

STATE OF HAWAII
STRATEGIC PLAN FOR THE
S.T.O.P. VIOLENCE AGAINST WOMEN
FORMULA GRANT
FY 2002

Department of the Attorney General
Crime Prevention and Justice Assistance Division

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1. STATE STRATEGIC PLAN

The Strategic Plan for the Violence Against Women Formula Grant FY 2001 was adopted by the VAWA State Planning Committee as the first of a three-year implementation plan, designed to provide increased accountability and offer a “road map” for statewide action for VAWA and other funding that address domestic and sexual violence issues. This current plan represents the second year of implementation and will cover the progress made over the past year.

A. *Planning Process*

The initial meeting for the planning process was convened on May 17-18, 2001 with the assistance of STOP TA Project facilitator Robin Hassler-Thompson and Judiciary Center for Alternative Dispute facilitator Clyde Namuo. The VAWA State Planning Committee’s agency participation included Offices of the Prosecuting Attorneys from Hawaii and Kauai Counties, the Honolulu and Hawaii County Police Departments, the Judiciary, and victim service agency directors from Catholic Charities, Domestic Violence Clearinghouse and Legal Hotline, Big Island Coalition Against Physical and Sexual Abuse, and the Sex Abuse Treatment Center. In addition, the U.S. Attorney’s Office, State Department of Human Services, State Department of Health, and the Hawaii Coalition Against Sex Assault participated as invited guests of the State Planning Committee. Using a strategic planning tool called SWOT (Strengths, Weaknesses, Opportunities and Threats), the committee conducted an internal analysis (strengths and weaknesses) and external assessment (opportunities and threats) of the organizations that work to end violence against women in Hawaii: Law Enforcement, Prosecution, Courts, State Departments of Health and Human Services, Domestic Violence and Sexual Assault Service Agencies.

Each of the agencies brought to this discussion the identified needs and priorities from their respective disciplines to address domestic violence and sexual assault reduction and organizational services to victims. Taking into consideration the SWOT assessment, the strategic planning committee members developed five strategic priority recommendations to address violence against women in Hawaii:

- (1) ***Multi-disciplinary Training and Staff Support Efforts***: Support and promote multi-disciplinary training, encourage coordination of multi-disciplinary efforts, and provide incentives for valuing and retaining staff.
- (2) ***Domestic Violence and Sexual Assault Awareness***: Elevate awareness of domestic violence and sexual assault issues to policy makers in order to promote support and commitment of resources, especially for core services to victims.
- (3) ***Domestic Violence and Children***: Examine how to offer and provide services to children who witness domestic violence, and increase both general and

targeted prevention and education efforts.

- (4) ***Outreach to Underserved:*** Increase and fund outreach programs that are culturally and linguistically appropriate and competent, to underserved communities.
- (5) ***Data System:*** Improve data system infrastructure, especially for access, safety, and dissemination.

The members of this strategic planning process forwarded their recommendations to the VAWA State Planning Committee for consideration and adoption. A listing of the criminal justice and victim service provider agencies participating in the strategic planning process is contained in Appendix A.

B. Priorities for the State Strategic Plan

The VAWA State Planning Committee (refer to Appendix B for membership listing) met on August 29, 2001 to review the recommendations, and agreed to adopt three of them as priorities for the STOP Formula Grant Implementation Plan. Three subcommittees, comprised of criminal justice and victim service provider agencies, met in September and October 2001 to develop the framework for implementation of each of the three priorities. On December 17, 2001, the State Planning Committee confirmed the continuation of the law enforcement, prosecution and victim services priorities (*see page 18*). In addition, it formally adopted the following three priorities as part of the State's long-range strategy for utilizing the VAWA STOP discretionary allocation to address domestic violence and sexual assault:

1. DATA SYSTEM: Improve data system infrastructure, especially for access, safety and dissemination

The VAWA State Planning Committee agreed to add an additional section to this priority on the Victim Information Management System (VIMS), separating it out of the rest of the subcommittee's recommendation, and focusing specific funding efforts toward this effort.

Objective/Benchmarks

1. To support the continuation of the Victim Information Management System (VIMS) as a victim-based information system that will assist non-governmental victim service providers in case management and development of client demographics for planning, resource allocation and reporting purposes.

Specific Activities related to this Objective will include:

- a. VIMS user agencies will respond to an RFP for the selection of a “lead agency” that will assist in the administrative oversight necessary to maintain the functioning and updating of the program (within first six months).
 - b. The Department of the Attorney General will continue to serve as the data repository and provide periodic topical reports based on the data submitted by the victim service agencies (Years One to Three).
 - c. Lead agency will conduct periodic user meetings and contract with data system provider to service maintenance needs and to implement any software modifications deemed necessary for system operations (Years One to Three).
2. ***OUTREACH TO UNDERSERVED: Increase outreach and services to underserved populations that are isolated by (1) culture and language, (2) disability, and (3) sexual orientation (listed by priority)***

Objectives/Benchmarks:

- 1. Increase outreach to victims isolated by culture/language, disability and sexual orientation, in an effective and appropriate manner.

Specific Activities related to this Objective will include:

- a. Meet with knowledgeable people in that underserved group. Determine the most effective outreach activities that will reach the targeted underserved victims. (Year One)
- b. Develop an outreach campaign targeted to the underserved populations. (Year One)
- c. Develop a training component (dv/sa) for community leaders. (Year One)
- d. Develop training for justice system, support agencies to address cultural sensitivity. (Year One)
- e. Define minimum level of services to ensure continuity of services for victims. (Years One and Two)
- f. Include victims in the planning process (Years One to Three)
- g. Implement outreach campaign targeted to underserved population (Year Two)
- h. Develop/implement “buy-in” and collaboration with criminal justice system partners (police, prosecutors, courts, etc.) (Years Two and Three)
- i. Develop/implement infrastructure/collaboration to sustain adequate level of services (include police, prosecutors, etc.) (Years Two and Three)
- j. Develop/implement strategy to ensure perpetuation of victim services. Provide a balanced system and level of services to extend beyond the

current services. As a contingency plan, train volunteers (pro bono) to maintain services in the event funding is decreased. (Year Three)

2. Increase accessibility to law enforcement, courts and service providers by victims who are isolated by culture/language, disability and sexual orientation.

Specific Activities related to this Objective will include:

- a. Develop *competent* interpreters. “Competent” in language, domestic violence and/or sexual assault issues, policy and procedures of the court system, personal bias etc. (Year One)
- b. Develop sensitivity training curriculum for law enforcement, courts, service providers. (Year One)
- c. Include victims in the planning process. (Years One to Three)
- d. Provide *competent* interpreters (as defined above) for all victims. (Year Two)
- e. Provide sensitivity training to law enforcement, courts and service providers. (Year Two)
- f. Provide reasonable accommodations to make services accessible to victims in need. (Years Two and Three)

3. ***MULTI-DISCIPLINARY TRAINING AND STAFF SUPPORT EFFORTS: Support and promote multi-disciplinary training, encourage coordination of multidisciplinary efforts, and provide incentives for valuing and retaining staff***

Objectives/Benchmarks:

1. To produce a multi-disciplinary training curriculum that corresponds to current needs based on results of data and “best practices”

Specific activities related to this Objective will include:

- a. Collect and compile multi-disciplinary research and practices on victim safety and offender accountability (within the first three months)
 - b. Identify responsible party for collection and analysis of data (“who is audience”, “what is purpose”) (within the first three months)
 - c. Issue preliminary recommendation report on standards within first six months
 - d. Develop agreement among agencies on training activities to be scheduled, upon completion of selected curriculum material (Year One)
 - e. Maintain and update information process (Years Two and Three)
2. To conduct a domestic violence/sexual assault multidisciplinary community audit that will result in a “Preparedness Plan” guideline to respond to and coordinate

the efforts to address the impact of critical incidents on domestic violence and sexual assault services in communities

Specific activities related to this Objective will include:

- a. Define/identify “critical incidents” (“acts of nature, national/international security, major shifts in political ideology) (within first three months)
- b. Identify the data elements for collection and analysis (within first three months)
- c. Identify the timeframe of data to be collected and establishing a comparable baseline
- d. Identify who will conduct audit (within first three months)
- e. Develop “Preparedness Plan” within each agency (within first nine months)
- f. Disseminate finding/recommendations/guidelines to other agencies and develop a “master plan” for the community, to be shared in various media forms (e.g., internet, CD) (Year one)

2. SCOPE OF PROBLEM

A. *Demographic Characteristics*

Hawaii ranks 42nd among the 50 States in population, with a total resident population of 1.211 million, according to the *US Census Bureau Census 2000 Ranking Table for States*. In FY 2001, Hawaii had an estimate population of 1.244 million, with females, eighteen and over, comprising approximately 38% (459,324) of the state's population. The ethnic distribution in the State, by self classification or by race of mother or father, includes 47.2% Asian, 33.4% Caucasian, 14.6% Pacific Islander, and 2.5% African American. Among the Asian population, Japanese comprised the largest group (22.5%), followed by Filipino (15.2%), and Chinese (6.2%). Hawaiian/part Hawaiian comprised 19.8% of the estimated State population. Between 1996-2000, average annual immigration for those reporting Hawaii as their intended permanent residence was 6,225 with 58.3% originating from the Philippines. While English is the primary language spoken in the home, approximately 26.6% of the population over five years old spoke another language, mainly Japanese (27%), a dialect of Filipino (22% Tagalog and 10% Ilocano), or Chinese (Cantonese 10%).

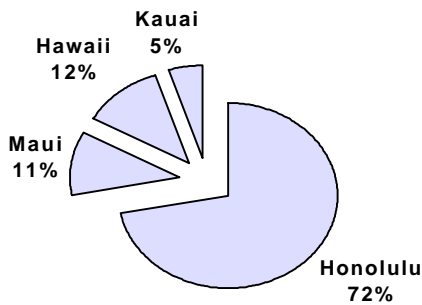


Figure 1: State Of Hawaii Population 2001

The State has four county units of government. In 2000, City and County of Honolulu had a population of 867,156 (72%); County of Hawaii, 148,677 (12%); County of Maui, which includes the islands of Maui, Lanai and Molokai, 128,241 (11%); and County of Kauai, 58,463 (5%) (see Figure 1). Per capita personal income for the State in 2000 was \$27,851, with the Neighbor Island counties averaging \$22,365. The County of Hawaii had the lowest at \$20,399. The State's median family income in 1998 was estimated at \$41,627, with Hawaii County having the lowest at \$34,411. It also has the highest percentage of persons in poverty at 15.1%, compared to the statewide

estimate of 10.5%. Statewide the poverty status in 1999 found 37.4% of female householders with related children under 5 years to be below the poverty level.

B. Domestic Violence

Domestic Violence is defined under HRS §586-1:

- (1) *Physical harm, bodily injury, assault, or the threat of imminent physical harm, bodily injury, or assault, extreme psychological abuse or malicious property damage between family or household members; or*
- (2) *Any act which would constitute an offense under section 709-906, or under part V or VI of chapter 707 committed against a minor family or household member by an adult family or household member.*

“Family and household members” are defined as spouses or reciprocal beneficiaries, former spouses or former reciprocal beneficiaries, persons who have a child in common, parents, children, persons related by consanguinity, persons jointly residing or formerly residing in the same dwelling unit, and persons who have or have had a dating relationship. Offenses for Abuse of Family and Household Members (AFHM) are found under HRS §709-906:

“It shall be unlawful for any person, singly or in concert, to physically abuse a family or household member, or to refuse compliance with the lawful order of a police officer under subsection (4). The police, in investigating any complaint of abuse of a family or household member may, upon request, transport the abused person to a hospital or safe shelter.”

Table 1

REPORTS FOR ABUSE OF FAMILY AND HOUSEHOLD MEMBER* - HRS 709-906							
LOCATION	1995	1996	1997	1998	1999	2000	2001
City and County of Honolulu	4,665	5,966	4,873	4,107	3,211	3,586	3,508
County of Maui	3,147	3,004	3,258	3,431	3,447	4,116	4,786
County of Hawaii	985	1,116	1,091	1,105	1,028	1,256	1,196
County of Kauai	368	261	245	321	327	484 ¹	520
Total	9,165	10,347	9,467	8,964	8,013	9,442	10,010

Source: County Police Departments

*includes juveniles

Domestic violence incidents could also be classified under a multitude of other related offenses, ranging from felony arrest for assault to a misdemeanor arrest for harassment, or a property offense (e.g., criminal property damage). Unfortunately these reports and arrests that involve domestic or family violence, particularly the felony level

¹ Missing July-September 2000

offenses, are not readily identified as such and therefore not included in the domestic violence statistics on Table 1. Non-reporting of incidents as domestic violence to law enforcement is due to a variety of reasons, such as fear of revictimization, cultural inhibitions, and frustration with the criminal justice response. Table 1 shows a 25% increase in the number of reports filed by police between 1999 and 2001 under the AFHM statute, with Kauai County showing the largest at a 59% increase. Maui Police Department continues to show an inordinately higher rate of reporting due to the fact that this is the only police department currently compiling reports for AFHM that include all verbal abuse incidents, which account for 75% of its reports. They also logged the greatest increase in the number of reports between 1999 and 2001 (133).

Table 2

ARRESTS FOR ABUSE OF FAMILY AND HOUSEHOLD MEMBER - HRS 709-906							
Location	1995	1996	1997	1998	1999	2000	2001
City and County of Honolulu	2,750	2,735	3,007	2,569	2,365	2,333	2,276
County of Maui	640	614	644	624	610	654	704
County of Hawaii	565	485	544	564	600	666	691
County of Kauai	166	124	135	217	184	177	274
Total	4,121	3,958	4,330	3,974	3,759	3,830	3,945

Source: County Police Departments(1995); HCJDC (1996-2001)

The four county police departments have mandatory arrest policies for the Abuse of Household Member statute, which is a misdemeanor offense. The standard for the mandatory arrest for abuse of household members is “visible injury or complaint of pain”. Table 2 shows arrests under the Abuse of Household Members statute increased by 5% statewide from 1999 to 2001, after a two-year decline in arrest in 1998 and 1999. The County of Kauai had the largest increase in arrests during this period (49%), with Maui following at a 15% increase in arrests. Only Honolulu County showed a slight decrease (4%) between 1999 and 2001 arrests.

Table 3

PERCENTAGE OF ARREST FOR REPORTED INCIDENTS OF AFHM							
Location	1995	1996	1997	1998	1999	2000	2001
City and County of Honolulu	58.9	45.8	61.7	62.5	73.7	65.1	64.9
County of Maui	20.3	20.4	19.8	18.2	17.7	15.9	14.7
County of Hawaii	57.4	43.5	49.9	51.0	58.7	53.0	57.8
County of Kauai	45.1	47.5	55.1	67.6	56.3	36.6	52.7

A comparison of the percentage of arrests to the number of reported incidents (Table 3 above) shows a wide variance over the different years, with the exception of Maui County. The Maui Police Department’s domestic violence program that has included crisis counseling for victims, reporting of verbal abuse cases and close case tracking over the past five years appears to have resulted in the steady decline of arrests for domestic violence cases.

The reporting and arrest trends for domestic abuse appear proportional to the population distribution, with the exception of a slightly lower proportion of reports in the City and County of Honolulu (46%), as illustrated in figure 2 below. The proportion of reports for Maui County (with 11% of the State population) includes all verbal abuse incidents as mentioned above, but would total 11% if limited to physical abuse incidents only. This figure would put it within the range of reporting with the other Neighbor Island counties.

Average Distribution of Reports and Arrests for Abuse - FY 1995-2001

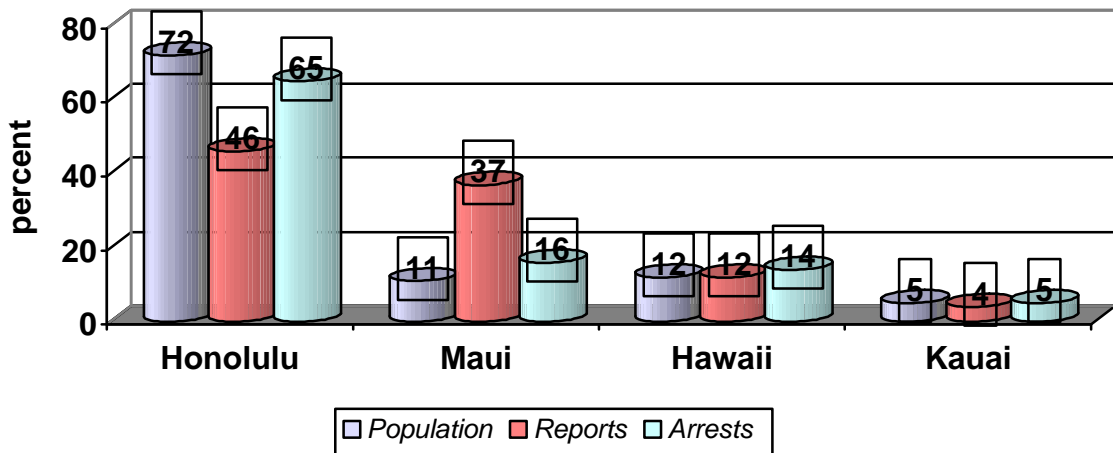


Figure 2: Average Distribution of Reports/Arrests (Percent)

The Family Court in each of the four Circuit Courts issues temporary restraining orders (TRO) and protection orders (PO) in domestic violence cases involving family or household members. The District Courts issue injunctions for non-related partners in domestic violence cases which do not qualify under the Domestic Abuse statute; in the First Circuit, there are also a number of domestic violence cases involving family or household members, that are sent to District Court for adjudication. For those cases heard in the Family Courts, filings have increased steadily by 32% over the past two fiscal years (Table 4).

Table 4

FAMILY COURT CHAPTER 586 PROTECTION ORDER FILING BY STATE FISCAL YEAR*							
Family Court (County)	FY '95	FY '96	FY '97	FY '98	FY '99	FY '00	FY '01
First Circuit (Honolulu)	1,658	1,326	1,590	2,016	1,835	2,093	2,274
Second Circuit (Maui)	390	392	369	398	407	525	659
Third Circuit (Hawaii)	785	730	801	759	690	833	915
Fifth Circuit (Kauai)	95	105	135	102	123	119	179
Total	2,928	2,553	2,859	3,275	3,055	3,570	4,027

Source: Judiciary Annual Reports for FY 1995 - 2001
30)

*Fiscal Year (July 1 to June 30)

Arrest for violations of TROs presents a measurement that complements information related to filing for protection against domestic abuse. The data from the Hawaii Criminal Justice Data Center (HCJDC) reflect calendar years 1996 to 2001 in Table 5. Coding of violations by the police departments may prevent capture of all domestic violence-related arrests, as mentioned earlier. Other than a slight dip in 1999, all counties demonstrated a steady increase in the number of arrests for TRO violations, with a dramatic statewide increase of over 87% between 1999 and 2001.

Table 5

FAMILY COURT TEMPORARY RESTRAINING ORDER (TRO) ARRESTS						
County	1996	1997	1998	1999	2002	2001
Honolulu	716	941	911	825	1075	1305
Maui	228	239	241	216	445	543
Hawaii	224	212	228	174	320	415
Kauai	37	42	90	46	34	105
Statewide	1,205	1,434	1,470	1,261	1,874	2,368

Source: Hawaii Criminal Justice Data Center

Prosecution of domestic violence misdemeanor cases (HRS §709-906) has been difficult to assess for a number of problems. Different case tracking systems and classification of cases by the four county prosecution offices make comparison difficult. All of the offices provide for vertical prosecution of domestic violence cases, although the structure of the domestic prosecution unit varies on each county. Deputy prosecutors also handle felony offenses that have a domestic violence connection; TRO and protection order violations are not necessarily a part of their caseloads. The case numbers for each year do not total to equal the different disposition categories because of carryover cases between the years, and the other types of dispositions that may occur. Refer to Table 6 below.

Table 6

DOMESTIC VIOLENCE MISDEMEANOR PROSECUTION UNDER HRS §709-906					
County	1997	1998	1999	2000	2001
Honolulu					
- Cases Received	1,488	1170	1,282	1,478	1,459
- Declined Prosecution	31	31	15	26	16
- Plea Guilty as Charged/Lesser Degree/No	1,291	1,022	1,141	1,190	1,171
- Found Guilty as Charged	70	47	34	27	10
- Acquitted	95	71	89	69	61
- Dismissed With/Without Prejudice			3	166	201
Hawaii					
- Cases Received	1,531	1,614	1,457	1,219	1,181
- Declined Prosecution	272	281	257	325	316
- Plea Guilty as Charged/Lesser Degree/No	182	174	115	363	427
- Found Guilty	515	481	485	13	18
- Acquitted	19	28	19	18	21
- Dismissed With/Without Prejudice	107	227	196	17	7
Maui					
- Cases Received	716	703	*	718	789
- Declined Prosecution	101	94	*	116	101
- Plea Guilty as Charged/Lesser Degree/No	195	188	*	178	178
- Found Guilty	68	63	*	31	40
- Acquitted	17	77	*	54	62
- Dismissed With/Without Prejudice	146	113	*	161	262
Kauai					
- Cases Received	279	276	289	393	358
- Declined Prosecution	91	135	120	159	167
- Plea Guilty as Charged/Lesser Degree/No	137	104	135	65	59
- Found Guilty	8	11	4	5	6
- Acquitted	7	6	9	17	17
- Dismissed With/Without Prejudice	33	15	10	19	23

Source: County Prosecution Offices

*Data unavailable for this period.

In a DAG report titled, *Murder in Hawaii 1992-1997*, (June 1998), there were 280 reported murders in the state during this six year period, of which 68 were “domestic violence-related.” Under the definition applied to this phrase, the report includes as

“domestic violence-related murders” those which resulted from either child abuse or domestic arguments. To more objectively compare statistics over time and/or between jurisdictions, the Crime Prevention and Justice Assistance Division has calculated the rate of domestic violence murders. The number and rate of domestic violence-related murders in 1998 and 1999 have been reduced by half from the 1995 figures (refer to Table 7). Firearms were used in half of all domestic violence murders, and deaths of a comparatively large proportion (43%) of female murder victims are attributed to domestic altercations.

Table 7

DOMESTIC VIOLENCE-RELATED MURDERS							
Year	1995	1996	1997	1998	1999	2000	2001
No. of DV-related murders	16	8	8	6	7	10	8
DV-related proportion of total murders (per cent)	28.6	20.0	17.0	25.0	15.9	28.6	25.0
DV-related murder rate, per 100,000 residents	1.4	0.7	0.7	0.5	0.6	0.8	0.7

Source: Department of the Attorney General (CPJA)

Table 8 provides the number of victim contacts with agency service providers as a result of abuse. There are nine shelter facilities statewide (3 on Oahu, two on the island of Hawaii, one each on the islands of Molokai, Kauai and Maui), and one for military victims/dependants only. In its FY 1998 Annual Report for the Family Violence Prevention and Services (FVPS) Grant, the Department of Human services noted that “it is not uncommon for a woman to use a shelter six to eight times before leaving the violent setting for good (if she ever does.” The shelter reporting periods for FY 1995 and 1996 are federal fiscal years (October to September), and the FY 1997 through FY 1999 are reported under the State fiscal period (July to June). In FY 1999 there was a decline in the types of services available at shelters, with a decrease of 10% of adults served in shelters, a 9% decrease in number of bed days for adults and families in shelter, and a 4% decrease in the number of “hotline” and information and referral calls to shelters. The statistical data for shelter services over the five year period (FY 1995-1999) do not show any specific upward or downward trend, but rather a minor variance each year.

Table 8

STATEWIDE SHELTER SERVICES FOR DOMESTIC VIOLENCE VICTIMS							
Type of Service	Number of Clients/Service Calls						
	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001
Adults served (unduplicated)	1,033	976	1,028	947	848	957	1,098
Hotline and Information/Referral Calls	7,404	8,072	10,066	11,392	10,928	9,205	10,118
Number of Bed Days (Adults/Families)	31,395	28,445	29,639	32,898	30,099	37,575	36,013

Source: FVPS Grant: Annual Reports for 1995 to 2001, DHS Social Services Division

Table 9 shows the array of services currently provided by non-governmental service provider services, over and above shelter services. Over a dozen statewide victim services agencies were surveyed on the number and types of non-shelter services provided to domestic violence victims, and these included hotline and information/referral calls, legal advocacy, support groups, batterers' intervention treatment, and outreach/education.

Table 9

DIRECT SERVICE CONTACTS WITH DOMESTIC VIOLENCE VICTIMS- CY 1999-2001			
Type of Service [Number of Clients/Service Calls(Duplicated)]	1999	2000	2001
Hotline Calls (Crisis Counseling)	13,823	10,470	11,747
Information/Referral Calls	19,456	18,587	16,200
Legal Advocacy (TROs, Divorce, etc.)	1,440	1,489	1,667
Support Groups (including shelter clients)	6,702	1,757	1,629
Outreach/Education Community Presentations, Training)	3,608	329	264
Other Services: Visitation Services, Court Accompaniment, Parent Skills, etc.	1,900	4,313	5,011
Batterers' Intervention (clients entering program)	3,537	2,705	2,517

Source: PACT/Puu Ho'nua, Women Helping Women, YWCA of Kauai/ATV, Hale ho'omalu, DVCLH, CFS (DOV, Hale 'Ohana Shelter), Turning Point for Families/ATV, Hawaii Counseling and Education Center, Catholic Charities.

C. *Sexual Assault (SA)*

Sexual Assault is defined in HRS §707-730 as occurring when:

“The person knowingly subjects another person to an act of sexual penetration or sexual contact by strong compulsion.”

According to the U.S. Bureau of Justice Statistics (BJS) report in 1993, just one-third of all sexual assaults are reported to the police nationally, and only 5% of those which are reported result in an alleged offender being arrested, charged, tried, convicted, sentenced and incarcerated. In the *Crime and Justice in Hawaii: 1998 Household Survey Report* from the Department of the Attorney General, only one-fifth (20%) of rape victims reported the offense of rape or attempted rape to the police. In the DAG’s Crime Trend Series: *Felony Sexual Assault Arrests in Hawaii* (January 1997), over half of the adult victims were 18 to 29 years old, and over half were victimized by an acquaintance or boyfriend. In the same report, the profile of those arrested for sexual assault showed a median age of 33, with 70% between the ages of 18 and 39, and unskilled laborer (31%) or unemployed (27%) status.

This information was reinforced by a July 2000 study *Reporting Sexual Assault to the Police in Hawaii*, released by the University of Hawaii and Department of the Attorney General. In a collaborative effort with the Sex Abuse Treatment Center (SATC), the study examined a sample of 709 female victims of non-incestuous assaults, who were 14 years or older and treated at the SATC within one year of the assault. Of the victims who went to SATC, 71% reported the sexual assault to the police. The number of women who are sexually assaulted in Hawaii, and do not contact the police or the SATC is not known. The results of the study indicate that variables relating to the victim herself (ethnic background, certain resistance strategies, and self-blame), with the exception of threats by the assailant, are more predictive of police reporting. Victims who were threatened, or felt little or no self-blame for the assault were more apt to report the assault to the police. Another finding, although somewhat indirect, suggests that the high proportion of assaults involving sexual penetration, coupled with the SATC referrals by the police, may indicate that victims are less likely to report to police when penetration did not occur.

This same study provided the following victim characteristics: the largest age category for the sample was 20-29 years of age (44.3%), followed by those 14-19 years (30.3%). The majority of the sample, 62.1%, was in the never married category; 15.7% were divorced; and 14.1% were married. The largest ethnic group was Caucasian (40.6%), followed by Hawaiian and part-Hawaiian (20.7%). Contrary to the view that sexual assault usually involves a stranger assailant, the data clearly indicate that more victims (69.6%) are assaulted by known assailants. These known assailants included acquaintances (31.1%), men who were their dates, boyfriends, husbands or partners (15.2%), friends (7.3%), and others, such as clients, neighbors, co-workers, and family friends (16%).

Reported incidents of forcible rape in Hawaii, which is defined according to the Uniform Crime Reporting program as the carnal knowledge of a female forcibly and against her will, increased by 16% statewide between 1998 and 2001. Most noticeably the County of Hawaii has a 51% increase from 1998 to 2001. Honolulu saw a 21% increase in the same 1998 to 2001 period, despite a slight decrease in 1999 and 2000. Assaults or attempts to commit rape by force or threat of force are also included. Statutory rape without force, any sexual assault against males, and other sex offenses are not included in this category. The numbers include female victims under 18 years of age, although the majority of victims are adults. See Table 10 below for these statistical data.

Table 10

REPORTED INCIDENTS OF FORCIBLE RAPE OF FEMALES UNDER UCR							
Location	1995	1996	1997	1998	1999	2000	2001
City and County of Honolulu	217	222	257	242	235	240	293
County of Maui	48	39	49	47	33	30	33
County of Hawaii	49	45	46	45	62	53	68
County of Kauai	22	20	19	18	24	23	15
Total	336	326	371	352	354	346	409

Source: Crime in Hawaii, 2001

Table 11 provides the number of rape arrests by county. Police arrest reports include only those cases where a charge has been made following the conclusion of all investigations, and include both adult and juvenile offenders. There was a statewide increase of 11% in the number of arrests for forcible rape between 1998 and 2001. The dramatic decrease in arrests for the Honolulu Police Department in 1999 and 2000 cannot be readily explained, as no major investigative campaign or change in statistical classification were noted by HPD. With the exception of these two years, the numbers have steadily increased in the City and County of Honolulu. According to the Kauai Police Department, the jump in Kauai County arrests in 1999 could be credited to increased identification of the perpetrators by the victims, and to the specialized deputy prosecuting attorney heading the sex assault crimes effort in grand jury indictments.

Table 11

ARREST FOR FORCIBLE RAPE OF FEMALES UNDER UCR							
Location	1995	1996	1997	1998	1999	2000	2001
City and County of Honolulu	67	80	86	97	61	49	104
County of Maui	15	22	15	17	11	12	13
County of Hawaii	14	24	18	16	18	21	19
County of Kauai	9	4	5	1	12	14	10
Total	105	130	124	131	102	96	146

Source: Crime in Hawaii, 2001

Sex assault services, which include crisis intervention, counseling, medical services, and legal advocacy, are provided by four programs throughout the state: one each on the islands of Oahu, Hawaii, Maui, and Kauai, and services. Table 12 illustrates the direct service contacts for adult female sex assault victims statewide; however, it should be noted that the numbers are a reflection of individuals who are *accessing the services*, and where there is the *availability of services* for sexual assault victims. Over the past several years, a declining State economy has resulted in cuts to crisis and treatment funding services to sexual assault services agencies. The loss of funds have required providers to seek other sources of funding, including VAWA grants, to maintain basic services to victims. The situation has been coupled with a difficulty faced by the service agencies in recruiting and retaining therapists, who receive much higher compensation through insurance or third-party reimbursement.

Table 12

STATEWIDE SERVICES FOR ADULT FEMALE SEXUAL ASSAULT VICTIMS				
Type of Service	FY 1998	FY 1999	FY 2000	FY 2001
Crisis Phone Intakes (all calls)	2,760	2,245	2,153	2,446
Crisis Stabilization/Crisis Counseling	577	509	556	445
Clinical/Legal Advocacy (new/pending cases)	1,472	807	731	727

Source: Kapiolani Medical Center for Women and Children

D. Stalking

Stalking is defined as Harassment by Stalking in HRS § 711-1106.5 when a individual: *“with intent to harass, annoy, or alarm another person, or in reckless disregard of the risk thereof, that person pursues or conducts surveillance upon the other person: (a) without legitimate purpose; and (b) under circumstances which would cause the other person to reasonably believe that the actor intends to cause bodily injury to the other person or another, damage to the property of the other person or another.”*

The statute’s applicability is somewhat limited since it only covers pursuit or surveillance upon the victim. A bill is being submitted in the next Legislative session to amend this section to include “non-consensual contact” upon another person. This will mean any contact that occurs without that person’s consent or in disregard of an expressed desire that such contact be avoided or discontinued visually, orally, or through technological means.

National studies indicate that one in every 20 women is stalked, with over 1 million women victimized annually. Additionally one out of every 12 women (8.2 million) and one out of every 45 men ((2 million) have been stalked at some time during their lives. However our state statistics record few if any arrests under our stalking statutes. Many of the potential stalking cases in Hawaii are addressed under simple harassment charges or as violations of protection or restraining orders.

One of the issues in arrest and prosecution of stalking cases is that many of the common stalking behaviors may not appear to be criminal in nature if examined individually, but constitute stalking when viewed in a broader context as a pattern or course of conduct. Recognition of stalking incidents requires training and collaboration of criminal justice and victim advocate providers in assessing the victim's reports and concerns regarding behaviors of a possible stalker. Actions being taken to improve stalking arrests and services to victims are addressed in the following section.

3. FIRST YEAR IMPLEMENTATION EFFORTS

A. *Distribution of Funds*

Effective FY 2001, the required allocations for the STOP Grant were revised to 25% each for law enforcement and prosecution, 30% to non-profit, non-governmental victim service providers, 5% to the State Judiciary, and 15% discretionary. In its December 17, 2001 meeting, the VAWA State Planning Committee adopted three new priority areas outlined above, using the funding under the 15% discretionary allocation for implementation of one or more of the FY 2001 Priorities. The Committee also set a multi-year funding plan that would allow for continued project funding based on satisfactory performance and availability of grant funds. Distribution for the discretionary allocation was to be based on an RFP or competitive concept paper process.

The required allocations for each sector (law enforcement, prosecution, non-governmental victim service providers, and judiciary) continued the efforts of previous years and funded programs and projects identified as priorities in the FY 2000 VAWA Strategic Plan. These priorities were:

Victim Services:

- Core Services for Adult Female Victims of Domestic Violence and Sexual Assault, which include but not limited to:
 - ' Advocacy
 - ' Case Management
 - ' Counseling
 - ' Crisis Response
 - ' Increased accessibility by special populations including disabled, immigrant, and victims with substance abuse or mental health issues
 - ' Legal Assistance
 - ' Shelter
 - ' Transitional services

Law Enforcement:

- Training
- Specialized Equipment to Assist in Investigations

Prosecutor:

- Vertical Prosecution
- Training

In its FY 2003 planning meetings, the VAWA State Planning Committee will review the efforts undertaken in the first year of this Three Year Plan to determine any modification in the State's priorities and funding allocation of the STOP grant funds.

The fourteen subgrantee awards under the STOP FY 2001 and the priority area(s) each addressed are as follows:

STOP Subgrant Awards – FY 2001

Project	Agency	Federal Amount	Priority Area(s)
Sexual Assault Violence Empowerment	YWCA of Hawaii Island (Hawaii)	\$77,227	Advocacy, Case Management, Crisis Response
Domestic Violence Response Team	Women Helping Women (Maui)	\$75,397	Advocacy, Case Management, Crisis Response
Domestic Abuse Shelter Services for Mothers and Children	Child and Family Services (Honolulu)	\$125,878	Counseling, Shelter
Pulama Na Wahine Ola Hou	Salvation Army Family Treatment Services	\$91,400	Advocacy, Outreach to Underserved
Statewide Medical-Legal Collaborative Project	Honolulu Prosecutor's Office (Statewide)	\$35,000	Multi-Disciplinary Training and Staff Support Efforts
Victim Services Coordinator	Hawaii County Police Department	\$34,000	Case Management
Domestic Violence/ Stalking Training	Kauai Police Department	\$11,000	Training
Pu'uhonua	Honolulu Police Department	\$127,600	Crisis Response, Case Management, Outreach to Underserved
SAFE	Hawaii County Police Department	\$51,500	Case Management, Multi-Disciplinary Training and Staff Support Efforts
Misdemeanor Domestic Violence	Honolulu Prosecutor's Office	\$88,800	Vertical Prosecution
Domestic Violence Investigations	Maui Prosecutor's Office	\$46,400	Vertical Prosecution
Domestic Violence Prosecution	Hawaii County Prosecutor's Office	\$47,700	Vertical Prosecution
Domestic Violence Prosecution	Kauai Prosecutor's Office	\$44,300	Vertical Prosecution
Establishing Fatality Reviews	Judiciary (Statewide)	\$42,300	Multi-Disciplinary Training and Staff Support Efforts

The FY 2001 projects have built upon the previous STOP project efforts, particularly in the vertical prosecution of domestic violence cases, and the victim advocacy for domestic violence and sexual assault victims. Projects are equitably distributed among all four counties, in addition to the two separate statewide projects that address sexual assault and domestic violence concerns.

Stalking investigation training has been addressed in one current project (with Kauai Police Department), but has also been a part of the FY 2000 Subgrant to the Judiciary under its Victims and Children Exposed to Violence Project. This project included a multidisciplinary training for criminal justice and victim service providers on responding to victims, in addition to investigation of stalking cases. Extensive training and the development of a statewide protocol for law enforcement, victim advocates and the Judiciary is being completed under a FY 2002 Grants to Encourage Arrest Policies Grant to the Department of the Attorney General.

B. Addressing the FY 2001 Priorities

Data System: Improve data system infrastructure, especially for access, safety, and dissemination.

Funding in the current plan does not include improving data system infrastructure, an area that has been consistently supported in the past years, and was identified as new priority for the discretionary funding for FY 2001. The Victim Information Management System (VIMS) project had been managed for the past four years by the Department of the Attorney General, on behalf of the twenty domestic violence and sexual assault victim services agencies at their request. The intent was to have one of the non-profit agencies eventually manage the collection of aggregate data from participating providers, and the Department of the Attorney General would analyze the data for evaluation and planning purposes. Numerous attempts to equip and train the victim service agencies with a specialized software program failed to produce adequate participation and data input. Agencies cited reasons that included inadequate staffing, difficulty interfacing with existing data systems, and inability to commit long-term resources (of time and maintenance) for continued participation. In March 2002, the VIMS Project was terminated with the concurrence of the service providers, and the balance of FY 2000 funding reallocated for victim services. The VAWA State Planning Committee had earlier been prepared to allocate a portion of the FY 2001 discretionary funds for maintenance of the Victim Information Management System (VIMS) upon completion of the FY 2000 award. It will need to review implementation of this priority in light of the closure of the VIMS project.

Outreach to Underserved: Increase and fund outreach to underserved communities that are culturally and linguistically appropriate and competent.

The Salvation Army Family Treatment Services was awarded a grant in December 2002 for the *Pulama Na Wahine Ola Hou* Project to develop outreach and

advocacy services for female victims of domestic violence living on the north shores of Oahu. The project will utilize outreach staff indigenous to the community to serve as translators and victim advocates. A community-based steering committee will be developed to guide all aspects of the work including the ongoing training of volunteers and university interns to increase their understanding of domestic violence and their ability to interact effectively with victims and legal/social services personnel. A unique feature of this project is assistance to women for whom addiction to alcohol and/or other substances is an additional barrier to utilization of victim services.

Multi-disciplinary Training and Staff Support Efforts: Support and promote multi-disciplinary training, encourage coordination of multi-disciplinary efforts, and provide incentives for valuing and retaining staff.

The Department of the Prosecuting Attorney, City and County of Honolulu, in cooperation with the Sex Abuse Treatment Center, was awarded a grant in December 2002 for the Statewide Medical-Legal Collaborative Project to heighten consistency in the investigation of sexual assault cases and increase the overall quality and quantity of forensic evidence through improved and uniform specimen collection and preservation techniques. The project will continue to implement the formal plan for ongoing statewide collaboration to maintain the integrity of the evidence collection kit and medical-legal protocols that have been established. It will identify the needs and challenges of all counties in the provision of acute forensic examination to sexual assault victims and in protocol implementation. Representatives from law enforcement, medical, social service and legal communities will meet regularly to develop strategies to remain dynamic and responsive to the ever-changing forensic environment.

The Judiciary allocated its FY 2001 funding for an “Establishing Fatality Reviews in Hawaii” Project to introduce and educate the criminal and civil justice systems, private service providers, medical personnel and community members about the domestic violence death review process. The reviews are designed to obtain information that will lead to the prevention and reduction of future homicides, as opposed to fault-finding between organizations. Participants will seek any history of involvement with the criminal systems and private service providers, if services were accessible to the family, and identification of risk factors.

4. EVALUATION OF PROGRAMS

The Department of the Attorney General's Crime Prevention and Justice Assistance Division (CPJAD) will utilize its current procedures to monitor and assess federally funded projects.

A. *Project Goals and Objectives*

When an application is submitted to the CPJAD, the staff works with the agency in developing acceptable (meaningful and measurable) goals and objectives for the project, prior to project implementation. Performance indicators are defined in the application. In some cases, the agency and the staff will develop or review the goals and objectives prior to the formal submission of a project application. An application will not be processed unless staff is satisfied that the goals, objectives, performance indicators, and evaluation plan are adequate. Methods for the data collection and a description of the information collection of target populations are also to be included as part of the evaluation plan.

B. *Project Monitoring*

The monitoring activities are part of the ongoing process evaluation of projects. During the life of the project several products are produced to assess the implementation of the project (process evaluation).

1. Each project has a file assigned with an individual project number and sectioned off for programmatic and fiscal information documentation.
2. Site visit monitoring is done at least twice a year for each project. The first is usually done within a month after execution of the project contract, and the second after the first six months of project implementation. A copy of this report is shared with the subgrantee for follow-up action as needed.
3. Non-site monitoring reports are completed for inclusion in the project file. Non-site monitoring includes meetings with project staff, telephone contacts, and review of written, required project reports submitted by agencies.
4. Agencies are required to submit a written progress report every six months to CPJAD that detail activities and accomplishments toward project goals and objectives. Report form contains a section for the discussion of any problems in implementation and steps taken for resolution.
5. Technical assistance to project personnel is done as requested, or as deemed necessary by staff's monitoring. Subgrantees are invited to participate in local training and workshop events as appropriate to project activities.

C. *Evaluation at the end of the project*

At the termination of the project, a written evaluation (agency self-evaluation if they do not have a separate evaluator) is submitted to CPJAD within 60 days. CPJAD will also consider contracting with a consultant to evaluate selected projects for impact evaluation. Prior to termination, there may be discussion regarding agency efforts to sustain project's efforts beyond the grant funding, if appropriate.

APPENDIX A:
VAWA Strategic Planning Participants
May 17-18, 2001 Meeting

FY 2001 VAWA Strategic Planning Meeting: May 17-18, 2001

Participant List

VAWA State Planning Committee:

Richard Bissen	Prosecuting Attorney, County of Maui
Sister Earnest Chung	Social Policy Director, Catholic Charities
Elliot Enoki	Interim U.S. Attorney (ex-officio member)
Nanci Kriedman	Executive Director, Domestic Violence Clearinghouse and Legal Hotline
Phoebe Lambeth	Big Island Coalition Against Physical and Sexual Abuse
Lt. John Matassa and Det. Bert Dement	Chief of Police, City and County of Honolulu (Representatives for)
Adriana Ramelli	Executive Director, Sex Abuse Treatment Center
Michael Soong	Prosecuting Attorney, County of Kauai
Michael Wilson	Judge, Family Court of the First Circuit
Larry Weber	Police Chief, County of Hawaii (Representative for)

Agency Guests:

Maureen Kiehm	Family Court of the First Judicial Circuit
Jeanne Reinhart	Department of Human Services - Child Welfare Services
Marlene Lee	Department of Health - Child Health Services Section
Annelle Amaral	Coalition for the Prevention of Sex Assault
Phyllis Shinno	Victim-Witness Coordinator, Hawaii County Prosecutor's Office

AG/CPJA Staff:

Lari Koga	Administrator, CPJA Division
Debbie Kato	
Adrian Kwock	
Nancy Ralston	
Tony Wong	

Meeting Facilitators:

Robin Hassler-Thompson	VAWA STOP TA Project
Clyde Namuo	Judiciary Center for Alternative Dispute

APPENDIX A

APPENDIX B
VAWA STATE PLANNING COMMITTEE
FY 2001-2002

VAWA State Planning Committee – FY 2001 to FY 2002

The Honorable Earl I. Anzai (Chair)
Attorney General
State of Hawaii

The Honorable Richard Bissen
Prosecuting Attorney
County of Maui

Ms. Carol Lee
Executive Director
Hawaii State Coalition Against
Domestic Violence

The Honorable James S. Correa
Chief of Police
County of Hawaii

Ms. Adriana Ramelli
Executive Director
Sex Abuse Treatment Center

Sister Earnest Ching
Social Policy Director
Catholic Charities

The Honorable Michael Soong
Prosecuting Attorney
County of Kauai

The Honorable Lee Donohue
Chief of Police
City and County of Honolulu, HI 96813

Ms. Leslie Wilkins
Chair
Hawaii State Commission on the Status
of Women

Ms. Nanci Kreidman
Executive Director
Domestic Violence Clearinghouse and
Legal Hotline

The Honorable Michael Wilson
Judge
Family Court of the First Circuit
The Judiciary

Ms. Phoebe Lambeth, R.N., B.S.N.
Chair
Big Island Coalition Against Physical
and Sexual Abuse

The Honorable Elliott Enoki (*ex-officio*)
Assistant United States Attorney

APPENDIX B