faulk, Unionville, Union County • October 28, Ronnie Joe Deese, Unionville, Union County • October 28, Christopher Schrader, Unionville, Union County • October 29, Deirdre Hinton Hines, Raleigh, Wake County • November 5, Nereida Camacho Garcia, Durham, Durham County • November 26, Valerie Holt Craven, Lexington, Davidson County • November 29, Shenel McCrimon McKendall, Chapel Hill, Orange County • November 30, Tracy Michelle Sellars, Alamance County • December 3, Carmen Allen Davis, 62, Durham, Durham County • December 8, Suzette Joseph, Wilson, Wilson County • December 18, Megan L. Miles, Charlotte, Mecklenburg County • December 19, Marvian Ransome, Wilmington, New Hanover County • December 20, Mary Rose, Mill Springs, Polk County • December 21, Bethany Brintle Goins, 35, Dobson, Alleghany County • December 23, Richard Wayne Burgess, Leland, Brunswick County • December 24, Kim Harvey, Newton Grove, Sampson County • December 26, Cheryl Hawks, Davidson County

From the North Carolina Coalition Against Domestic Violence, www.nccadv.org/homicides.htm. Used by permission.

Domestic Violence

Statistics about domestic violence also are difficult to see, but for a different reason. The North Carolina Criminal Code defines charges primarily by physical actions, not by the relationship between the victim and the offender or the motive for the action. For most charges, there is no easy way to distinguish violence that occurs between strangers from violence that occurs between intimate partners. Two exceptions to these broadly defined categories are the charges of domestic criminal trespass and violation of a domestic violence protective order. These two charges capture the intimate relationship between the perpetrators and the victims of the violence.

Statewide, 32,400 district court civil cases involving domestic violence issues were filed during the year beginning July 1, 2005, and ending June 30, 2006. This figure includes restraining orders that were granted, voluntarily or involuntarily dismissed, or denied.[9] As of December 2004, statistics tracking domestic violence began to improve because judges now are required to indicate, on the judgment for all assaults and all cases involving the communication of threats, if a case is related to domestic violence.[10]

Data on services to victims also are incomplete. With the current data collection forms, there is no consistent means to recognize when a client has multiple needs or experiences (for example, a client might need immediate legal advocacy to deal with recent battering and marital rape, and long-term counseling to heal from childhood sexual abuse). Neither is it possible to track the amount of time that service providers spend with each client for one kind or many kinds of assistance. A client who benefits from a 45-minute crisis call is counted the same as a client who receives hundreds of hours of service, from the moment she arrives in the emergency room through the entire, extensive judicial process.

Since July 2007 the NCCADV and the North Carolina Coalition Against Sexual Assault have been collaborating to design a new data collection system, supported by a grant from the North Carolina Department of Crime Control and Public Safety. Building on existing data collection systems in other states, the coalitions are spending the first year gathering feedback about desired characteristics of the new system, designing a prototype, and testing it in pilot sites. Using that experience to refine the new system further, the two coalitions hope to implement the unified reporting system by mid 2009. The expectation is that a new system will provide a more accurate picture of the number and the types of services provided to victims across the state.

Society bears most of the expense related to domestic violence.

Common Practice of Denial

No matter where the community or what the available data, many people choose to deny that the violence exists, to discount the impact of the violence, or to resist changing personal and community priorities to address the problem. Reluctance to work on the problem takes many forms and originates from a variety of motivations. The following illustrations come from participants in the workshops described later in this article:

- A health director who did not want to divert resources from established departmental priorities
- Neighbors in beach communities who did not see, and did not want to see, direct evidence that violence existed among residents as well as tourists
- College administrators who were concerned that acknowledging the violence would have a negative impact on marketing
- An animal shelter manager who avoided making the correlation between a teenager's torture of the family dog and his future as a domestic batterer
- A minister who would not look at the cast on a woman's arm because he was convinced by her charming and persuasive husband that her injuries were the result of something other than his domestic violence

These examples all involve community members who were not professional providers of services to victims of domestic or sexual assault but who were in positions to help stop the violence. Maybe they did not understand what constitutes abusive behavior and perceived the violence as "normal." Perhaps they did see the violence but thought that it was too difficult to challenge or did not know how to access resources. Sadly, they either did not recognize the influence they could have, or did not choose to intervene. Ignoring the violence, leaving the victims to fend for themselves, failing to hold the offenders accountable for their actions, and denying individual responsibility to intervene are all stances that represent a wound to a community's corporate well-being. They are lost opportunities to stop the violence.

Costs of Sexual Assault and Domestic Violence

In addition to the direct societal expense incurred as law enforcement and the judicial system respond to the violence, the budgets and the personnel of local and state governments are directly affected in many ways. Here are a few examples of direct costs:

- Child Protective Services, a division of the state and county social services system, exists to investigate claims of abuse that involve family or caregiver violence of one form or another. As a result of investigative assessments during 2005, there were 20,394 children substantiated as victims of maltreatment.[11]
- The same year, the foster care system provided homes for 9,820 children who had been displaced (in that year or earlier years) as a result of abuse, neglect, abuse and neglect, or dependency.[12]
- Medicaid and other forms of health care insurance pay for the physical treatment of victims' injuries.

One national study estimated that the annual economic cost of violence perpetrated by intimate partners against women in the United States was $5.8 billion in

Table 1. **The Cost of Violent Crime**

Category	Party Directly Bearing Cost of Violence			
	Victim	Offender	Society	Other
Property Losses				
Losses not reimbursed by insurance	X			
Losses reimbursed by insurance			X	
Medical and Mental Health Care				
Losses not reimbursed by insurance	X		X	Victim's family
Losses reimbursed by insurance			X	
Lost Workdays				
Lost wages for unpaid workdays	X			
Lost productivity			X	Employer
Lost School Days				
Forgone wages due to lack of education	X			
Forgone nonmonetary benefits of education			X	Employer
Forgone social benefits due to lack of education			X	
Lost Housework	X			
Pain and Suffering/Quality of Life	X			
Loss of Affection/Enjoyment				Victim's family
"Second Generation" Costs				
Precautionary expenditures/effort				Potential victim
Fear of crime				Potential victim
Criminal Justice System				
Law enforcement and investigation			X	
Prosecutors and courts			X	
Public defenders			X	
Private attorneys		X		
Incarceration			X	
Nonincarceration sanctions			X	
Victim time	X			
Jury and witness time				Jury, witnesses
Incarcerated Offender				
Lost wages		X		Offender's family
Lost tax revenue and productivity			X	
Value of lost freedom		X		
Psychological cost to family				Offender's family
Victim Services				
Organization's administrative costs			X	
Volunteer time				Volunteers
Victim compensation programs		X	X	
Victim time	X			
Other Noncriminal Programs				
Hotlines and public service announcements			X	
Community treatment programs			X	
Private therapy/counseling		X	X	

Source: Adapted from "Comprehensive List of Costs and Consequences of Crime," *Victim Costs and Consequences: A New Look*, by Ted R. Miller, Mark A. Cohen, and Brian Wiersema, National Institute of Justice Research Report (Washington, DC: U.S. Department of Justice, January 1996), tab., p. 11.

1995. This included $320 million for rapes, $4.2 billion for physical assault, $342 million for stalking, and $893 million for murders. In 2003 dollars, those costs would be more than $8.3 billion.[13]

The economic irony is that violent offenders do not pay the majority of the costs associated with their crimes. Of the 33 kinds of losses associated with crime, 5 are paid for by the violent offender, 8 by the victim, and 17 by society, frequently in the form of governmental services that are supported by taxpayers (see Table 1).

A 2004 study found that 12 percent of Medicaid-eligible women were currently experiencing severe domestic violence. The average cost of care was twice as high for these women as for women who were not experiencing such violence. The researchers estimated from the study that Medicaid would save $1,000 per year for each domestic violence victim who could be identified early and provided intervention to achieve safety.[14]

Drawing from these national data, we offer an estimate of costs in North Carolina: There were 1,602,645 North Carolina residents eligible for Medicaid in fiscal year 2006. Thirty-three percent (528,873) of all Medicaid recipients were ages 21–64, and 61 percent (977,613) were females of all ages.[15] Although the actual number of adult women on Medicaid is likely to be higher, we estimate that 61 percent of the 528,873, or 322,612, were women. If 12 percent (38,713) of them were experiencing domestic violence, the state might save more than $38 million a year through early identification and intervention.

The indirect costs are sizable. For example, women and children displaced by violence often rely on the public sector for emergency housing and food. Fifty percent of the twenty-four cities surveyed by the U.S. Conference of Mayors in 2005 identified domestic violence as a primary cause of homelessness.[16]

Witnessing or experiencing violence has a long-term impact on children. Almost one-third of the youth in the North Carolina juvenile justice system come from a family with a history of domestic discord or violence.[17]

Local governments incur expenses as a result of violence that both their

employees and their citizens experience. Texas Health Resources offers a domestic violence cost calculator for employers.[18] Although the estimates are likely to be conservative, given the limitations of the formula, it does provide information that will likely motivate any employer to encourage early intervention against domestic violence. For example, a workplace with 500 employees, 35 percent of whom are female and earn an average hourly wage of $15, will incur an annual cost of $60,907 for medical and mental health expenses, as well as lost work days.

Children who abuse animals may become adults who abuse their spouses.

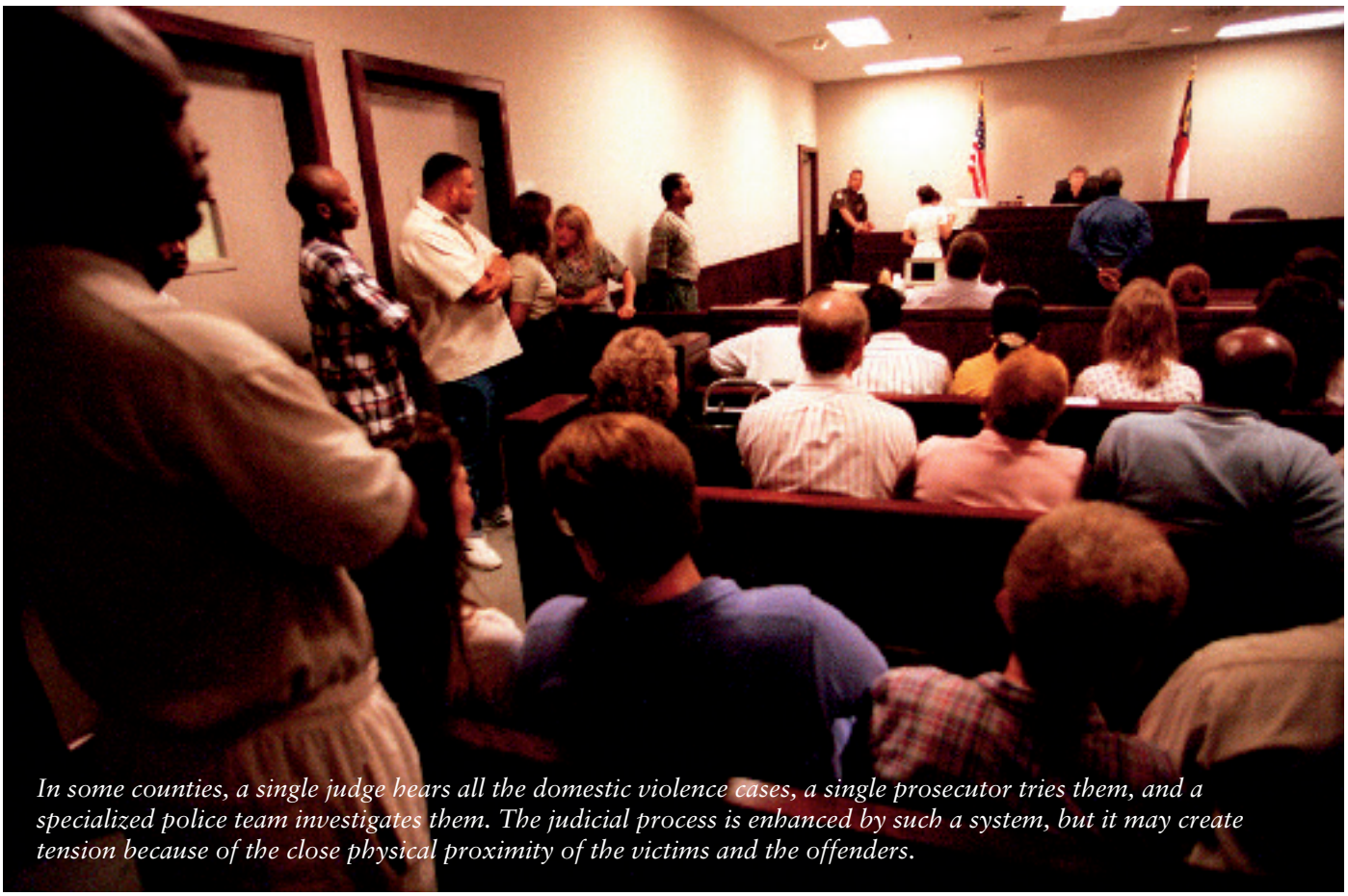
For both humane and financial reasons, local governments should be interested in promoting efforts to reduce the incidence and the impact of sexual assault and domestic violence. Staff and elected officials can participate in change efforts by offering personal and institutional encouragement. For example, they can support professional training to enhance identification of and intervention with victims, encourage efforts to strengthen local systems of response, fund community-based programs that provide services for victims, hold the violent offenders accountable for their actions, and engage in the new efforts at primary prevention taking place in selected communities across the state.

In her public life, Lynda Clay served one term as a Carteret County commissioner. In her private life, she is a survivor of family violence who speaks out about its devastating impact. Understanding better than most that local governments have to place priority on issues that affect all or most residents, Clay reminds people that

> *domestic violence cuts across all boundaries, all classes, all educational levels, and all ethnic groups. It is a problem that can be dealt with, but only if our society will, first, acknowledge its extensive existence and, second, put some of our tax dollars toward helping deal with it. Most people, and perhaps even less frequently, most state and local governments, never consider the hidden costs to taxpayers in terms of money spent to deal with this problem.*[19]

The Need for a Community-Wide Response

Sexual assault and domestic violence issues are too complex for any organization to address in isolation. Dealing with them requires people with expertise in fields as varied as social services, medicine, mental health, public health, law enforcement, the courts, victim assistance, shelter management, and health and safety education. Professionals and volunteers in these fields are located in many different government and nonprofit organizations. Given the diversity in services, philosophies, and experience, these local organizations must learn to work together effectively to alleviate, or to eliminate, sexual assault and domestic violence.



In some counties, a single judge hears all the domestic violence cases, a single prosecutor tries them, and a specialized police team investigates them. The judicial process is enhanced by such a system, but it may create tension because of the close physical proximity of the victims and the offenders.

Chris Seward / News & Observer

North Carolinians benefit from efforts to stop sexual assault and domestic violence when the following conditions exist:

- Their community systems have many options for people to use in finding and receiving help and information.
- Assistance is offered or referrals are made in a seamless, integrated manner.
- There is a strong and committed system of leadership across businesses, civic groups, nonprofits, religious institutions, and governments to share and sustain the work.

In many North Carolina counties, the focal organizations for this work are nonprofit domestic violence or rape crisis programs. These groups typically operate shelters and hotlines, and they provide victim advocacy and counseling services. They often conduct violence education and prevention efforts in their communities. Many counties also have specialized response teams, typically consisting of the community professionals who work with victims: staff from the department of social services, law enforcement agencies, emergency rooms, and the district attorney's office, and program advocates.

Strong systems are those that provide participants with periodic opportunities to discuss current situations, to respond to changes, to exchange information across organizations, and to build positive personal relationships with peers.

But these systems, like all others, are only as strong as the weakest participants, no matter what the source of fragility might be. Over the past five years, one point of fragility has been the stability of federal funding.

Sources of Federal Funding and Potential Threats to It

Across the state, the staff and the volunteers of local sexual assault and domestic violence organizations have convened meetings of other professionals and encouraged other agencies to improve service response to victims. For many years, they often were the voices speaking loudest about these forms of violence.

Attempting to leave batterers typically places victims at even greater risk of violence. In some emergency rooms, personnel offer victims telephone numbers where they can get help. The numbers are written on small pieces of paper that the victim can easily hide.

Robert Willett / News & Observer

Typically, these community programs have modest budgets, and many could not exist without the financial support coming from three federal government sources: the Violence Against Women Act, the Victims of Crime Act, and Rape Prevention Education funds. Communities are and will continue to be affected by changes in these three federal funding streams. Both the implications of the changes and the processes used to effect the changes are complex, with key decisions being made in Washington, D.C. Relatively few people inside North Carolina track the gradual process of negotiation or modification and can fully understand the potential local or long-term implications of each change. Yet any of these changes have the potential for major disruptions of services at the local level.

The Violence Against Women Act

Originally enacted in 1994, the Violence Against Women Act (VAWA) funds cross-organizational, collaborative efforts to respond to victims of stalking, sexual assault, and domestic violence. Community programs, state coalitions, law enforcement agencies, and the judicial system are all eligible to apply for grants. Virtually every municipality and county in North Carolina has directly or indirectly benefited from this funding, with projects ranging from basic crisis services; to specialized investigators, prosecutors,

and court processes; to legal aid and outreach to marginalized populations. The VAWA funding coming to North Carolina from 2003 to 2006 varied from $2.9 million to $3.3 million annually.[20] This variation might not seem big in terms of a large governmental budget, but the impact is felt dramatically at the local level, where a $50,000 grant might represent a significant percentage of a program's total budget.

Although some of the projects funded by VAWA grants have created permanent systemic change in North Carolina communities, other efforts to stabilize local response to the violence or to address it innovatively remain dependent on this support. Should this federal funding ever be lost, most North Carolina communities would immediately lose capacity in their systems of response for victims. VAWA was reauthorized and expanded in 2005 by Congress, and President Bush signed the reauthorization into law in January 2006. It is considered for reauthorization every five years. The programs contained in VAWA 2005 have yet to be fully funded, but on December 26, 2007, funding for VAWA programs did increase by $17.3 million. Overall, the funding package created some new programs but cut some others back.[21]

Because federal support for VAWA has the potential to vary significantly from year to year, the threat of decreased federal funding only adds to the constant organizational anxieties that sexual assault and domestic violence organizations experience.

In addition to changes in the funding allocation, there is a proposed change in the VAWA decision-making process that would affect the way VAWA money is distributed to communities. Currently VAWA funds go to the state governments, which consider grant applications in a competitive process. The current federal proposal centralizes the grant-award process at the national level, which moves the decision making from the state level to the federal level. Although the change tightens the focus on the federal objectives for that funding, it potentially affects the state in two ways: (1) there is no guaranteed total to be awarded to North Carolina recipients, and (2) the distanced decision making could result in a loss of valuable community-specific information that the state grant-review team currently holds.[22]

The Victims of Crime Act

The amount that North Carolina received from the Victims of Crime Act (VOCA) grew from $9.7 million in 2003 to $11 million in 2006. Funds are broadly distributed across the state to programs that respond to the needs of child or adult victims of sexual assault, domestic violence, and other abuse or neglect, or that enhance investigation of the crimes and the prosecution of the offenders.[23] This federal funding is repeatedly threatened because VOCA funds are generated from fees, fines, and penalties levied on criminals, not from taxes levied on citizens. The source is seen as easy money to reallocate to other federal initiatives. Political support at the federal level for victims of crime fluctuates from year to year.

Cuts in funding and changes in decision-making processes can undermine local programs.

The threats to these dollars that have had a significant impact across North Carolina are not well publicized, and the full implications can be difficult to understand. The average citizen knows nothing about the details of VOCA funds and legislation, but any proposal to change the legislation can potentially have a direct effect on the stability of local programs.

Rape Prevention Education (RPE) Funds

Finally, a change at the federal level is directly affecting education conducted through rape crisis programs. North Carolina is one of six states working with the U.S. Centers for Disease Control and Prevention to implement a public health approach that focuses on primary prevention of violence rather than on education about violence. Instead of continuing to allocate $14,280 annually to each of the sixty-one rape crisis programs in the state, this federal funding stream now funds seventeen North Carolina programs with up to $50,000 a year, for two years. This shift in focus and funding affects communities in at least two fundamental ways:

- To continue traditional educational programs, all communities will have to identify new funding sources to replace the $14,280 that was lost.
- To implement the rape prevention work, the funded communities will have to engage other local stakeholders in designing their primary prevention efforts.

In either case, local rape crisis programs will likely be seeking the participation of local governments for both planning and fund-raising efforts.

Resources Directed to Proactive Capacity Building

Other elements are key to sustaining sexual assault and domestic violence programs, such as organizational skills, systems and infrastructure, and a community's culture and values. But no one can dispute the importance of adequate funding. Aware that programs came uncomfortably close at different times to losing significant levels of federal funding, members of the Governor's Crime Commission Division of the North Carolina Department of Crime Control and Public Safety wanted to encourage them to maximize the support available from state and local sources—governmental, philanthropic, and private. They also wanted to encourage communities to look more holistically at the broader economic and personal impact of the violence and consider how it affects everything from medical costs and departments of social service budgets to school and job performance.

With these motivations and challenges in mind, the Public Intersection Project sought and received a grant to create a two-phase effort to help communities assess and build their capacity to stop sexual assault and domestic violence. During Phase 1, community members could attend one of seven workshops held across the state from January through April 2006. During Phase 2 (which continues through June 2008), communities can receive focused technical assistance to help them strengthen their efforts at home.

An underlying challenge of operating a statewide effort to effect positive change at the local level is that sexual assault and domestic violence services and prevention efforts differ greatly from county to county—from fully functional to struggling to inadequate—because of geographical, cultural, professional, and financial differences. The local nonprofit programs may lack adequate funding and staff. Cooperation with other key partners may be weak or even nonexistent. Leaders of other agencies may not list sexual assault and domestic violence among their priorities. There also might be philosophical, political, or religious resistance to addressing these issues. A community's capacity to address sexual assault and domestic violence depends on each participating organization's ability to do its part and on the various organizations' ability to work together.

Because of the variations from community to community, the Public Intersection Project did not try to implement a one-size-fits-all model of change for participants. Instead, the intent for Phase 1 was to create an opportunity and a structure for conversations that would enable community teams to take a collective step forward in whatever direction they chose.

In Phase 2 our technical assistance has targeted both individual and collective aspects of community capacity, striving to help (1) focal organizations (typically nonprofit domestic violence or rape crisis programs) improve their capacity to provide services and (2) leaders of the various efforts involved in combating sexual assault and domestic violence strengthen their working relationships with one another.

Both phases of the project were based on nine dimensions of capacity: aspirations, strategies, organizational skills, human resources, systems and infrastructure, organizational structure, culture, funding, and value (previously described in *Popular Government* and described again in Table 2).[24] If any of these dimensions is weak in a single organization or across the community, then the whole system of care is challenged, and residents might not receive what they need to rebuild healthy lives.

Community problem-solving consists of nine dimensions. A weakness in any one dimension can create a community-wide deficit.

The nine dimensions of capacity, and the challenge of keeping them all in balance, apply at the individual, organizational, community, state, and federal levels of violence prevention or response. A change at one level can generate changes that require attention in systems at other levels, as well as at the level at which that change occurs. Consider these examples mentioned in the workshops:

- If the success of law enforcement investigations relies on the expertise and the interest of one detective, then the whole system of response will suffer if that person ever leaves.
- If the rape crisis center is constantly changing its programs as it pursues different sources of grant funding, then community members will not know what to expect in terms of services.
- If the directors of the domestic violence program and Child Protective Services are in conflict over shared protocols, then the tension and the inconsistency will negatively affect both victims and employees.
- If a community values the entitlement of men over the safety of women and children and the authority of state law, then it likely will not support a shelter for battered victims.

Phase 1: Workshops

The workshops were designed to bring together community stakeholders concerned about sexual assault and domestic violence so that participants could learn about one another's work, discuss ways to support it, and assess their community's capacity for addressing the violence. During the daylong session, participants received new information from speakers and from other participants, and they engaged in local problem solving with people who knew and cared about their community.

Community members decided for themselves which of the seven regional work-

Table 2. **The Nine Dimensions of "Capacity"**

Aspirations	How much do people in your community share a clear understanding of what it takes to eliminate sexual assault and domestic violence?
Strategies	How well developed and widely shared is your community's plan for accomplishing its goal?
Organizational Skills	How well does your community reflect all the different kinds of expertise it needs to eliminate sexual assault and domestic violence?
Human Resources	How well does your community recruit and retain all the people it needs to accomplish its goals?
Systems and Infrastructure	How adequate are your community's office space, furniture, equipment, policies, and processes used to combat sexual assault and domestic violence?
Organizational Structure	How clear are the various roles and responsibilities of each organization, program, or person in your community in ending sexual assault and domestic violence? Are checks and balances or an evaluation plan in place?
Culture	How well would the effort's identity or practices be sustained if a key person or organization left?
Funding	How adequate and diversified are the community's financial resources and funding streams?
Value	How much does the community value this work?

Table 3. **Counties Represented in Phase 1 Workshops, Held January–April 2006**

County	Number of Participants
Alamance	6
Alexander	3
Alleghany	3
Avery	3
Beaufort	2
Brunswick	6
Burke	5
Cabarrus	8
Caldwell	3
Carteret	5
Catawba	7
Chatham	3
Cherokee	3
Chowan	6
Craven	2
Forsyth	9
Gaston	3
Graham	4
Granville	1
Guilford	6
Harnett	7
Haywood	10
Jackson	11
Johnston	1
Macon	3
Madison	6
Mecklenburg	7
Mitchell	5
Montgomery	1
New Hanover	17
Orange	8
Pasquotank	3
Pender	1
Pitt	8
Rowan	6
Stanly	1
Surry	3
Tyrrell	1
Union	4
Wake	9
Warren	5
Washington	5
Watauga	7
Yadkin	2
Total	**221**

Total number of counties represented = 43.

shops they wanted to attend. Although we encouraged representatives from a community to come together to the same event, that did not always happen.

During roundtable discussions, those from each community did the following:

- Heard about emerging trends in funding related to sexual assault and domestic violence
- Conducted evaluations of their community's capacity to stop the violence
- Shared and developed strategies to be more effective contributors to efforts to increase capacity, including application of local resources, financial and otherwise
- Considered how to find others who could also contribute to service and prevention efforts

Overall, 221 people participated in the workshops. They came from forty-three North Carolina counties and represented 165 organizations. Although the design for the workshops called for groups of eight participants per county, the numbers attending from each county varied from a single person (six counties) to seventeen people (one county). Only eighteen counties had six or more participants at a workshop. Typically those six or more participants represented a broad range of organizations. (For a list of the participating counties and the types of organizations represented, see Tables 3 and 4.)

Participants did not need to be experts in the delivery of services. In addition to representatives of sexual assault and domestic violence organizations, law enforcement agencies, health services, and the judicial system, we suggested inviting people in the following types of positions:

- City and county managers
- Local government department heads, such as the directors of the social services and health departments
- County commissioners and town council members
- Staff or key volunteers from local United Way organizations
- Staff or key volunteers from local private, public, or corporate foundations
- Leaders of faith-based organizations
- Other formal or informal community leaders

Why did we suggest these types of people and not the ones who work

Table 4. **Organizations Represented in Phase 1 Workshops, Held January–April 2006**

	No. of Agencies	No. of Participants
Sexual assault and domestic violence service provider	52	68
Local government	36	46
Law enforcement	25	31
United Way/community foundation/funder	14	25
Community-based organization/volunteer	8	18
Education	6	7
Judicial system/court/legal organization	6	6
Health care/counseling	6	8
Faith-based organization	3	9
Chamber of commerce/business	2	3
Additional organization represented by participants with dual professional/volunteer roles	7	0
Total	**165**	**221**

directly with victims? Although issues related to direct services surfaced during the day, the emphasis was on how to apply community resources directly or indirectly to stopping the violence and helping victims. The workshop was not meant to be the equivalent of a Sexual Assault Response Team meeting. Such a team typically consists of the community professionals who work with victims: staff from law enforcement agencies, emergency rooms, the district attorney's office, rape crisis programs, or other organizations providing direct services. They meet to discuss the efficacy of existing services and protocols, and to engage in joint problem solving about local concerns.

To work on overall organizational capacity with a long-term focus, we sought stakeholders who understood their community's big picture—complementary and competing interests, tangible and intangible community resources, policy-making processes, funding streams, emerging trends, opportunities for innovation, and so forth.

Such professionally diverse stakeholders have valuable perspectives to share. For example:

- City and county clerks know the people in their communities, particularly the staff and the elected officials of local government. They are a valuable resource for programs inviting community members to participate in developing strategies for change.
- People who work with animal protection or antiviolence efforts are especially useful in communicating the link between those who abuse women and children and those who abuse animals. They can contribute to creating safety plans for pets when victims are trying to leave their abusers.
- Staff from economic development offices offer workforce connections as shelter residents develop plans for self-sufficiency.
- Smart Start staff provide the sexual assault and domestic violence programs with educational opportunities for both young children and their caregivers.

Even traditional stakeholders can contribute innovative perspectives on building community capacity. In one workshop, a sheriff educated the group on using a political mapping process to develop strategies to influence public decisions. In another workshop, a staff person with United Way reported that while cultivating donor relationships with well-to-do retired women in gated communities, she learned that many of them had lived through domestic violence and were interested in helping other women get out of dangerous situations. Some of them were in unsafe relationships within their high-priced homes and needed referrals both to the local shelter and to people who could help them develop safety plans.

To prepare for the workshop, the most important thing for participants to do was to work together to identify and encourage other key community stakeholders to attend.

Many communities hold public awareness events like the Clothesline Project that provide victims of sexual violence with an opportunity to break their silence and bear witness to the impact of the violence. In the project as implemented at UNC at Chapel Hill, t-shirts designed by victims hang on a clothesline. The writings and artistic expressions on the t-shirts convey the victims' diverse experiences and emotions as they transform themselves from victims into survivors.

Harry Lynch / News & Observer

The need for background material varied according to stakeholders' familiarity with local services, community resources or processes, and one another. Participants were invited to bring fact sheets or other reference material related to services and prevention programs so that specific questions about their respective organizations and services could be answered for the group as it assessed current community capacity.

The North Carolina Governor's Crime Commission supported the full cost of the workshops, including travel expenses for those who might not otherwise be able to attend. We encouraged community participants to carpool if possible, partly to economize but primarily to use the time together to strengthen relationships.

We announced the meetings broadly. We sent letters to directors of sexual assault and domestic violence programs and to city and county managers. We also sent e-mail and website announcements through a dozen governmental and philanthropic organizations across the state. In addition, we made telephone calls and sent e-mails directly to the programs closest to the workshop locations as the day of each workshop approached.

We learned by reflecting on the experiences and the evaluations of each workshop that the challenges to the sexual assault and domestic violence organizations represented were functions of both external logistics (finding the correct contact information for outreach) and internal stressors (staff being too overloaded by work to attend; directors being in transition or otherwise unavailable, or too disconnected from other key community stakeholders to recognize the benefits that could be derived from these conversations). One county manager came and brought the heads of the social services and health departments. Another manager came as the sole representative of the manager's office and elected officials. Many members of law enforcement agencies or departments of social services attended, because they deal with the same victims.

Workshop participants identified several strategies to strengthen relationships. One of the most successful is to set up meetings to discuss what is happening in the community, no matter how it might be defined. For example, staff of the Jackson County Department of Social Services and REACH, the local sexual assault and domestic violence program, meet once a month over a meal to share information. Leaders at the county or state level might not need to meet that frequently, but they do need to communicate often enough to uncover both aligned and competing interests.

Regular communication and consistent relationship-building are key strategies.

Simply getting to know one another often enhances response, but sometimes the conversation might need to focus on particular points of divergent thought, whether it be across organizations, among staff, or between staff and victims. Conflict can develop over differing perceptions of the same situation, and identifying those differences can be the first step to understanding and reconciling them.

For example, the members of one community attending a workshop realized that they were working with different interpretations of the mandatory reporting required in a specific type of situation involving juveniles. In another community, the challenge was that shelter residents equated any department of social services worker with Child Protective Services employees, and they resisted applying for Aid for Dependent Children or Food Stamps because they feared that their children would be taken from them. In both cases, taking the time to uncover, discuss, and resolve the differing perspectives helped service providers strengthen relationships and provide better service.

The participation in and the results of the workshops were as diverse as the communities themselves. A common theme among participants was that having this time for "forced reflection was a luxury." Many reported that the dynamics of the day were successful but the significant challenge was to sustain the energy over time. (For some results of the workshop evaluation, see the sidebar on page 18.)

Phase 2: Technical Assistance

Since fall 2006, the project team has offered technical assistance to any community effort focused on sexual assault or domestic violence. This work will continue through June 2008. More information about the technical assistance available, plus an outline of the format and copies of the forms used during the workshops, is available on the Public Intersection Project's website.[25]

The technical assistance emphasizes capacity building and offers services such as coaching and problem solving one-on-one, convening or facilitating meetings among stakeholders, providing training or conducting workshops, and sharing information through conversation, print, and the Internet. Technical assistance is tailored to meet the individual situation. By June 2007, eleven of the requests for technical assistance were to facilitate board retreats or strategic planning efforts of the sexual assault and domestic violence programs. Seven of the programs invited key community stakeholders outside the organization to participate. In addition, seven community leaders received one-on-one coaching or problem-solving assistance. The project staff also has shared print resources with two communities, offered training at a state conference, and shared the format of this activity at two national conferences.

The outcomes of the technical assistance have varied widely, just as the needs of the organizations have. Despite any local challenges they face, all the organizations that held retreats reported benefiting from having the time to communicate with one another, to consider the changes affecting the program or the community, and to identify the key areas on which to focus. Other outcomes ranged from highly individualized to general:

- The executive director of the sexual assault and domestic violence program in one community began the retreat disheartened, depleted of energy, and contemplating resignation, but was reenergized by the effort and the interest of the participants.
- Another program used the retreat to integrate new board members

into the culture of the organization and to make plans for the upcoming year.

- Still another used the retreat to build relationships with the local Hispanic population, staff of the substance abuse treatment program, and potential board members and to consider the local impact of upcoming federal legislation.
- Several programs viewed the retreat as an opportunity to build relationships between board and staff or to heal tensions that had evolved from differences of opinion about resource allocation or program direction.
- Representatives from several organizations figured out new ways to convey their interests to elected officials: by engaging respected community members external to the program as advocates or by reframing their requests for support or policy change in terms of interest to elected officials.

In almost every retreat, participants discussed ways to overcome current obstacles to providing better service for victims. In some places, those obstacles were relationships that might or might not have the potential to change for the positive as long as the same people held the same positions. In other places, new obstacles were external, such as managing the impact of mental health reform.[26]

As Karen Foster, executive director of Helping Hands in Warren County, described the impact of the facilitation services,

> *Since the retreat, our board has become much more focused, responsive, and responsible to the program. Board members seemed to have gained a greater understanding of what it really takes for a program such as ours to be successful. They're much more attentive to community situations that impact the program and are participating more in the overall project.*[27]

At every retreat, people acknowledged the importance of nurturing new and existing relationships (the result of transitions in staff or new populations moving in) and of managing change originating from outside their communities (changes in law or economic vitality). In every community, participants left the retreat proud of the investment of time and energy they had made, relieved to have a specific focus for the upcoming year, and respectful of the complexity of the work facing them.

Excerpts from Workshop Evaluations

Six to eight weeks after each workshop, we sent surveys to participants. We mailed a total of 160 surveys, and we received 45 completed ones, for a 28 percent response rate. Following is a summary of the responses to selected items:

- Sixty percent agreed or strongly agreed that "this workshop presented the most extensive opportunity I've had to discuss our community response with some people who were unfamiliar to me." Twenty-seven percent were neutral, 11 percent disagreed, and 2 percent strongly disagreed. (The disagreement could have been a result of the participant having had other opportunities to discuss these topics with community members or because no unfamiliar stakeholders participated in the workshop.)
- Seventy-eight percent agreed or strongly agreed that "it was useful to learn about and consider a model for sustaining community capacity over the long haul." Twenty-two percent were neutral.
- Seventy-three percent agreed or strongly agreed that their "community relationships strengthened, or showed the potential to strengthen, as a result of the conversations held during the workshop." Twenty-three percent were neutral; 4 percent disagreed.

Conclusion

Although available physical or financial resources undeniably limit community capacity to address sexual assault and domestic violence, the most successful efforts are a function of cooperative relationships and aligned can-do philosophies. Strained interactions between people or across organizations often trace back to differences in attitudes, historical mishaps, lack of respect, or inaccurate information, any of which can continue to affect program design and delivery. The challenges of physical distance or turnover in staff or elected positions may hinder development of productive working relationships.

Of course, in some communities, the differing philosophies are much more personal and fundamental, reinforced by lessons learned from families, religions, or society. The perceived inevitability of sexual assault and domestic violence does get reinforced by witnessing or experiencing it in life, as well as by viewing or reading about it in the media. Even so, positive developments of any sort cannot begin without conversations about the possibilities of changes in policies, services, resource allocation, and attitudes. Luckily for North Carolina, people in every community, in all walks of life, share an interest in responding to yesterday's violence and preventing it from happening tomorrow.

Notes

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3. Orange County Rape Crisis Center, www.ocrcc.org/violence.html.

4. North Carolina State Center for Health Statistics, www.schs.state.nc.us/SCHS/data/vitalstats.cfm. Follow the link to North Carolina Vital Statistics, Volume 2: Leading Causes of Death, which presents statistics by year. There were 639 homicides in 2002, 592

in 2003, 610 in 2004, and 655 in 2005. The lists of domestic violence–related homicides on the NCCADV website include 79 deaths in 2002, 72 in 2003, 81 in 2004, 70 in 2005, and 75 in 2006. The victims include the spouses/partners/boyfriends/girlfriends of the abusers, children, people who tried to intervene to stop the violence, and innocent bystanders.

5. Timothy Hart and Callie Rennison, *Reporting Crime to the Police, 1992–2000* (Washington, DC: Bureau of Justice Statistics, U.S. Department of Justice, March 2003).

6. National Center for Policy Analysis, *Crime and Punishment in America: 1999*, NCPA Policy Report No. 229, October 1999 (Dallas, TX: 2001), www.ncpa.org/studies/s229/s229.html.

7. North Carolina Sex Offender and Public Protection Registry, http://ncregistry.ncsbi.gov/(S(tem04cnqzsczy145ovfy4sya))/Default.aspx.

8. Jennifer Canada (assistant public information officer, North Carolina Department of Justice), e-mail to Margaret Henderson, January 16, 2008. Recent updates to the website provide maps showing where sex offenders live, and make possible e-mail notifications when sex offenders move into neighborhoods.

9. North Carolina Department of Justice, Administrative Office of the Courts, Research and Planning, *District Court Civil (CVD) Cases with a Domestic Violence Issue, by Case Filing and Order Result of the Domestic Violence Issue, Cases Filed or Order Results during July 1, 2005—June 30, 2006*, www.nccourts.org/Citizens/SRPlanning/Documents/dome2005-2006.pdf.

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11. *2006 North Carolina Children's Index*, "Child Maltreatment," 15, www.ncchild.org/images/stories/Index/nc_childrens_index_a3_2006.pdf.

12. Ibid., 17.

13. Wendy Max et al., *The Economic Toll of Intimate Partner Violence against Women in the United States* (San Francisco: Institute for Health and Aging, University of California, San Francisco, 2004). The analysis uses national survey data, including the National Violence Against Women Survey and the Medical Expenditure Panel Survey, to estimate costs for 1995. Expenditures include medical care, mental health services, and lost productivity from injury and premature death.

14. Ann L. Coker et al., "Physical Partner Violence and Medicaid Utilization and Expenditures," *Public Health Reports* 9 (2004): 557–67.

15. North Carolina Department of Health and Human Services, Division of Medical Assistance, *Medicaid in North Carolina, Annual Report, State Fiscal Year 2006* (Raleigh: NCDHHS, 2006), 53–54, www.ncdhhs.gov/dma/2006report/2006report.pdf.

16. U.S. Conference of Mayors and Sodexho, Inc., *Hunger and Homelessness Survey: A Status Report on Hunger and Homelessness in America's Cities, a 24-City Survey, December 2005* (Washington, DC: U.S. Conference of Mayors and Sodexho, Inc., 2005), www.usmayors.org/uscm/hungersurvey/2005/HH2005FINAL.pdf.

17. North Carolina Department of Juvenile Justice and Delinquency Prevention, *2004 Annual Report* (Raleigh, NC: NCDJJDP, 2005), as quoted in *2006 North Carolina Children's Index*, www.ncchild.org/content/view/326/186/.

18. Texas Health Resources, Domestic Violence Cost Calculator, www.texashealth.org/main.asp?level=2&id=E6064010D7AE4E4BA69D54C1114FD25A&lang=en.

19. Lynda Clay, e-mails to Margaret Henderson, February 28 and July 29, 2007.

20. Barry Bryant (lead planner, Victim's Issues, VAWA and VOCA, North Carolina Department of Crime Control and Public Safety), interview by Margaret Henderson, in Raleigh, February 12, 2007.

21. National Alliance to End Sexual Violence, www.naesv.org.

22. Bryant, interview.

23. Ibid.

24. Lydian Altman-Sauer, Margaret Henderson, and Gordon P. Whitaker, "Building Community Capacity to Meet Public Needs," *Popular Government*, Winter 2005, 28–36. A link to the article can be found on the Publications page of the Public Intersection Project website, www.publicintersection.unc.edu/.

25. Public Intersection Project, Sexual and Domestic Violence, www.publicintersection.unc.edu/sexdomvio.html.

26. In one rural community, there no longer is a mental health care provider in the county who can write prescriptions. Residents who have no personal transportation are frequently unable to travel to the service providers in nearby counties. The lack of access creates gaps of time in which they are off their medications, which in turn create behavioral stressors that can lead to violence or other inappropriate behavior. The shelter is experiencing a shift in its client population and an increased need for staff to be trained in mental health and substance abuse issues. Another community program that also is experiencing an increase in the number of clients with mental health issues has considered ways to provide in-house counseling.

27. Karen Foster (executive director of Helping Hands, Warren County), e-mail to Margaret Henderson, August 10, 2007.

Wicker Scholarship Available for First-Year Student Entering UNC at Chapel Hill in 2008

If you are a local government employee with a rising high school senior who has been accepted for next year by UNC at Chapel Hill, encourage him or her to apply for the Warren Jake Wicker Scholarship.

Each spring the UNC at Chapel Hill Office of Scholarships seeks first-year undergraduate applicants for this $1,000 scholarship.

The student must have at least one parent who has been continuously employed full-time by a North Carolina city or county government for at least five years before January 1, 2008. The scholarship is awarded on the basis of relative financial need and academic promise.

To apply, send a letter of application to Wicker Scholarship, UNC at Chapel Hill Office of Student Aid, P.O. Box 1080, Chapel Hill, NC 27514. For additional information or to e-mail a letter of application, contact Megan Dillin at megan_dillin@unc.edu or 919.962.3620.

The application must be received on or before April 1, 2008.