

April 20, 1989
DS/pb/0402F

Introduced by Audrey Gruger
Gary Grant

Proposed No.: 89-158

ORDINANCE NO. **8938**

AN ORDINANCE making an appropriation of \$47,806 from the health and human services fund balance to provide for a one-year pilot program administered by the department of judicial administration, which will establish a coordinated program to deal with incidents of domestic violence, and amending Ordinance 8802, Section 44, as amended.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. There is hereby approved and adopted an appropriation of \$47,806 from health and human services fund balance to provide the first 8 months of a one-year program, administered by the department of judicial administration, which will establish a coordinated program to deal with domestic violence in accord with the attached work program and staffing plan and budget.

SECTION 2. Ordinance No. 8802, Section 44, as amended, is hereby amended by adding thereto and inserting therein the following:

HEALTH AND HUMAN SERVICES. From the health and human services fund balance there is hereby appropriated to:

Health and Human Services \$47,806

INTRODUCED AND READ for the first time this 20th day of March, 1989

PASSED this 15th day of May, 1989.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

[Signature]
Chairman

ATTEST:

[Signature]
Clerk of the Council

APPROVED this 11th day of May, 1989.

[Signature]
King County Executive

**KING COUNTY
DOMESTIC VIOLENCE COMPREHENSIVE PLAN**

**A Final Report To
King County Executive, Council, and Citizens**

December 1, 1988

**Compiled By:
Laurie A. Powers
For the King County
Department of Judicial Administration**

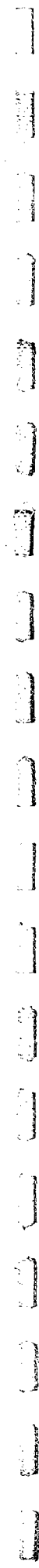


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DOMESTIC VIOLENCE COMPREHENSIVE PLAN--ADVISORY BOARDAttachment A

EXECUTIVE SUMMARY

Domestic violence is a deep-rooted crisis in our community which necessitates a comprehensive, community response. The development of this response is the objective of this report. Provided for by King County's Health and Human Services Initiative, this report presents a comprehensive approach to supplant the piecemeal domestic violence response system currently operating in King County.

Guided by an Advisory Board representing diverse domestic violence service perspectives, a four-phase approach has been developed: Phase One--Assessment and Recommendation; Phase Two--Implementation; Phase Three--Follow-up and Evaluation; and Phase Four--Ongoing support. This report details Phases One and Two and lays the groundwork for Phases Three and Four.

King County's domestic violence response system is comprised of three separate components: community-based service agencies, the criminal justice system, and the civil protection order system. The organization of this report is based on these three components, and includes: 1) an overview of the component's functions, overlaps, and gaps; 2) the needs and specific recommendations for each component's services; and 3) recommendations for developing the three components into a coordinated response system.

The major recommendations are summarized by service system components:

COMMUNITY BASED SERVICES SYSTEM

1. An adequate and stable funding base must be ensured for ongoing victim services. The County's two-fold responsibility includes a) funding of ongoing County provided victim services, and b) coordinating and sponsoring the collaboration of the County, other municipalities, United Way, and other private agencies, to ensure adequate, stable funding for existing and needed programs.
2. Appropriate Victim Services must be accessible county-wide. In partnership with the community, the County should coordinate the development of needed victim services for the disabled, cultural and sexual minorities, and the geographically isolated. These service needs include establishing a confidential shelter for battered women and children in South King County.
3. Batterer's treatment agencies must adopt standardized assessment, intervention, and reporting procedures. This is the only way to ensure accountability to the community.
4. The courts and treatment agencies must improve coordination. To be an effective intervention, court-ordered batterer's treatment must be provided by accountable agencies, with compliance monitored by Probation Services. Probation Services need to function as a liaison between treatment agencies and the courts.

CRIMINAL JUSTICE SYSTEM

1. Every King County criminal justice system agency must have an identified "contact" person for domestic violence cases. The specialized case handling and coordinated problem solving which domestic violence case require cannot occur without identified agency representatives knowledgeable of domestic violence issues.
2. A pilot program should be implemented in Federal Way District Court to develop a domestic violence case handling model that can eventually be phased in to all King County District Courts. Coordinated domestic violence case handling has yet to be attempted in King County District Courts. Given King County's size and diversity, a working model should be developed in one court which identifies the needed policies, procedures, record-keeping, staffing, and community resources to effectively handle misdemeanor domestic violence cases. A six-month period of coordinated data collection and service delivery should be the basis of evaluation and recommendations for standardized domestic violence case handling in King County District Courts.
3. A Criminal Justice System Coordinator must be hired full-time, for one year, in order to develop and implement this standardized misdemeanor domestic violence case handling in King County District Courts. The Coordinator would spend six months developing, coordinating, and analyzing the Federal Way Pilot Program; and six months laying the groundwork for phasing in the Federal Way model throughout the County.
4. King County Victim Assistance Unit (VAU) should establish a court-based legal advocacy program through contracts with community-based agencies to provide volunteer recruitment and coordination for this program. Legal advocacy is critical to the successful handling of domestic violence cases and should be provided through a partnership of the courts and community-based agencies.
5. A discretionary fund should be established in King County VAU to provide emergency financial assistance, under specified use guidelines, to prevent costly and futile case dismissals.

CIVIL PROTECTION ORDER SYSTEM

1. Protection Order Advocates should be available in all District Courts. This advocacy should be performed by the community-based agencies contracting with VAU, as outlined above.
2. A specialized domestic violence unit should be established in King County Family Court Services. This unit would be specially trained and responsible for investigations, assessment, and recommendations on custody and visitation issues in cases where domestic violence exists.
3. Community resources should be developed to provide adequate services for supervised visitation, neutral custody exchange points, and substance abuse treatment.

COORDINATION OF THE RESPONSE SYSTEM

1. King County should adopt a policy statement which asserts the County's stance on domestic violence. The adoption of such a statement should be in the form of a County Council Resolution or an Executive Proclamation. The message that King County is serious about domestic violence must be strong and clear.
2. A community awareness program should be established to educate the general community about domestic violence issues, King County's stance on domestic violence, available community resources and provisions of the domestic violence law.
3. A consistent training curriculum must be established for all law, safety, and justice personnel. King County should mandate domestic violence training in the King County Department of Public Safety, and develop a training curriculum by a multi-discipline board, including victim service agencies.
4. A training consortium model should be developed for the on-going training needs of the three response system components. A successful model exists in that used by King County's Alcohol and Substance Abuse Division.
5. A PC should be purchased in order to develop a database to collect and compute domestic violence statistics for the civil and criminal legal systems in District and Superior Courts. By separating out domestic violence statistics, the County will be better able to analyze problem areas and service needs, and achieve accountability.
6. The King County Domestic Abuse Intervention Project (KCDAIP) should be established to move from Phase One to Phase Two of the Comprehensive Approach.

King County is the most appropriate entity to provide the necessary leadership to move this report from words to action. No other equally capable entity currently exists. KCDAIP entails hiring a full-time Developer and appointing an Executive Advisory Board to oversee the project. During the coming year, KCDAIP would be responsible for implementing the recommendations in this report. At year's end, KCDAIP will provide Phase Three of the Comprehensive Plan: a written evaluation of KCDAIP's success in implementing these recommendations; and will have laid the groundwork for the on-going support of the Coordinated Response System (Phase Four).

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INTRODUCTION

Legislative Overview

In 1979, the Washington State Legislature enacted RCW 10.99, the Domestic Violence Act, to recognize domestic violence as a serious crime against society and to ensure maximum protection from abuse.

In 1984, the Domestic Violence Prevention Act RCW 26.50, (DVPA) was passed which strengthened and expanded the original legislation. DVPA's improvements include: (1) requiring mandatory arrests on domestic violence calls when the officer has probable cause to believe an assault has occurred within the preceding four hours; and (2) making relief available through the civil court system by creating a civil restraining order called the Order for Protection. Subsequent amendments in 1985 further clarified the provisions of DVPA. While this legislation has been critical to domestic violence intervention efforts, it has also created a system that, lacking coordination, has often victimized those who access it for protection.

Need for Comprehensive Plan

With each successive piece of legislation, the domestic violence service network has been forced to adjust itself in order to comply with statutory mandates and to provide assistance to those newly empowered to demand services. Due partially to the lack of guidance of a coordinating body, services have been provided in piecemeal fashion thus far. This has resulted in incomplete training practices using incomplete curriculum; conflicting policies and procedures; and inaccurate, inappropriate information provided to those accessing the system, which has undercut the consistent delivery of the message that domestic violence is intolerable in our community.

Development of Comprehensive Plan

In July 1988, King County Council passed the Health and Human Services Initiative which provides for the development of a Domestic Violence Services Comprehensive Plan. It is appropriate that King County, being the broadest form of government in the community, has taken the lead role in planning a comprehensive approach which asserts that our community will intervene in, and prevent, the occurrence of domestic abuse.

The King County Department of Judicial Administration has been responsible for the development of this plan. This development has been assisted by an Advisory Board consisting of personnel from social service, law, and justice system agencies representing a cross-section of ideological, geographical, and service concerns. Attachment A provides a listing of Advisory Board Members.

Community input has been solicited from the inception of this project, including a mailing to the entire membership of the King County Coalition Against Domestic Violence; riding along with the patrol unit of the King

County Sheriff's Department; and interviewing many individuals, either by telephone or in-person. This report reflects the findings based on this process.

Report of the County Sheriff's Department, dated 1/11/11, and 1/12/11, and 1/13/11, and 1/14/11, and 1/15/11, and 1/16/11, and 1/17/11, and 1/18/11, and 1/19/11, and 1/20/11, and 1/21/11, and 1/22/11, and 1/23/11, and 1/24/11, and 1/25/11, and 1/26/11, and 1/27/11, and 1/28/11, and 1/29/11, and 1/30/11, and 1/31/11, and 2/1/11, and 2/2/11, and 2/3/11, and 2/4/11, and 2/5/11, and 2/6/11, and 2/7/11, and 2/8/11, and 2/9/11, and 2/10/11, and 2/11/11, and 2/12/11, and 2/13/11, and 2/14/11, and 2/15/11, and 2/16/11, and 2/17/11, and 2/18/11, and 2/19/11, and 2/20/11, and 2/21/11, and 2/22/11, and 2/23/11, and 2/24/11, and 2/25/11, and 2/26/11, and 2/27/11, and 2/28/11, and 2/29/11, and 2/30/11, and 3/1/11, and 3/2/11, and 3/3/11, and 3/4/11, and 3/5/11, and 3/6/11, and 3/7/11, and 3/8/11, and 3/9/11, and 3/10/11, and 3/11/11, and 3/12/11, and 3/13/11, and 3/14/11, and 3/15/11, and 3/16/11, and 3/17/11, and 3/18/11, and 3/19/11, and 3/20/11, and 3/21/11, and 3/22/11, and 3/23/11, and 3/24/11, and 3/25/11, and 3/26/11, and 3/27/11, and 3/28/11, and 3/29/11, and 3/30/11, and 3/31/11, and 4/1/11, and 4/2/11, and 4/3/11, and 4/4/11, and 4/5/11, and 4/6/11, and 4/7/11, and 4/8/11, and 4/9/11, and 4/10/11, and 4/11/11, and 4/12/11, and 4/13/11, and 4/14/11, and 4/15/11, and 4/16/11, and 4/17/11, and 4/18/11, and 4/19/11, and 4/20/11, and 4/21/11, and 4/22/11, and 4/23/11, and 4/24/11, and 4/25/11, and 4/26/11, and 4/27/11, and 4/28/11, and 4/29/11, and 4/30/11, and 5/1/11, and 5/2/11, and 5/3/11, and 5/4/11, and 5/5/11, and 5/6/11, and 5/7/11, and 5/8/11, and 5/9/11, and 5/10/11, and 5/11/11, and 5/12/11, and 5/13/11, and 5/14/11, and 5/15/11, and 5/16/11, and 5/17/11, and 5/18/11, and 5/19/11, and 5/20/11, and 5/21/11, and 5/22/11, and 5/23/11, and 5/24/11, and 5/25/11, and 5/26/11, and 5/27/11, and 5/28/11, and 5/29/11, and 5/30/11, and 5/31/11, and 6/1/11, and 6/2/11, and 6/3/11, and 6/4/11, and 6/5/11, and 6/6/11, and 6/7/11, and 6/8/11, and 6/9/11, and 6/10/11, and 6/11/11, and 6/12/11, and 6/13/11, and 6/14/11, and 6/15/11, and 6/16/11, and 6/17/11, and 6/18/11, and 6/19/11, and 6/20/11, and 6/21/11, and 6/22/11, and 6/23/11, and 6/24/11, and 6/25/11, and 6/26/11, and 6/27/11, and 6/28/11, and 6/29/11, and 6/30/11, and 7/1/11, and 7/2/11, and 7/3/11, and 7/4/11, and 7/5/11, and 7/6/11, and 7/7/11, and 7/8/11, and 7/9/11, and 7/10/11, and 7/11/11, and 7/12/11, and 7/13/11, and 7/14/11, and 7/15/11, and 7/16/11, and 7/17/11, and 7/18/11, and 7/19/11, and 7/20/11, and 7/21/11, and 7/22/11, and 7/23/11, and 7/24/11, and 7/25/11, and 7/26/11, and 7/27/11, and 7/28/11, and 7/29/11, and 7/30/11, and 7/31/11, and 8/1/11, and 8/2/11, and 8/3/11, and 8/4/11, and 8/5/11, and 8/6/11, and 8/7/11, and 8/8/11, and 8/9/11, and 8/10/11, and 8/11/11, and 8/12/11, and 8/13/11, and 8/14/11, and 8/15/11, and 8/16/11, and 8/17/11, and 8/18/11, and 8/19/11, and 8/20/11, and 8/21/11, and 8/22/11, and 8/23/11, and 8/24/11, and 8/25/11, and 8/26/11, and 8/27/11, and 8/28/11, and 8/29/11, and 8/30/11, and 8/31/11, and 9/1/11, and 9/2/11, and 9/3/11, and 9/4/11, and 9/5/11, and 9/6/11, and 9/7/11, and 9/8/11, and 9/9/11, and 9/10/11, and 9/11/11, and 9/12/11, and 9/13/11, and 9/14/11, and 9/15/11, and 9/16/11, and 9/17/11, and 9/18/11, and 9/19/11, and 9/20/11, and 9/21/11, and 9/22/11, and 9/23/11, and 9/24/11, and 9/25/11, and 9/26/11, and 9/27/11, and 9/28/11, and 9/29/11, and 9/30/11, and 10/1/11, and 10/2/11, and 10/3/11, and 10/4/11, and 10/5/11, and 10/6/11, and 10/7/11, and 10/8/11, and 10/9/11, and 10/10/11, and 10/11/11, and 10/12/11, and 10/13/11, and 10/14/11, and 10/15/11, and 10/16/11, and 10/17/11, and 10/18/11, and 10/19/11, and 10/20/11, and 10/21/11, and 10/22/11, and 10/23/11, and 10/24/11, and 10/25/11, and 10/26/11, and 10/27/11, and 10/28/11, and 10/29/11, and 10/30/11, and 10/31/11, and 11/1/11, and 11/2/11, and 11/3/11, and 11/4/11, and 11/5/11, and 11/6/11, and 11/7/11, and 11/8/11, and 11/9/11, and 11/10/11, and 11/11/11, and 11/12/11, and 11/13/11, and 11/14/11, and 11/15/11, and 11/16/11, and 11/17/11, and 11/18/11, and 11/19/11, and 11/20/11, and 11/21/11, and 11/22/11, and 11/23/11, and 11/24/11, and 11/25/11, and 11/26/11, and 11/27/11, and 11/28/11, and 11/29/11, and 11/30/11, and 12/1/11, and 12/2/11, and 12/3/11, and 12/4/11, and 12/5/11, and 12/6/11, and 12/7/11, and 12/8/11, and 12/9/11, and 12/10/11, and 12/11/11, and 12/12/11, and 12/13/11, and 12/14/11, and 12/15/11, and 12/16/11, and 12/17/11, and 12/18/11, and 12/19/11, and 12/20/11, and 12/21/11, and 12/22/11, and 12/23/11, and 12/24/11, and 12/25/11, and 12/26/11, and 12/27/11, and 12/28/11, and 12/29/11, and 12/30/11, and 12/31/11.

IMPACT OF DOMESTIC VIOLENCE ON KING COUNTY

Domestic violence is not a private affair, but a serious social problem which jeopardizes the lives of King County citizens. Domestic violence occurs throughout our community regardless of race, age, religion, sexual orientation, or socioeconomic status. Traditionally, domestic violence has been viewed as wife abuse, rooted in on-going male societal violence against women. This view has expanded in recent years, however, to include all others who are abused in intimate or familial relationships such as dating adolescents, gay/lesbian partners, elderly parents and prostitutes.

Given King County's diverse population and large geographic area, domestic violence creates multifarious issues and service needs in our community. Several factors combine to render statistics on the actual number of domestic violence victims in King County nebulous, at best. First, the FBI finds domestic violence to be among the top underreported crimes in the country with a mere 10% reporting rate. Second, available services in King County are largely inaccessible or inappropriate to victims who are disabled, non-English speaking, homosexual, cultural minorities, or geographically isolated. Even excluding these populations, service agencies are overloaded by increasing requests for assistance. With all available resources needed to provide crisis services, statistics have in the past been a low priority. In garnering numerical data from service agencies, whether community-based or governmental, caveats abound as to accuracy. The unanimous voice, however, proclaims available statistics to be conservative. Given these hindrances, an attempt to quantify the full magnitude of the problem of domestic violence in King County at this time would be capricious. Thus, it is important to use caution when reviewing the following statistics:

A survey of municipal and county law enforcement agencies reveals an estimated 12,000 domestic violence calls for assistance during 1987. Superior and District Courts report 2,461 petitions for civil protection orders filed in 1987. Additionally, in 1986, community-based victim service agencies provided crisis intervention, shelter, and counseling services to an estimated 28,000 women and children. However, 20,000 (71%) of these were assisted only through 24-hour crisis telephone lines and did not receive any in-person assistance.

Note that totaling these statistics renders the number of service requests, not the number of victims requesting services. For example, many protection order petitioners also contact law enforcement for assistance. Approximately 50% of protection order petitioners were referred by the police. The extent of this duplication, however, is undeterminable. United Way estimates at least 16,000 domestic violence incidents were reported in 1986. Given the FBI statistic of a 1 in 10 report rate, the number of victims in King County reaches a conservative estimate of 160,000 for 1986. When considering that 1) for every victim there is an abuser also in need of services; and 2) there are often children who are also impacted and need assistance, the destruction of domestic violence reaches epidemic proportions which our community cannot afford to ignore. Domestic abuse is a community problem requiring a community response.

KING COUNTY'S ABILITY TO RESPOND

In King County, the potential exists to provide a model system of service delivery to domestic violence victims, abusers, and their children. King County is the repository for a wealth of experience, expertise and commitment in its domestic violence service community. These rich resources include nationally recognized domestic violence service providers and programs, and an active Domestic Violence Coalition which recognizes and respects the voice of the Battered Women's Movement. King County further benefits from Washington's Domestic Violence Prevention Act, a model piece of legislation which provides King County with the means of legally and viably intervening in order to hold perpetrators of domestic abuse accountable for their behavior.

The current absence of a coordinated, adequately funded system of response compromises these resources. To achieve its potential for a model system, King County must adopt a comprehensive approach which enhances existing resources and provides for previously unmet needs. This comprehensive approach entails four phases:

- I. Assessment and Recommendation
- II. Implementation
- III. Follow-up and Evaluation
- IV. On-going Support

The following report details Phases One and Two, and describes the process for Phases Three and Four.

PHASE ONE: ASSESSMENT AND RECOMMENDATION

By assessing the current response system and laying out recommendations for a coordinated system of service delivery, this report details the first phase of the comprehensive approach.

This assessment includes (I) an overview of the current response system's components, overlaps, and gaps; (II) a description of services provided, service needs, and recommendations for future service provision; and (III) recommendations for coordination of the response system.

I. OVERVIEW OF CURRENT RESPONSE SYSTEM COMPONENTS, OVERLAPS, AND GAPS

A. RESPONSE SYSTEM COMPONENTS

There are three points of access to the response system: community based agencies; the criminal justice system; and the civil court system.

1. Community-Based Agencies Overview

Social service agencies respond to the wide range of needs of victims, abusers, and their children. Victim services include crisis intervention (in-person and emergency telephone lines), emergency shelter, counseling, support groups, legal advocacy, and children's programs. Many victims who access community-based agencies do not have contact with the criminal justice system, so there is little duplication of victims served between community-based and criminal justice system agencies.

Batterers' treatment agencies offer assessment, education, and treatment programs for domestic abusers. The majority of those requesting services are referred by the courts.

2. Criminal Justice System Overview

The criminal justice system handles misdemeanor and felony level domestic violence cases. Law enforcement is often the first criminal justice system agency to handle a domestic assault case.

The handling of these cases is governed by RCW 10.99 which requires reporting of all domestic violence cases officers respond to; arresting the abuser if the assault occurred within the preceding four hours; and providing victims with information about their legal rights and domestic violence service agencies.

The law also provides for the issuance of a No Contact Order (criminal restraining order) to prevent the abuser from contacting the victim. These orders may be issued prior to arraignment as a condition of jail release, issued or extended at arraignment, or issued at sentencing.

The intent of RCW 10.99 is to provide protection by ensuring that policies and practices of law enforcement and prosecutors reflect the fact that an assault is a crime, regardless of the relationship of the parties.

3. Civil Court System Overview

While domestic violence has always been a factor in a percentage of dissolution and paternity cases, the role of the civil court system was greatly expanded by RCW 26.50 which created the Order for Protection (civil restraining order). The orders are available through Municipal, District and Superior Courts. The purpose of this statutory provision is to provide victims with easily accessible legal protection on an emergency basis. Protection orders are available to those abused by "family or household members", a definition including blood/marital relations, current/former housemates, and those with a child in common. Petitioners do not need an attorney and are not required to pursue criminal remedies. There is also no need for an underlying dissolution or custody case in order to request a protection order.

Issuing Protection Orders is usually a two-part process for the courts: 1) issuing a Temporary (14 day) Order until a show cause hearing; and 2) issuing a Full (1 year) Order at the show cause hearing. This process often consumes more time when Temporary Orders are reissued because service of the Notice of Hearing is not completed in a timely manner.

Protection Orders can order the following relief: 1) restrain the abuser from further abusing the victim and victim's children; 2) exclude the abuser from a shared residence or petitioner's exclusive residence; 3) establish temporary custody/visitation; 4) require counseling/treatment; 5) and award costs.

To obtain a Protection Order, a petitioner must complete, file, and have legal papers served; contact the court clerks, judges/commissioners, law enforcement personnel, advocates, and possibly Family Court social workers; and make at least two trips to court.

B. RESPONSE SYSTEM OVERLAP

In some cases, victims and abusers are involved in all three systems simultaneously. For example: an officer responds to a domestic violence call and makes a mandatory arrest. The parties are now involved in the criminal justice system. The officer

provides the victim with a listing of referrals to community-based agencies and the victim decides to call a crisis line. In talking with the advocate, the victim expresses fears for safety. The victim is also concerned that the abuser will be released from jail and try to take their children by removing them from school. Unfortunately, there are no available beds at the confidential shelters. The advocate suggests obtaining an emergency Protection Order to keep the abuser away and to obtain temporary custody of the children. In pursuing this course, the victim, abuser, and their children become involved in the civil court system.

It is important to note, however, that while many victims would benefit from accessing services from more than one network, many are unable to do so without an advocate's assistance. To successfully proceed through the complexities of the civil and criminal court systems, a great deal of orchestration is necessary. Often, however, the sole conductor is a victim unfamiliar with legal instruments. To assist a particular client, providers from one system may actively pursue interfacing with another system. Because no formal system for information sharing exists, however, these attempts are often frustrating and fruitless. Mostly, each system operates independently of the other, with little cross-referencing of information or assistance.

C. RESPONSE SYSTEM GAPS

There are numerous gaps in the service system which make access difficult or impossible. Many victims are simply uninformed about domestic violence, unaware of their legal rights, and unfamiliar with the service systems. Many find services inaccessible due to their limited English speaking ability, disability, geographic isolation, lack of child care or transportation. Many have had negative experiences with the service systems' insensitivity to cultural and sexual minorities. Both victims and service providers express on-going frustration with the systems' inability to provide the level of services requested. Lack of resources translates directly into complaints from the community at large about busy signals on crisis lines, victims and their children turned away from full shelters in 1986, 5,500 domestic violence victims were turned away from the four major shelter programs, the majority of victims preparing for court without benefit of advocacy and waiting lists for batterers' treatment. Currently, a 6-8 month delay from the time of the abusive incident until treatment.

In a model system, the only reason services are not accessed is that they are not needed. Inaccessibility, insensitivity, and inadequacy of services are unacceptable conditions for a community committed to breaking the cycle of violence. These negative conditions, however, currently exist in King County.

II. DESCRIPTION OF SERVICES AVAILABLE, SERVICE NEEDS, AND RECOMMENDATIONS

A. COMMUNITY-BASED VICTIM SERVICE AGENCIES

1. Description of Available Services

The availability of crisis and transitional services for victims is required for an effective community response to domestic violence. At present, there are 11 agencies providing domestic violence services; these programs began receiving limited County funding through the King County Women's Program in mid-1988. County funding is committed through 1990 as part of the Council's Health and Human Services Plan. A description of these services/programs follows:

a. Primary Providers

There are four agencies in the County that have an exclusive mission to service domestic violence victims and their children - Catherine Booth House, New Beginnings, Domestic Abuse Women's Network, and Eastside Domestic Violence Program. The first two are confidential shelters located in Seattle and the latter two are safe home programs located outside of Seattle. Safe homes are private homes of individuals who have offered them on an emergency, short-term basis for victims. The four agencies' services include 24 hour crisis lines, shelters/safehomes, counseling, children's services, support group legal advocacy, parenting/community education, and information/referral to other services.

There are two agencies that provide shelter and other services to significant numbers of domestic violence victims - they are Broadview Emergency Shelter and the Seattle-King County YWCA, both located in Seattle.

b. Specialized Providers

These agencies are minority or disabled-administered, multi-service agencies which also provide domestic violence services. These domestic violence services include crisis intervention, bicultural/bilingual services, and community education/outreach. Most of these services are relatively new services/programs that have no or very limited funding beyond King County Women's Program funding which began in mid 1988. The County funds a 1.0 FTE domestic violence counselor/outreach/education staff for each of the five service providers serving the Asian, Black, Hispanic, Native American, and deaf and deaf/blind communities in the County. They are: Southeast Asian

Women's Alliance, East Cherry YWCA, Consejo Counseling and Referral Service, Seattle Indian Health Board, and the Abused Deaf Women's Advocacy Services.

For both "primary" and "specialized" providers, County funding is limited. Both the "primary" and "specialized" providers will continue to receive County funding through 1990 at which time a full review will be conducted by the County Executive and Council to determine funding levels and commitments beyond that date. Data is now being collected by the King County Women's Program to identify unmet needs, as well as outcome and results from the services provided with County funding. Such information will be of great assistance in determining the appropriate type and levels of funding for the County, as well as other government and private sources to collectively address this important need. A long range goal is to identify appropriate levels of funding from all public sources, as well as United Way, to sustain these agencies.

c. Other Available Specialized Services

Many victims of color and disabled victims cannot access services or are not comfortable in a multi-cultural setting, particularly when in crisis. They will only access services from a provider who serves that particular cultural group due to language/cultural barriers, or the client's own preference. In the case of disabled victims, they may have no other option but to seek services from providers who make their services accessible to them. This is the basis upon which the County funded the "specialized" domestic violence service providers.

Similarly, those battered in gay/lesbian relationships need services which are safe and appropriate to their situation. Two agencies serve gay/lesbian victims: Advocates for Abused and Battered Lesbians (AABL) and Seattle Counseling Services for Sexual Minorities. Both provide crisis intervention and counseling services for domestic violence victims. Neither receive any County funding at this time.

Harborview Medical Center has short term domestic violence services to mentally ill victims, which is funded by the King County Women's Program through 1988. Because of lack of funding, the services are not expected to continue in 1989, although the need is great. Harborview also serves homeless victims through the Federal Health Care for the Homeless Project. The Program Director for the Homeless Project reports tremendous success.

2. Service Needs of Victim Services Agencies

a. Ongoing Services

Even given the quality of services provided by these domestic violence agencies, there are severe unmet needs due to the sheer magnitude of the problem. There are only 34 confidential bed spaces for victims in the entire County. Yet in 1986, 5,500 domestic violence victims were turned away from the four major shelter programs. The County's commitment to ongoing funding for domestic violence services enables agencies to continue providing "baseline" services (crisis services and shelter/safe homes). These services are still underfunded by the County and other possible sources. Also, services such as legal advocacy, transitional services, children's programs, and community education lack any ongoing funding from the County. For example, there are only two programs offering transitional services to victims who have exhausted their short term stay in shelters. These victims need ongoing services and longer term shelter, i.e., transitional housing which lasts up to six months, in order to get their lives stabilized. These services assist victims to accomplish the necessary, but often difficult transition, to violence-free lives.

b. New services

A most serious gap in services is the lack of any confidential shelters located outside of the City of Seattle. The only safe shelter available to victims outside of Seattle are safe homes operated by Eastside Domestic Violence Program and Domestic Abuse Women's Network. These safe homes are extremely limited, both in numbers and amount of time women can spend (1-3 nights). Women who enter shelter programs benefit from a more intensive array of services during their stay and greatly benefit from the support of other victims by knowing that they "are not the only ones".

In addition to the ongoing crisis caused by the lack of confidential bed space throughout the County, there are also identifiable populations for whom existing shelters are inaccessible or inappropriate. These include ethnic/cultural and sexual minorities, disabled, non-English speaking, and the geographically isolated.

The County has taken steps to address the need for making shelter services more accessible to other disabled populations through providing funding for technical assistance/educational in-service workshops

for domestic violence providers for 1989 and 1990. State funding has also been provided for similar workshops around cultural accessibility issues. A series of workshops were held this year which were highly informative and well attended. They will continue in 1989.

3. Recommendations for Community-Based Victim Services Agencies

- a. The County should expand its funding for ongoing victim services as part of its review in 1990, particularly for intervention and transitional services for victims. Special attention should be paid to the needs of special populations, including ethnic/cultural minorities, disabled, geographically isolated, gay/lesbian, and non-English speaking victims. Any review should consider the needs of victims in the outlying areas of the County, particularly rural east and north County. The County should work with other municipalities and United Way to ensure an adequate and stable funding base for ongoing victim services being provided in the County.
- b. The County should take a lead role, working in partnership with the community, to establish a confidential shelter for battered women and their children in south King County. The need for such a shelter has been listed as a priority in United Way's 1987 Summary of Facts and Trends Report, and the 31st Legislative District's report on South King County Children, Youth, and Families in Crisis.

B. **COMMUNITY-BASED BATTERERS' TREATMENT AGENCIES**

1. Description of Available Services

There are five major treatment providers for batterers in King County: Harborview, Eastside, and Highline Mental Health Centers; Family Services of Seattle-King County; and the Veteran's Administration Hospital. These programs offer a range of services including psychological testing, treatment plans, individual and group counseling, and education. Family Services also sponsors Men Working Against Abuse, an organization of formerly abusive men working in cooperation with mental health professionals. This group functions as a support group for men working to stay abuse-free.

2. Service Needs for Batterers' Treatment Agencies

These above listed batterers' treatment programs have been working together through the Domestic Violence Intervention Committee (DVIC) to create standardized procedures for assessment, treatment, and reporting. They are currently

C. CRIMINAL JUSTICE SYSTEM

1. Description of Services

In 1987, law enforcement agencies throughout greater King County received over 12,000 domestic violence related calls. From January - June 1988, the number of responses by the King County Sheriff's Department increased 39% over the same period in 1987. Many of these calls are in turn handled by other criminal justice system agencies and personnel, including King County Court Services, jail, prosecutors, judges, court clerks, Victim Assistance Unit, and probation. DVPA's requirement that these agencies treat domestic violence as a crime, regardless of the parties' relationship, is to ensure consistent, serious case handling. Disregarding the parties' relationship can be dangerous, however, if such disregard denies the reality of the parties complex emotional and financial ties, children, and the syndrome which results in the victim taking responsibility for the abuse. Domestic violence cases thus require sensitized handling. The mandatory arrest provision of DVPA, however, sent an infusion of these cases into a criminal justice system inadequately prepared to respond to the complex nature of domestic violence.

The workings of the criminal justice system are most easily understood by following the progression of a domestic violence case through the system:

Law enforcement is usually the first criminal justice system agency to deal with a domestic violence case. By law, officers are to take a report of all calls responded to, and provide victims with information about both their legal rights and community resources. When the officer finds probable cause to believe an assault has occurred, a citation is to be issued. Additionally, arrest is mandated if the assault occurred within the preceding four hours.

Arrested abusers are booked into King County Jail. An interview is held to determine whether release on personal recognizance is appropriate, or the abuser may bail or bond out. Prior to release, however, all abusers are supposed to be screened to determine if a 72 hour No Contact Order should be issued as a condition of release.

King County Court Services acts as a liaison between the jail and the court system and plays a key role in facilitating proper handling of domestic violence cases.

The King County Prosecutor's Office decides either to file or decline charges. In 1987, 157 felony domestic violence cases were filed in Superior Court. Currently, misdemeanor domestic violence statistics are not recorded separately

from the total simple assault filings. The estimated misdemeanor domestic violence filings for 1987, however, is 2,450.

If charges are filed, the abuser enters a plea at arraignment. No contact orders are extended or issued at this time. Upon a plea, or finding of guilt after trial, a sentence is imposed. Among sentencing options are jail, batterers' treatment, substance abuse treatment, fines, and probation. There are no sentencing guidelines used consistently throughout the District Courts. The judge may, however, order a pre-sentencing report from Probation Services. Probation monitors compliance with treatment and other sentencing conditions of those abusers put on probation.

King County Victim Assistance Unit (VAU) offers limited assistance to victims in King County throughout this process. When an abuser is taken into custody, VAU attempts to contact the victim by telephone on the next working day. Victims are given legal and community resource information. When the abuser is cited but not arrested, VAU sends the victim an informational letter. This past year VAU began a volunteer advocacy program in three district courts. Volunteers are available part-time to provide legal advocacy to victims in Federal Way, Renton, and Southwest District Courts.

The Victim Services Coordinator of the Special Assault Unit provides information and community referrals to all victims of felony level crimes, including domestic violence.

2. Service Needs of the Criminal Justice System

As the foregoing description indicates, there are multiple agencies and personnel involved in handling criminal domestic violence cases. To date, no formal coordination or information sharing occurs between these agencies. King County's size and diversity interfere with assessing service needs in the criminal justice system. However, coordination, consistency, advocacy, and emergency financial assistance are commonly voiced needs throughout the County.

Coordination and consistency are improved by regular problem solving/issues discussion meetings between criminal justice system providers. To date, no formal information sharing occurs. This is due in part because most agencies do not have a designated domestic violence "contact" person. In many agencies, domestic violence cases are not separated out from the volume of other criminal cases agencies handle. This creates problems in tracking and monitoring cases through the system, identifying problem sources and solutions, establishing consistent case handling policies, and keeping statistics.

Criminal justice system agencies all attest that the assistance of legal advocates renders more successfully completed cases. Ideally, direct advocacy would begin immediately after police intervention. At present, however, King County VAU's role is primarily limited to contact by telephone or mail to provide victims with general information and referrals. The only direct legal advocacy occurs through VAU's pilot volunteer program in South King County, and from that provided by volunteers from community-based agencies. Volunteer programs are not self-sustaining, however, and staffing is limited. Volunteer recruitment, training, and coordination is a full-time job in itself. The "community approach" to domestic violence is promoted by having advocacy provided by community-based agencies. Community-based victim service agencies have years of expertise in working with domestic violence. Additionally, specialized agencies serving the disabled, limited English speaking, and cultural and/or sexual minorities are better able to provide appropriate advocacy services. However, to ensure accountability, stability, and consistency in the delivery of legal advocacy services, these services must be court-based. The key is in linking community-based agencies to the court system in a formal, funded, and centralized legal advocacy program.

Lack of emergency financial assistance, often a small amount of money, can result in the expensive dismissal of a case. This occurs, for example, when a victim is unable to afford transportation or childcare to attend a hearing. Other times, a victim is unable to return home due to lack of funds needed to change locks, secure broken windows, reinstall telephones that were ripped from the wall, etc. The establishment of a discretionary fund for such emergencies would be a cost effective response to prevent case dismissal.

Training and education of criminal justice system personnel on domestic violence issues is the vehicle for dispelling the ingrained myths and misinformation which necessitated DVPA's mandate that domestic violence is to be treated as a crime. Further, the multi-agency handling of these cases makes cross-education and information sharing imperative if these cases are to be handled appropriately and effectively.

How to most appropriately and effectively handle domestic violence cases is a topic of considerable debate throughout the country. In King County, this discussion has been fueled by the adoption of alternative case handling methods in Bellevue and Kent Municipal Courts. The City of Seattle is currently considering an alternate program, as well. With some variations, these alternative models circumvent prosecution by allowing the abuser to enter a guilty plea, which will be dismissed upon completion of batterers'

treatment. These models are known by a variety of names including "Diversion," "Deferred Prosecution", and "Stipulated Order of Continuance."

In Bellevue, for example, the "Stipulated Order of Continuance" is used. A defendant, agreeing that if a plea was to be entered it would be a guilty plea, has an option for treatment. If treatment is completed, the defendant remains on probation for 11 months, at which point the record is wiped clean. Contributing factors to the program's success include: all involved agencies are under the same jurisdictional umbrella--City of Bellevue; the common jurisdictional base results in strong communications and immediate problem solving between the involved entities; and the program is staffed and coordinated by one of the involved agencies--the police department.

Proponents of diversion argue that many victims want treatment instead of jail for the abuser. This is especially true when this is the first contact with the legal system. Proponents caution that diversion programs are only appropriate for "first time offenders". Those who have repeat contact with the criminal justice system need to be aggressively prosecuted. Arguing against diversion/deferred prosecution is the belief that the law intends to treat domestic violence as a crime, and as such domestic assaults need to be fully prosecuted. In this light, diversion is viewed as giving the abuser "another chance". The problem with "another chance" is that, unlike alcohol consumption, there is no socially acceptable level of battering. It is important for the courts to not send the wrong message to those who use violence as a means of power and control.

Regardless of the method used, effective case handling requires the coordination and cooperation of law enforcement, court services, prosecutors, judges, probation, victim advocates and batterers' treatment agencies. Formal coordination does not currently occur in any of King County's District Courts. This makes consistency, data collection, case tracking and follow up virtually impossible. Participant agencies readily agree that improvements are necessary. While a spirit of cooperation and commitment exists among these agencies, the necessary coordination will not occur without a planned approach. Before any decision can be made on whether King County District Courts should adopt an alternative method for handling misdemeanor domestic violence cases, baseline coordination of the current method needs to occur. Such coordination will provide the data to analyze what is and is not working, what policies and procedures are most effective, what improvements are necessary, and what staffing needs exist. Formal coordination should initially be implemented within a designated court to develop a model which will be phased in throughout the County.

3. Recommendations for Criminal Justice System

- a. Every King County criminal justice system agency should have a designated "contact" person for domestic violence cases to serve on problem solving committees and be available to handle the daily problems which arise.
- b. A pilot program should be implemented in Federal Way District Court to develop a coordinated model of domestic violence case handling which will be phased in throughout King County District Courts. Federal Way District Court has the necessary elements to successfully develop such a model: law enforcement, judges, prosecutors and probation services concerned and committed to improving the current system, a victim advocacy program, and batterers' treatment providers. This program should include a six month period of coordinating data collection and service delivery in order to analyze the current system's gaps and propose solutions. The member agencies will need to meet weekly to share information and problem solve. Based on this analysis, a recommendation should be made as to the most appropriate case handling method, detailing the policies, procedures, and staffing necessary to achieve this goal. The experience in Federal Way should then be used as a working model to be phased in throughout King County District Courts.
- c. A Criminal Justice System Coordinator must be hired full-time, for one year, in order to implement a consistent, county-wide response to misdemeanor domestic violence cases. The Coordinator would spend the first six months developing, coordinating, and analyzing the Federal Way pilot program. The last six months would be spent working with the balance of the District Courts to lay the ground work for adopting the Federal Way model. The Coordinator will provide specific recommendations for policies, procedures, staffing, and on-going coordination of the criminal justice system.
- d. King County Victim Assistance Unit should form a partnership with community-based victim service agencies in order to provide legal advocacy in all King County courts. VAU should coordinate a court-based legal advocacy program contracting with community-based agencies to provide volunteer recruitment and coordination. VAU and victim service agencies will collaborate on developing policy, procedures, and training curriculum. Contracts can also be established with specialized service providers to provide legal advocacy, as needed. By contracting

with community-based agencies, possibilities are opened up for joint funding by municipalities and civic organizations, which will also increase community awareness and facilitate volunteer recruitment.

- e. A discretionary fund should be established in King County Victim Assistance Unit to provide emergency financial assistance, as needed, to prevent costly case dismissals.
- f. Training and education needs to occur for all criminal justice system personnel, from 911 operators to judges. Training and education is a necessary component of a comprehensive plan and will receive detailed treatment later in this report.

D. CIVIL PROTECTION ORDER SYSTEM

1. Description Of Available Services

In King County, the creation of the Civil Order for Protection (RCW 26.50) has impacted District Court Judges, Ex Parte and Family Law Commissioners in Superior Court, Court Clerks and other court personnel, Family Court Services, and law enforcement.

a. District and Superior Courts

Orders are available on an emergency basis for two weeks, and for one year following a Show Cause hearing. The majority of both types of Orders are handled in Superior Court. This is especially true of the one-year Orders which often address issues of custody/visitation or exclusion from a shared residence. The Show Cause Hearing for cases involving these issues must take place in Superior Court. Thus, many cases are transferred to Superior Court from District Court after the emergency order is signed. An added benefit of cases being heard in Superior Court is the commitment and expertise of its Family Law Commissioners. The Commissioners have consistently been involved in efforts to improve the Protection Order System. However, similar to the Ex Parte Department Commissioners, they must regularly deal with a growing number of pro tems, many of whom have no awareness of judicial processes and procedures.

The involvement of the different courts has created problems involving poor communication, confusion, and inconsistent procedures. These problems must continue to be worked out, however, in order to preserve the right of victims to obtain emergency protection from the court nearest to them.

b. Family Court Services (FCS)

Protection Order cases are referred to FCS from the Family Law Commissioners for investigation, assessment, and recommendation on custody/visitation issues. These cases are time consuming and have been increasing at a rate of 39% per year. Domestic Violence cases require special handling in that mediation is not appropriate. Fear, denial, and minimization of abuse often combined with substance abuse issues, make specialized training necessary for handling these cases. Ninety-seven percent of clients are pro se and are often confused by and resentful of the referral to FCS. The 1988 Parenting Act, which requires limitations on custody/visitation when abuse has occurred, makes the appropriate and accurate assessment of these issues even more critical.

c. Law Enforcement

The processing of Orders for service and data entry has had an adverse impact on the King County Department of Public Safety. The Department receives approximately 310 orders per month which must be logged, reviewed, served, and entered on the computer. Returns of service or non-service must also be prepared for the Court and the petitioner. Expired orders must also be regularly purged from the system.

2. Service Needs of the Civil Protection Order System

A long identified need for the Civil Court System is the existence of advocates. King County has responded to this pressing need by the recent funding of two Protection Order Advocates for Superior Court. These advocates will have a positive, yet limited, impact on the system. While two advocates in one location prevents the situation from growing worse, it does not begin to address the already critical volume problem. The danger is in believing that the advocates can be a "cure-all", rather than appropriately viewing them as a long needed, integral component of a responsive system. Although this advocacy program is in its early stages, broad-based support and positive feedback from victims already exists. There are areas, however, which are beyond the advocates area of impact that need to be addressed.

Children who have been abused physically or by witnessing the abuse of their parent, are of special concern in the Protection Order System. Family law Commissioners must often render one-year custody decisions based on the limited information offered by pro se litigants. At the Commissioner's discretion, cases may be referred to Family Court Services for assessment and recommendation. FCS is

clearly understaffed to handle this special population. Furthermore, FCS social workers need to receive specialized training in domestic violence and be available to work on problem solving committees and task forces.

Supervised visitation and third party exchange are common recommendations to provide for the victim's and children's safety. Currently, however, there are few services available in the County to provide supervised visitation or neutral exchange places.

Substance abuse issues may also be addressed in Protection Order cases. Often the cost of needed in-patient treatment is prohibitive. Because substance abuse issues must be dealt with before batterers treatment can be effective, the availability of affordable substance abuse treatment is critical.

One of the most common problems for those seeking protection orders is the service of process. Service problems including no service, lack of timely service, or late receipt of the Return of service create time delays in court, which may result in the need to grant Temporary Order extensions. When DVPA was first enacted, the King County Department of Public Safety gratuitously coordinated process service throughout the County, including outlying municipalities. The exponential increase in orders, however, necessitated abandoning this practice. Currently, multiple agencies handle service of protection orders which contributes to coordination problems. There is a need for an improved system of coordination between process servers and the courts.

3. Recommendations for Civil Protection Order System

- a. Formalized cross-training and information sharing should occur between District Court Judges, Ex Parte and Family Law Commissioners, Court Clerks, Family Court Services, Victim Advocates, law enforcement, and community-based victim services, batterers treatment, and substance abuse treatment agencies. This training would facilitate understanding of issues and problem solving.
- b. Protection Order Advocates should be available in all district courts. This advocacy should be a function of the previously recommended court-based advocacy program, to be administered by King County VAU.
- c. A unit of two social workers should be established in Family Court Services with specialized training in domestic violence. This unit would be responsible for

case investigations, assessments, and recommendations; as well as participating in problem solving task forces with other civil court system agencies.

- d. Community resources should be developed to provide adequate services for supervised visitation, neutral exchange points, and substance abuse treatment.
- e. King County Clerk's office should serve as a coordinating link between law enforcement agencies and the courts to ensure the proper and timely handling of service of process.

III. RECOMMENDATIONS FOR COORDINATION OF THE RESPONSE SYSTEM

A thread of commonalty, other than violence, needs to be woven through each of the three service components in order to create a strong fiber of community response and intervention. While each service component has individual responsibilities and needs, there are common areas of concern which need coordinated attention. This coordinated attention should occur in five areas:

- A. Policy
- B. Prevention and Education
- C. Professional Training
- D. Data Collection and Analysis
- E. Leadership (Phase Two: Implementation)

A. POLICY STATEMENT

The proposal for the development of a coordinated system of domestic violence service delivery for King County begins with the adoption of the following policy statement which asserts King County's stance on domestic violence:

Because healthy, functional families are vital to the well-being of our community, King County asserts that no one has a right to use violence against a family or household member except in self-defense against an assault. King County will seek to hold those who perpetrate such violence accountable for their behavior through legal sanctions and social admonitions. King County will work with community agencies to provide safety and support for all victims and their children. King County hears the voice of those victims often silenced by their special circumstances, including those who are disabled, non-English speaking, and cultural or sexual minorities.

Furthermore, King County recognizes its responsibility to coordinate the community-wide system of response necessitated to intervene in and prevent the occurrence of domestic abuse.

Recommendation

This policy must be communicated by the County Executive to all county and community-based agencies impacted by domestic violence, and to the community at large. A County Council resolution or an Executive Proclamation to this effect is recommended.

B. PREVENTION AND EDUCATION

Our community contributes to the cycle of violence by ignorance and denial of domestic abuse. Perpetuation of the myths that domestic violence is "caused by" substance abuse, stress, rigid role expectations, poverty, or something the victim did or said, must be ended by a community awareness program which teaches facts. The awareness that domestic abuse is a crime must be promoted in King County. Such a promotion would achieve societal outrage and admonishment for domestic violence such as now exists for drunken driving. Such preventive education is critical to halting the violent legacy passed to successive generations. It must be recognized, however, that increased awareness brings a concomitant increase in demand for services. Community resources must become readily known to all persons in need of service. Of equal importance is the actual availability and adequacy of these services to meet the needs of victims, abusers, and their children.

Thus, in committing to provide community education on domestic violence issues, there must be a concurrent commitment to the on-going evaluation of the impact on the three domestic violence networks, and to support their ability to provide intervention services.

Recommendations For Prevention and Education Component

It is recommended that a community awareness program be established to educate the community at large on domestic violence issues, King County's stance against domestic abuse, available community resources, and the provisions of the law. The awareness program must also include appropriately targeted information for cultural minorities, sexual minorities, non-English speaking populations, and disabled populations.

The components of the Prevention and Education Program include:

1. Major media campaign around domestic violence issues. The City of Seattle's campaign on the problem of juvenile prostitution provides a model of a highly effective, low-cost campaign.

2. Development and distribution of an informational brochure for county residents in King County. This brochure would provide the County Executive the opportunity to communicate to the community at large, King County's stance on domestic abuse (see page 19). Information on domestic violence, legal rights, and resources would be included. The King County Coalition Against Domestic Violence is currently developing a model brochure. The distribution of the brochure should initially be limited to a targeted geographical location. Distribution should then be assessed based on its effectiveness and impact on service networks.
3. Provision of leadership and support in the development and implementation of a K-3, and 9-12 curriculum in recognition of and commitment to the need to teach children non-violent methods of conflict resolution, as well as teaching older adolescents how to recognize and prevent battering in their relationships. Violence is known to be a learned behavior and in violent homes this education sometimes begins in the crib. Resource information should be provided to children currently residing in violent households, and prevention programs presented in all county area schools.
4. Creation of citizen's advisory groups to assist and support efforts to increase the public's awareness of the widespread problem of domestic violence. Given King County's geographic spread, these groups would most effectively work with identified leaders in individual communities to speak out about statistics and incidents of abuse occurring within their community. It is recommended that a pilot group be formed in East King County and that its effectiveness and impact on service networks be assessed to provide recommendations for expansion.
5. Outreach/Education to Special Populations: In September, the County, through the King County Women's Program, provided much needed funding of .5 FTE outreach/education workers for four major ethnic minority populations, and for one disabled community. On-going funding of these positions is recommended as well as expansion of the King County Women's Program budget in order to provide for outreach education for other special populations, notably gay/lesbian, the elderly, and the developmentally disabled, teen-ager, prisoners, prostitutes, pregnant women, and mothers of abused children.

This extensive list is presented because many victims of abuse do not view themselves as such and are not reached by existing services.

6. Outreach/Education to Health Services Community: In a recent study, it was found that 25% of all obstetrical patients were abused. Furthermore, 26% of all suicide attempts, including 50% of all suicides by black women, were associated with battering. Physicians referred these

battered women to emergency psychiatry. It is also known that abused children are the children of battered mothers. Therefore, special educational programs should be geared to educating psychiatrists, general practitioners, emergency room staff, pediatricians, and CPS workers on assessing for abuse and making appropriate referrals.

C. PROFESSIONAL TRAINING

The need for standardized training for professional service providers is critical. Multiple agencies, personnel, and turnover in the domestic violence networks have created a milieu of conflicting policies, procedures, and misinformation. This problem is compounded by the lack of a county-wide stance on domestic violence, and the acceptance of societal myths regarding domestic violence. This translates into the inappropriate handling of domestic violence cases. A mandatory, consistent training curriculum must be established for all law, safety and justice personnel. Cross-training should occur between these groups and community-based agencies in order to facilitate understanding, cooperation, and communication.

The current state of professional training is as follows:

1. Law Enforcement

A recent survey by the Department of Justice found that new recruit training on domestic violence averaged 12 hours per city, with a high of 65 hours and a low of one hour. Of the 440 hours of training new recruits receive at the State Training Academy, two hours are spent on domestic violence. Briefly presented in two hours is the history of domestic violence legislation, importance of police response, social/psychological dimensions of domestic violence, DVPA provisions, and police responsibilities under DVPA.

Although, DVPA addresses training for law enforcement, there are no specific provisions for curriculum or funding for this training. There is State-wide interest in pursuing an amendment to clarify, expand, and fund the training of criminal justice system personnel. Regardless of state-level movement, however, King County has a responsibility to ensure that its law, safety, and justice personnel are receiving adequate and appropriate training.

After basic training, the King County recruit enters 12 weeks of field training. This on-the-job training assigns each recruit to a Field Training Officer (FTO), who teaches the recruits how to respond to different types of calls. There are uniform standards on how to respond to domestic violence calls. The new recruit is also required to read the training manual which includes sections on domestic violence. The quality of this training depends on the individual FTO.

Field training officers are volunteers that must meet a minimum competency standard. They attend a week-long training on how to teach, but this does not include specifics on any type of call or problem. There is an assumption that FTO's know substantive areas. They are also required to read all new training bulletins as they are published. There are currently 4-5 bulletins on domestic violence.

Continuing education takes place primarily at the precinct level.

Training needs are identified by case reports and follow up reports. The primary response is to issue a training bulletin on the issue or to produce a video. There is not a formal training review process in place. Therefore, there is no formal mechanism by which officers can request certain types of training based on their self-identified needs or by which the department could identify and respond to training needs based on independent objective criteria, i.e., number of calls by type. (The Department of Justice survey found that continuing education training averages three hours with a high of 32 hours and a low of zero hours.)

2. Prosecutors

New prosecutor training on domestic violence at the District Court level consists of reading a training manual, as well as individual training by the supervisor. Continuing education in-services are required, of which over half are devoted to domestic violence. The District Court Prosecutor's supervisor is very supportive of on-going training for prosecutors and the development of a formal training program.

3. Judges

Judicial training needs are identified through a needs assessment, conducted every two years by the Office of the Administrator for the Courts. This needs assessment is administered to judges only. Training needs are also identified through the education committee of the Superior, District and Municipal Court Judges associations.

The Office of the Administrator for the Courts organizes the trainings based on the needs identified. These trainings are not mandatory.

Recommendations for Professional Training Component

- a. The King County Criminal Justice System training must have separate attention and development. King County Department of Public Safety training procedures must be thoroughly reviewed in order to develop a domestic violence training policy and program.

- b. The development of appropriate training curriculums for all King County law, safety, and justice personnel should be over seen by a multi-discipline board, including victim service agencies. Basic training must be mandatory for all personnel in those agencies handling domestic violence cases.
- c. A training consortium model, similar to that in use by the King County Alcohol and Substance Abuse Division, should be developed for the ongoing education needs of the three service delivery components.

D. CENTRALIZED DATA COLLECTION SYSTEM AND ANALYSIS

As referenced previously, centralized data collection does not exist in King County. This creates a serious clog in any information flow between service providers. Lack of centralized data collection also means inadequate statistics, difficulty in obtaining needed criminal histories, conflicting court orders, inability to track and monitor case progression, and the inability to comprehensively measure failures and successes of the system.

For community-based agencies, the King County Women's Program is in the process of developing a database to centralize service information and assist in projecting funding and service needs. The court-based service systems, however, present numerous difficulties in terms of centralized data collection.

The Judicial Information System (JIS) is the mainframe for all court data. Within this framework exists the Superior Court Information System (SCOMIS) and the District Court Information System (DISCIS). Through SCOMIS it is possible to access information on civil and criminal Superior Court cases on domestic violence for 37 of Washington's 39 counties. The accuracy of this data depends on proper case coding and data entry. With domestic violence case information available through SCOMIS, the possibility exists to write a computer program to access the desired information on civil and criminal domestic violence cases handled in King County Superior Court. No program specific for domestic violence, however, currently exists. SCOMIS is also capable of accessing information from the Court of Appeals.

DISCIS in King County is currently broken into four databases, of which only Seattle can interface with all the others. None can be accessed by SCOMIS. Recognizing the absurdity of this system, a DISCIS Conversion Committee was established and has been working on consolidating King County DISCIS on to one database. The expected conversion date is October, 1989. This conversion, however, will still not provide interfacing ability between SCOMIS and DISCIS.

Obtaining statistics from the King County Department of Public Safety is also problematic. The accuracy of the information as to the number of domestic violence calls responded to, and how they

were disposed of, depends on the officer using the correct code when clearing the call. A review of the statistics showed consistent errors in this reporting. Furthermore, there is often wide divergence on domestic violence arrest statistics between the King County Sheriff and King County Court Services.

Other King County agencies which provide domestic violence services report inconsistencies in their record keeping, or that no record keeping exists which separates out domestic violence statistics.

The current state of statistical disarray in King County's law and justice system is in part the result of agencies attempting to respond to the impact of DVPA without the assistance of a coordinated plan.

Recommendations for Data Collection and Analysis

1. It is recommended that the County purchase a PC in order to develop and maintain a database program for collecting and analyzing domestic violence statistics. The Criminal Justice System Coordinator will determine the necessary record-keeping to ensure consistent data collection throughout the District Court System. The King County Clerk's Office, Protection Order Advocates and law enforcement will collaborate to ensure consistent data throughout the protection order system. The PC will provide the database for storing, calculating and producing meaningful statistics. The development of a computer program to easily separate out domestic violence statistics from the bulk of criminal and civil cases will provide agency accountability and the ability to analyze problem sources. This data will assist in forecasting staffing needs for county agencies.
2. Once the program has been developed, it is recommended that the Department of Judicial Administration be responsible for data input and generating reports. The Department of Judicial Administration can provide the necessary coordinating link between the civil and criminal systems of District and Superior Courts.
3. It is recommended that agency representatives from the King County Women's Program, Criminal Justice System, and Civil Protection Order System meet on a quarterly basis to analyze these statistics and identify service needs, problems, successes and trends.

E. LEADERSHIP (PHASE TWO: IMPLEMENTATION): Total Cost 1989--\$85,000

Policy and recommendations without action are mere words. King County has provided the necessary leadership to assess the system and develop recommendations in this report, Phase One of the Comprehensive Plan. Phase Two is to actually implement these

recommendations. County leadership is also critical in this second phase, as there is currently no other appropriate entity able to provide this leadership.

The leadership needed in Phase Two is the King County Domestic Abuse Intervention Project (KCDAIP). The function of KCDAIP should be carried out by a Developer responsible for coordinating the implementation of the recommendations in this report. The Developer should collaborate with an Executive Advisory Board who will provide direction and expertise. The Developer is envisioned not as an ongoing position, but one created for the sole-purpose of moving from Phase One through Phase Two.

Recommendations for Leadership Component

1. The County should establish the King County Domestic Abuse Intervention Project (KCDAIP) to provide the leadership for Phase Two of the Comprehensive Plan: Implementation. The Components of KCDAIP include:

- a. Full-time Developer

The County should hire a full-time Developer to bring this report's recommendations to fruition. This needs to happen immediately. The Developer will be responsible for:

1. Coordinating the collaboration of funding sources (County, municipalities, United Way, and other private agencies) to ensure adequate, stable funding for existing and needed programs as recommended in this report;
2. Organizing and coordinating the distribution of King County's Policy Statement;
3. Planning a pilot community prevention and education program, a pilot citizen's advisory group in East King County, and outreach/education to health services professionals;
4. Organizing and coordinating a review of current training procedures for law, safety, and justice personnel; and establishing a multi-discipline committee to develop a mandatory, consistent training curriculum; and continuing education program;
5. Overseeing the development of a database for collecting and analyzing domestic violence statistics in the civil and criminal justice systems of District and Superior Courts.

Cost: \$42,000 (including benefits)

b. Full-time Criminal Justice System Coordinator

The complexity of the Criminal Justice System requires hiring a full-time Coordinator in order to develop an effective model of domestic violence case handling in King County District Courts. The Coordinator will work cooperatively with the Developer but have responsibility for:

1. Coordinating a pilot program in Federal Way. The pilot program will evaluate, develop, and recommend the policies, procedures, record-keeping, staffing and community resources needed to implement an effective case handling method for misdemeanor domestic violence cases.
2. Using the working model developed in Federal Way, the Coordinator will lay the groundwork for similar programs in all King County District Courts.

Cost: \$38,000 (including benefits)

c. Executive Advisory Board

A fifteen member advisory board should be appointed by the County Executive to provide expertise and direction to the Developer. The proposed county-funded Criminal Justice System Coordinator should be one of the members of this board. The remainder of the advisory board should be comprised of the following:

- Two members of the King County Coalition Against Domestic Violence (KCCADV). One to represent community-based victim services, and one to represent KCCADV's broader membership.
- King County Women's Program Coordinator
- Member of Domestic Violence Intervention Committee (batterers' treatment)
- King County Victim Assistance Unit Director
- King County Department of Public Safety Representative
- King County Prosecutor's Office Representative
- King County District Court Probation Representative
- King County Court Services Representative
- Seattle-King County Bar Association Domestic Violence Committee Representative
- King County District Court Administrators' Representative
- King County District Court Judges' Representative
- King County Family Law Commissioners

- King County Family Court Services Director

d. Computerized Database

Purchasing of a PC, in order to develop a database to track, monitor, and analyze domestic violence statistics in the Civil and Criminal Justice Systems of District and Superior Courts, is critical in order to evaluate the system and plan for future needs. No such centralized database currently exists.

Cost: \$5,000

F. **PHASES THREE AND FOUR**

KCDAIP will provide Phase Three, a follow-up report evaluating its success in implementing these recommendations. This report will address any ongoing needs and problems, and provide recommendations for Phase Four: the ongoing support of the coordinated response system.

CONCLUSION

In formulating a Comprehensive Plan for Domestic Violence in King County, Advisory Board Members were asked to exchange their individual pieces of the service puzzle for paint brushes with which to create a model picture of service delivery. The commonalty and differences of their individual visions have unfolded in the months since discussions began. It has become evident that in a responsible system of domestic violence service delivery, the paint must never be allowed to dry. A static view of domestic violence distorts reality. Domestic violence and the provision of preventive and intervening services are dynamic, and King County's response must lend itself to revision and expansion as more is learned. Experience is the most credible expert in this evaluation process, and as such, the voices of victims and service providers must always find an attentive ear from county government. This report is a first step which can and must only be the beginning of a comprehensive response to domestic violence in King County.

ATTACHMENT A
DOMESTIC VIOLENCE COMPREHENSIVE PLAN -- ADVISORY BOARD

M. Janice Michels
Superior Court Clerk
E609 King County Courthouse
Mail Stop 6C
Seattle, WA 98104
296-7851

Ralyn Baird
Director, Victim Assistance
Unit
E529 King County Courthouse
Mail Stop 5C
Seattle, WA 98104
296-9555

Sheila Hargesheimer
Office of Women's Rights
City of Seattle
710 Third Avenue, Suite 920
Seattle, WA 98104
684-0545

Elaine Ko
King County Women's Program
414 Smith Tower
Mail Stop 4ST
Seattle, WA 98104
296-5240

Gary Benton
Director, Family Services
Anger Management Institute
107 Cherry Street
Seattle, WA 98104
447-3883

Officer Doug Wright
Department of Public Safety
Federal Way Station
c/o W150 King County
Courthouse
Mail Stop 1C
Seattle, WA 98104
296-7522

Honorable Stephen Gaddis
King County Commissioner
King County Superior Court
W285 King County Courthouse
Mail Stop 2C
Seattle, WA 98104
296-9330

Evelyn Brom
Special Assault Unit
King County Prosecutor's
Office
W554 King County Courthouse
Mail Stop 5C
Seattle, WA 98104
296-9470

Ginny NiCarthy
Advocates for Abused &
Battered
Lesbians
626 36th Avenue
Seattle, WA 98122
325-4894

Marilyn Smith
Abused Deaf Women's Advocacy
Service
P.O. Box 15114
Seattle, WA 98115
522-3155 (TTY)

Ha Dao
Governor's Commission on Asian
Affairs
Criminal Division
1055 Dexter Horton Building
Seattle, WA 98104
684-7757

Shelly George
King County Court Services
E245 King County Courthouse
Mail Stop 2C
Seattle, WA 98104
296-4120

Marjorie Hellman
Sue Taninecz
Family Court Services
W365 King County Courthouse
Mail Stop 3C
Seattle, WA 98104
296-9400

Julia Baker
2800 15th Avenue South
Seattle, WA 98144
325-2224

Honorable Joan DuBuque
King County Commissioner
King County Superior Court
W278 King County Courthouse
Mail Stop
Seattle, WA 98104
296-9335

Lee Drechsel
Executive Director
Eastside Domestic Violence
P.O. Box 6398
Bellevue, WA 98008-0398
746-1940

Denise Reed
Evergreen Legal Services
401 Second Avenue South
Suite 401
Seattle, WA 98104
464-1422

Diane Evergreen
Executive Director
Domestic Abuse Women's Network
P.O. Box 1521
Kent, WA 98035
852-5529

Sue Noonan
King County Prosecutor's
Office
W554 King County Courthouse
Mail Stop 5C
Seattle, WA 98104
296-2200

Bill Cobb
Director, District Court
Probation Services
E310 King County Courthouse
Mail Stop 3C
Seattle, WA 98104
296-3897

Mary Pontarolo
New Beginnings Shelter
P.O. Box 75125
Northgate Station
Seattle, WA 98125-0125

Honorable Robert McBeth
Renton District Court
3407 NE Second Street
Renton, WA 98056
226-3511

Sharyn Shiu Thornton
Asian Family Violence Project
416 Maynard South
Seattle, WA 98104
461-3235

Dr. Roland Maiuro
Harborview Anger Management
Program
326 Ninth Avenue
Seattle, WA 98104
223-3411

Neri Kirker, Administrator
Southwest District Court
601 SW 149th Street
Seattle, WA 98166