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Purpose: "The Blueprint for Safety (Blueprint) is a coordinated justice system response to domestic violence crimes that positions this complex system to respond more quickly and effectively and its capacity to stop violence, reduce harm, and save lives. While the Blueprint is applicable to the broad range of domestic violence crimes, its primary focus is on the criminal legal system's response to battering in intimate partner relationships.

The Blueprint is a distinct blend of approach, document, and process that together fully articulate the idea of a coordinated community response. As an approach, the Blueprint is a shared way of thinking about battering and domestic violence. It gets everyone on the same page under a common understanding of the intimidation and violence that characterize battering and how to intervene most successfully. The Blueprint is also a process for shared problem identification and problem solving based on regular monitoring and adjustments to practice. As a document, the Blueprint is a set of written policies, protocols, and training memos drawn from templates that are based on research and best-known practice. While each agency writes its own policy and protocols, the Blueprint framework and templates connect agencies in a unified, collective policy." Praxis International

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Barriers: This was published in 2015.

Promising
Approaches: Coordinated Community Response
Duluth Model
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A GUIDE TO BECOMING A BLUEPRINT COMMUNITY

An Interagency Response to Battering and
Domestic Violence Crimes

October 2015

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For more information about the Office on Violence Against Women/Praxis International *Blueprint for Safety* and to access training, assistance, and materials, go to:

Praxis International

www.praxisinternational.org

For more information about the Saint Paul *Blueprint for Safety*, go to:

Saint Paul & Ramsey County Domestic Abuse Intervention Project

www.stpaulBlueprintspip.org

The **blueprint** *for* **safety**

ARCHBISHOP DESMOND TUTU TELLS US THAT JUSTICE DEMANDS THREE THINGS: THAT THE TRUTH BE TOLD, THAT TO WHATEVER EXTENT POSSIBLE THE HARM BE REPAIRED, AND THAT THE CONDITIONS THAT GAVE RISE TO THE INJUSTICE BE FOREVER ALTERED.

ACKNOWLEDGMENTS

There is a common saying about the great time and distance it takes for a cargo ship to change course. The process of adapting the Blueprint for Safety (Blueprint) is much like turning a cargo ship—in this case, the super-sized vessel carrying the criminal legal system and its response to battering. It requires all hands on deck to make the kinds of changes that position such a large, complex system to establish and sustain the Blueprint’s unified approach to battering and domestic violence. *Becoming a Blueprint Community: A New Response to Battering and Domestic Violence Crimes* is the result of learning from those who have been ‘turning the cargo ship’ since the Blueprint was first launched in St. Paul, Minnesota in 2010. Many communities and individuals have contributed their experience, insight, and expertise to the lessons and tools included in this guide. Praxis International extends its thanks and tremendous appreciation to all involved. We also offer our regrets for being unable to list by name each individual survivor, advocate, practitioner, and community member who has contributed to the Blueprint adaptation thinking and testing in the three demonstration communities and in St. Paul over the past five years. The names would run into the hundreds, if not thousands.

First, we thank the many survivors who have talked with and guided the local coordinators, adaptation teams, and Praxis staff involved in the demonstration initiative and ongoing adaptation of the Blueprint. Their contributions help keep the needs and lives of battered women at the center of the work.

Our appreciation to the U.S. Department of Justice Office on Violence Against Women for funding to support the Blueprint for Safety Adaptation Demonstration Initiative—and for their guidance, curiosity and insight that supports the ambitious endeavor known as the Blueprint.

We cannot begin to adequately acknowledge the communities that have participated in the Demonstration Initiative. We trust that the coordinators who have been charged with the day-to-day challenge of making the Blueprint real in their communities (listed below as of July 2015), will convey our great appreciation and thanks to the police, prosecutors, probation officers, judges, and community members who are working alongside one another to create a unified policy and approach to violence that causes much harm and damage in our communities. Each site has contributed its distinctive experience to the task of understanding how to shape criminal legal system practice around the Blueprint for Safety. To illustrate, we acknowledge one facet of that experience here.

- Duluth, MN, brought its long history and experience with how to establish and sustain a coordinated community response to battering. The Duluth Model CCR is the foundation of the Blueprint.
 - Scott Miller, Blueprint Co-coordinator
 - Tara Haynes, Blueprint Co-coordinator

- Melissa Scaia, Domestic Abuse Intervention Programs
- New Orleans, LA, offered its willingness to try out new ways of involving advocates, practitioners, and the community to expand discussions about disparity.
 - Amalfi Parker-Elder, Blueprint Coordinator
 - Kati Bambrick Rodriguez, City of New Orleans Domestic Violence Program Director
- Memphis and Shelby County, TN, assembled a forum of practitioners, advocates, survivors, and community members to plot out the impact of the intersections of poverty, language, culture, and identity on the system's tendency to rely on the victim to carry the case forward.
 - Lia Roemer, Blueprint Coordinator
 - Martha Lott, Shelby County Community Services

A heartfelt thank-you to our many friends in the City of St. Paul and Ramsey County, MN, for their ongoing commitment to making the Blueprint a living, breathing, sustainable philosophy and approach to battering. St. Paul and Ramsey County have provided invaluable peer-to-peer and technical support to the demonstration site communities, and have continued to experiment with Blueprint implementation and strengthen it.

- Bree Adams-Bill, Blueprint Enhancement Coordinator
- Amy Brown Jensen, St. Paul Police Department
- Shelley Johnson Cline, St. Paul & Ramsey County Domestic Abuse Intervention Project

We also want to acknowledge the contributors to the December 2013 Disparity Think Tank organized by Praxis International and held in New Orleans. The rich and challenging discussions helped move forward the effort to actualize the Blueprint's intention to "act in ways that reduce unintended consequences and disparity of impact on victims and offenders" (Foundational Principle #6). Along with our thanks to the Blueprint coordinators and Praxis staff and consultants who participated, our great appreciation to the following presenters and participants:

- Sandra Harrell, VERA Institute of Justice
- David Pate, Center for Family Policy and Practice
- Hillary Potter, Department of Sociology, University of Colorado – Boulder
- Connie Sponsler-Garcia, Battered Women's Justice Project
- Olga Trujillo, Olga Trujillo, Inc.

- Mary Asmus, Duluth City Attorney's Office
- Amanda Crosby, Access North
- Kelly Whalen, Ramsey County Community Corrections
- Ashley Bernal, Women with a Vision
- Dianne Hoofkin, Crescent House
- Gwen Richardson, Ashe Cultural Arts Center
- Yana Sutton, Total Community Action
- Theresa McCusker, Shelby County District Attorney's Office

Praxis staff and consultants have provided ongoing technical assistance to the demonstration sites and continue to guide, refine, and strengthen the Blueprint idea and process.

- The Praxis Blueprint Team: Denise Eng, Blueprint Program Manager, and Julie Tilley, Maren Woods, Cyndi Cook
- Technical assistance consultants: Beverly Balos, Cheryl Beardslee, John Beyer, Marcus Bruning, Colia Ceisel, Kristine Lizdas (Battered Women's Justice Project), Rhonda Martinson, Jane Sadusky

Two of these deserve special recognition and appreciation: Denise Eng, fierce advocate for women and their children, who co-directed development of the original Blueprint in St. Paul, has shepherded the demonstration initiative skillfully from the very beginning, and is arguably the most experienced Blueprint coordinator on earth. And Jane Sadusky—a fierce advocate, too—but also wordsmith extraordinaire. She has taken our collective thinking and learnings, and crafted this guide so that women and children in every community may benefit from the changes the Blueprint creates.

As is common in a multi-year project, faces change when people move on. We would also like to thank the following individuals who contributed to the Blueprint adaptation demonstration initiative earlier in its development: Deborah Clubb, Dottie Jones, Cory Turner, and Dr. Betty Winter.

Finally, we acknowledge our gratitude to Ellen Pence, Praxis International's founding director, who was unable to see and enjoy her vision of the Blueprint tried and tested in such a dynamic way. Her wisdom and humor are greatly missed—she is greatly missed.

Praxis International, October 2015

INTRODUCTION

QUESTIONS

How are we intervening in battering and the unique nature of this particular kind of violence against women, characterized by ongoing coercion, control, and violence?

Does our response make people safer? Are we reaching those who are most dangerous and cause the most harm? What messages are we sending and reinforcing? Are we paying attention to how our intervention impacts victims of battering and the community?

Beginning in 2007—after decades of experience in reforming the criminal legal system’s response to domestic violence crimes and exploring “coordinated community response”—St. Paul, Minnesota, asked such questions of itself.¹ A partnership of advocates, system practitioners, and a faith-based economic and social justice coalition united to examine whether and how the community was meeting these goals. After using a Safety and Accountability Audit² to look deeply at current practice, the partnership sought support from the Minnesota Legislature to create a comprehensive, unified framework that would define how the criminal legal



¹ *Coordinated community response* (“CCR”) is the collective act of ensuring that institutions intervening in violence against women (1) centralize safety and well-being for victims/survivors, (2) hold perpetrators accountable while offering opportunities to change, and (3) seek systemic change that contributes to ending violence against women. In 1980, Duluth, MN, began the groundbreaking work to define CCR in the setting of the criminal legal system. See *Coordinating Community Responses to Domestic Violence: Lessons from Duluth and Beyond*, Melanie F. Shepard and Ellen L. Pence, Eds., Sage Publications, 1999. Praxis International’s founding director, Ellen Pence, was instrumental in developing the CCR idea and approach and drawing upon it in designing the *Blueprint for Safety*.

² Developed by Praxis International, the Safety and Accountability Audit is an interdisciplinary self-assessment tool that explores how institutional practice enhances or diminishes safety and accountability. Further information at http://praxisinternational.org/iata_what_is_a_safety_audit.aspx.

system should respond to domestic violence-related crimes, particularly those involving the greatest harm. The result was the St. Paul *Blueprint for Safety*, subsequently tailored for broader adaptation by Praxis International as the *Blueprint for Safety* and drawing on the long history of institutional change provided by the Duluth Domestic Abuse Intervention Project (“Duluth Model”).

BLUEPRINT DEFINED

The Blueprint for Safety (Blueprint) is a coordinated justice system response to domestic violence crimes that positions this complex system to respond more quickly and effectively and enhance its capacity to stop violence, reduce harm, and save lives. While the Blueprint is applicable to the broad range of domestic violence crimes, its primary focus is on the criminal legal system’s response to battering in intimate partner relationships.³

The Blueprint is a distinct blend of approach, document, and process that together fully articulate the idea of a coordinated community response. As an *approach*, the Blueprint is a shared way of thinking about battering and domestic violence. It gets everyone on the same page under a common understanding of the intimidation and violence that characterize battering and how to intervene most successfully. The Blueprint is also a *process* for shared problem identification and problem solving based on regular monitoring and adjustments to practice. As a *document*, the *Blueprint* is a set of written policies, protocols, and training memos drawn from templates that are based on research and best-known practice. While each agency writes its own policy and protocols, the Blueprint framework and templates connect agencies in a unified, collective policy.

The Blueprint grew from conversations and consultation with victims of battering, community-based advocates, system practitioners, defense attorneys, researchers, agency leaders, other community members, and local and national experts. The Blueprint also grew from a recognition that while there had been many improvements and gains in the criminal legal system’s response to battering, the coordinated community response (CCR) sometimes floundered under the realities of making change in such a complex system. In many communities, the CCR pitfalls could be characterized by:

³ The Blueprint differentiates **battering**, characterized by ongoing, patterned coercion, intimidation, and violence; **resistive** violence, used by victims of battering to resist or defend themselves or others; and **non-battering** violence resulting from such causes as a physical or mental health condition or traumatic brain injury. The legal system’s category of “domestic violence” includes many types of abusive behavior and relationships. When this guide refers to “domestic violence crimes,” it is primarily concerned with those in the context of battering, although the policies, protocols, and tools included benefit the response to all forms of domestic violence.

- An overall drift from the original purpose of CCR to create systemic change that improves outcomes for victims of violence against women and deterrence for abusers
- Reform replaced by meeting for the sake of meeting, with more emphasis on who should come to the table rather than on what should happen once they arrive
- Problem-solving limited to individual cases rather than a focus on systemic problems
- Policy development in a few agencies (e.g., law enforcement or prosecution), but rarely coordinated across all agencies that intervene in domestic violence cases

In St. Paul, the core organizers—the St. Paul Domestic Abuse Intervention Project, St. Paul Police Department, St. Paul City Attorney’s Office, and Praxis International—guided a process that involved ten agencies and multiple victim and advocate discussion groups. This broad effort resulted in the set of comprehensive policies, protocols, and related training memos—the *Blueprint as a collective policy*—implemented in 2010. St. Paul’s groundbreaking work has continued as it digs deeper into how to sustain a Blueprint community over time, effectively address unintended consequences and disparity of impact for survivors and their communities, and fully actualize the Blueprint’s reshaping of coordinated community response.

In 2011, three additional communities joined St. Paul in adapting the *Blueprint for Safety*: Duluth, Minnesota; New Orleans, Louisiana; and Shelby County/Memphis, Tennessee. Through an Office on Violence Against Women demonstration initiative, the three communities tested the Blueprint under different local conditions, including Duluth and its decades of experience with coordinated community response.

This guide is the result of the experiences and lessons from these four early adapters.

BLUEPRINT FOUNDATIONAL PRINCIPLES

1. Adhere to an interagency approach and collective intervention goals.
 2. Build attention to context and severity of abuse into each intervention.
 3. Recognize that most domestic violence is a patterned crime requiring continuing engagement with victims and offenders.
 4. Ensure sure and swift consequences for continued abuse.
 5. Send messages of help to victims and messages of accountability to offenders.
 6. Act in ways that reduce unintended consequences and the disparity of impact on victims and offenders.
-

CHANGE

The Blueprint is an innovative approach in its emphasis on self-examination and problem-solving, foundational principles, and the central role for community-based advocacy in its leadership and partnerships. The Blueprint is also grounded in over three decades of community practice, research, and reform related to the criminal legal system's intervention in domestic violence. The early adapters have been able to initiate or strengthen the following kinds of change in their communities:

- Document and communicate the context of the event and the violence occurring across all points of intervention via a series of linked tools: the Blueprint risk questions, 911 call guides, patrol officer's report format and checklist, framework for setting bail and conditions of release, and sentencing framework.⁴
- Anchor criminal case processing in an emergency-911 response that emphasizes a safety-oriented response and reassurance to callers that 911 is available regardless of the number or nature of prior calls.
- Collect and share more detailed information about who was at the scene and what happened, including improved witness interviews and direct observations by officers.
- Assess first for self-defense in cases where both parties are alleged to have used violence; make a predominant aggressor determination when self-defense cannot be established.
- Make more use of previously undercharged crimes, such as stalking or harassment, terroristic threats, witness tampering, crimes involving children, sexual assault, and burglary.
- Set a foundation for advocacy-initiated response by notifying the community-based advocacy program of domestic violence-related arrests and incidents where the suspect has left the scene.
- Set a foundation for advocacy-initiated response by notifying the community-based advocacy program of domestic violence-related arrests and incidents where the suspect has left the scene.⁵

⁴ The Blueprint risk questions: (1) Do you believe he/she will seriously injure or kill you/your children? Why or why not? (2) Is the abuse becoming more frequent? More severe? (3) What is the worst incident or time you were the most frightened?

⁵ One of the riskiest and most stressful times in a victim's life is when the criminal justice system gets involved. Early contact with an advocate can lay a foundation for continued support and contribute to victim safety and

- Strengthen investigation and charging related to suspects who have fled the scene prior to officers arriving.
- Establish a framework for conditions of pretrial release that reflects risk and danger and includes victim input wherever possible.
- Respond to violations of pretrial release and conditions of probation with swift consequences based on graduated sanctions.
- Incorporate risk and danger considerations into prosecutors' charging decisions, bail recommendations, and negotiated plea agreements.
- Respond to domestic violence crimes in ways that are victim safety-centered but not victim-dependent.
- Position probation agencies to be able to differentiate the context and severity of a particular case and provide sanctions and supervision that best fit the case.
- Provide judges with more detail about the pattern and severity of abuse, including more detail on the type, scope, and severity of abuse.
- Establish internal and interagency monitoring of domestic violence policy and practice.
- Engage more directly with victims and survivors to better meet individual needs related to safety, identify any problems in how interventions impact victims and the community, and keep the criminal legal response grounded in awareness of the unique nature of battering.
- Initiate ways to be proactive in identifying and responding to possible unintended consequences and disparity of impact related to Blueprint policies and practice.

The Blueprint for Safety begins with and is ultimately sustained by forging an identity as a Blueprint community. The qualities of a Blueprint community include: (1) a commitment to the Blueprint foundation principles and purpose; (2) a shared, coherent way of thinking about domestic violence cases and the most effective interventions; (3) a central role for community-based advocacy in Blueprint

well-being. When an advocate calls a victim and offers confidential services—which she can refuse—most victims are willing to talk. Under an advocacy-initiated response, the arresting officer contacts the community-based advocacy program to let them know an arrest has been made and lets the victim know that an advocate will be calling. An advocate then calls the victim to offer confidential services related to her immediate safety needs, information about the court process, and determining what she wants to have happen in court and her wishes regarding contact with her partner. See http://praxisinternational.org/library_advocacy.aspx.

leadership and partnerships, and (4) a commitment to using the Blueprint's essential elements as a constant reference point for weathering the inevitable changes in local conditions that occur over time in any community and in a system as complex as the criminal legal system.

TOOLS

Is your community ready to design and implement a Blueprint for Safety? This guide will help answer that question. If the answer is “yes,” the guide and related tools will prepare your community to adapt, implement, and sustain the Blueprint: i.e., to become a Blueprint community.

The **Quick Start Guide** introduces the Blueprint and the roles and activities involved in establishing a Blueprint. It provides a stepping-off point to become familiar with the approach and process and gauge community readiness.

The five sections on Blueprint phases, activities, and tools are the heart of the guide. They include details for what happens, who is involved, and the key tasks, timelines, and tools for each phase in becoming a Blueprint Community. Turn to specific tools as you need them. The sections include:

Phase 1: Explore and Prepare

Secure community will to initiate the development process and establish a Blueprint adaptation team.

Phase 2: Assess Practice and Identify Problems

Conduct an assessment of current policy and practice to identify gaps that the Blueprint will address.

Phase 3: Adapt Policy and Adjust Practice

Use the Blueprint templates to revise and write policies and protocols for each agency and to produce a collective policy.

Phase 4: Implement and Institutionalize

Secure policy approvals, hold a community launch event, conduct internal and interagency training, initiate new documentation and administrative procedures, and establish a process for ongoing monitoring.

Phase 5: Monitor and Revise

Conduct the ongoing data collection and assessment activities necessary to ensure that the Blueprint functions as a “living,” sustainable response to battering and domestic violence crimes.

Principles and Complex Realities frames the particular challenge of realizing two of the Blueprints distinctive foundational principles: Principle 2, to recognize that most domestic violence is patterned

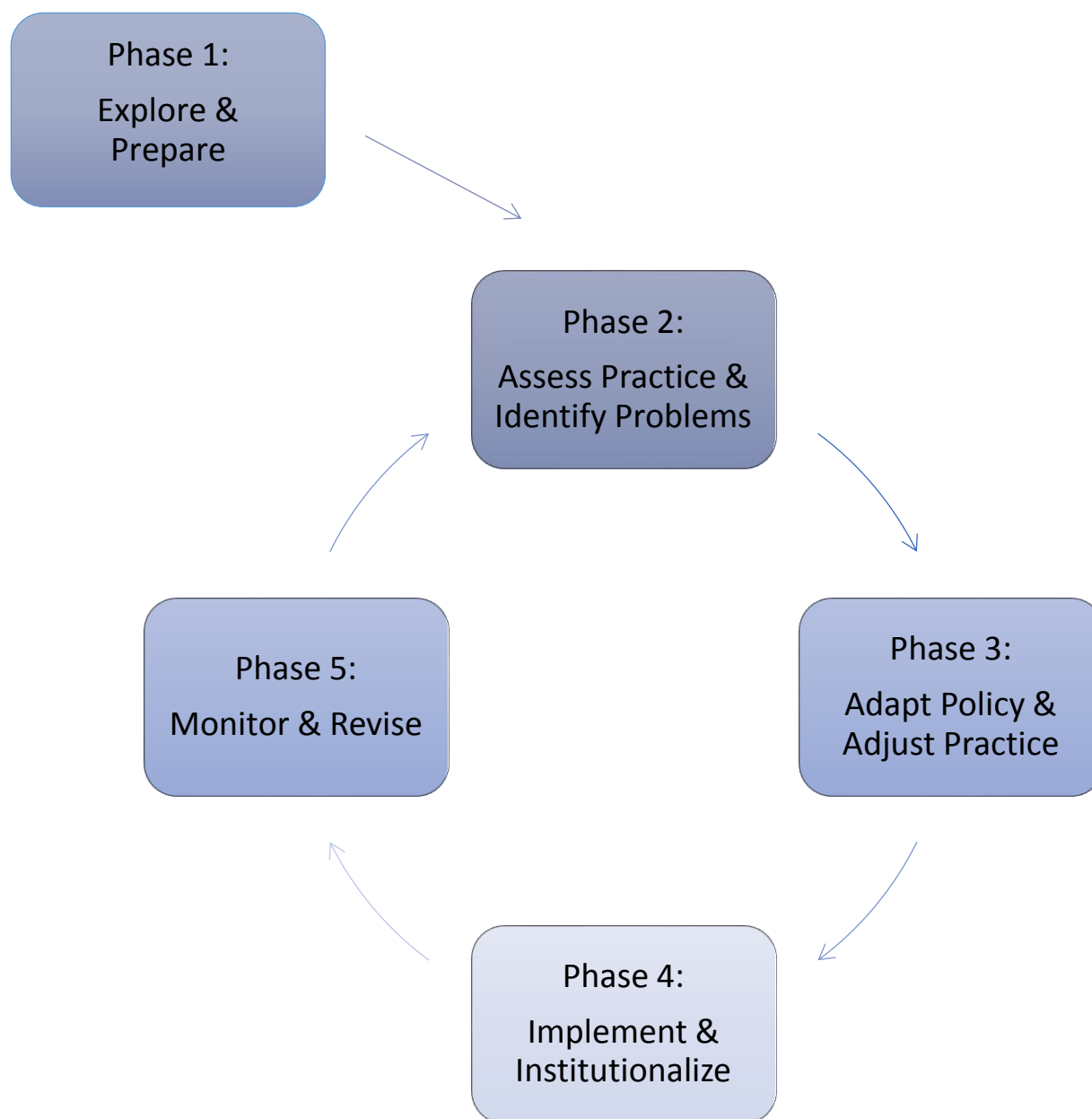
crime requiring continuing engagement with victims and offenders; and Principle 6, to act in ways that reduce unintended consequences and the disparity of impact on victims and offenders. This discussion acknowledges that the Blueprint seeks to address three complex realities: (1) the deep and pervasive harm of violence against women, (2) the deep and pervasive harm of mass incarceration and its impact on marginalized communities, and (3) the ways in which victims of battering are routinely caught up in the criminal legal system. The discussion offers strategies and two case studies to illustrate how such tools might be used.

Insights from Early Adapters sums up the major recommendations on how to organize and sustain the Blueprint's sweeping approach to changing the criminal legal system's response to battering.

The **Appendix** includes all of the related tools for each stage of development and others referenced throughout the guide.

This guide rests on lessons from the Blueprint's early adapters and the decades of criminal legal system reform preceding it. As the work of St. Paul, Duluth, New Orleans, and Shelby County continues—and as additional communities gain experience with the Blueprint's approach, documents, and process—further revisions and additions to the tools presented here are likely. The Blueprint is meant to be a dynamic and evolving idea as it seeks to stop violence, reduce harm the caused by battering, save lives, and strengthen our communities.

THE BLUEPRINT FOR SAFETY: CREATING AND SUSTAINING A NEW PRACTICE



Becoming a Blueprint Community:

QUICK START GUIDE

The Blueprint for Safety examines and reorganizes the criminal legal system response to domestic violence crimes. It defines a systematic, unified approach to help stop violence, reduce harm, and save lives. It is grounded in a shared commitment by system agencies, in partnership with community-based advocates, to identify and solve problems within the framework of the Blueprint principles and process.

If you are reading this guide, you most likely have an interest in building your own Blueprint for Safety. Are you:



- A community-based advocate who has been asked to learn about the Blueprint?
- A police officer or a prosecutor who is curious about how to strengthen your agency's policy and practice?
- Members of a coordinated community response (CCR) that is curious about how the Blueprint could renew and strengthen its mission?
- A group of advocates and practitioners preparing to persuade agency administrators or the tribal government to become a Blueprint community?
- Affiliated with a family justice or safety center that wonders how the Blueprint might enhance the community's response to domestic violence?
- Members of a domestic violence fatality review team that is looking for ways to address the gaps that it has discovered in the criminal legal system's response?

- A newly assigned “Blueprint Team” or “Blueprint Coordinator” with the task of making it all happen?

Whatever your role in exploring or adapting the Blueprint, some basic first steps will help you get familiar with the approach and process, gauge local readiness, decide whether to proceed further, and, depending upon that decision, prepare you to begin and manage the day-to-day work of adapting the Blueprint for your community.

1. Spend a few minutes with the Blueprint brochure to get the big picture. You can reproduce the brochure to use in your community.

Find the brochure in **Appendix 3** or see “*Blueprint for Safety Materials*” at www.praxisinternational.org.

2. Listen to webinar recordings that present examples of how communities have adapted the Blueprint. The presentations include representatives from St. Paul, MN, where the Blueprint was developed, and New Orleans, LA, the first of the three national adaptation demonstration sites to launch its Blueprint for Safety.

Find the webinars at www.praxisinternational.org under “Blueprint for Safety.”

3. Review the Essential Commitments and Frequently Asked Questions to get familiar with the Blueprint’s overall features and process.

Find these tools in **Appendix 1**, Essential Commitments of a Blueprint Community, and **Appendix 2**, Frequently Asked Questions. Or, see “Becoming a Blueprint Community,” at www.praxisinternational.org.

4. Complete the Community Readiness Checklist to identify community strengths and pinpoint areas that will need more attention in order to establish the Blueprint.

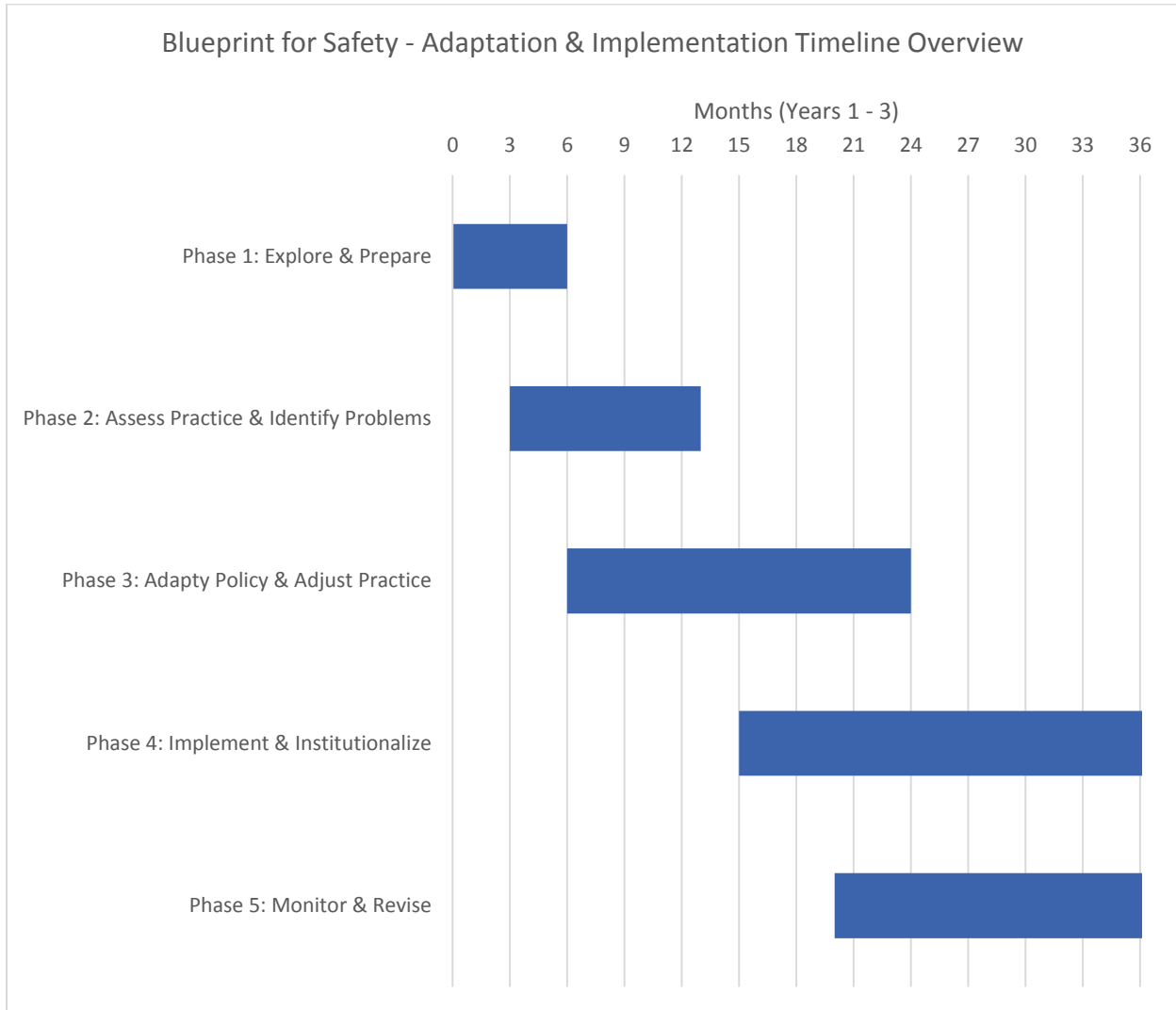
Find the checklist in **Appendix 6**.

5. Get familiar with the contents of this guide, *Becoming a Blueprint Community*, and its tools for adapting and implementing the *Blueprint for Safety*.

A three-year time frame shapes the process of fully adapting and establishing a Blueprint for Safety (see the following overview and the more detailed timeline in **Appendix 20**). Some communities may require less time, particularly those with a well-functioning CCR that has a history of problem solving together and many Blueprint-ready policies in place. The adaptation guide positions a community to develop and sustain the Blueprint as an ongoing, dynamic process rather than a finite set of tasks. While certain steps are required in a certain sequence—e.g., hire a coordinator and select an adaptation team before adapting and implementing new policy and practice—the Blueprint is fundamentally an approach to intervening in domestic violence crimes in a specific way with specific goals. That approach does not end when the last task is checked off, but continues as a new, unified way of working together to identify and solve problems on behalf of victims of battering and the community.

ADAPTATION TIMELINE

Many activities occur simultaneously to establish a Blueprint for Safety. Particularly in moving from one phase to another, planning steps are likely to overlap. For a more detailed picture, see Blueprint Adaptation Tasks and Timeline, [Appendix 20](#).



WHO'S WHO IN ADAPTING THE BLUEPRINT?

As an approach that rests on partnership and coordination between community-based advocacy and the criminal legal system, the Blueprint involves a broad-based group of agencies, individuals, and roles. An individual can fill multiple roles—e.g., organizer, champion, agency liaison, and member of an ad hoc work group—particularly in smaller communities or agencies.

- **Organizers**

Typically, a mix of community-based advocates and practitioners—often in leadership roles. Blueprint



organizers initiate the exploration and adaptation process, secure support from agencies and champions, write the grants, and manage or participate in activities related to securing a memorandum of understanding, hiring the Blueprint coordinator and advocate, assembling the adaptation and implementation teams, and sustaining the process. Organizers are likely to serve on Blueprint

teams and ad hoc work groups, particularly in smaller communities.

- **Champions**

Advocacy leaders, agency heads, and other influential voices in the agency and the community who support the Blueprint, encourage and promote its development, and help to sustain it over time, although without necessarily being involved in the day-to-day activities of adaptation, implementation, and monitoring. Champions can be agency or organizational leaders or individual practitioners who are influential with their colleagues. A respected 911 call-taker or police sergeant or probation supervisor, for example, can be a Blueprint champion.

- **Coordinator**

Manages the overall process and tasks involved in adapting and implementing the Blueprint. The coordinator provides the glue and guidance that helps the partner agencies and work groups assess current practice, adapt the Blueprint to local conditions, implement and monitor the resulting changes in practice, keep battered women's experiences central to the process. Most communities will require a full-time coordinator.

- **Advocate**

The leadership by and involvement of community-based advocacy are central to the Blueprint for Safety. Through its defined role, the position of Blueprint advocate is one part of advocacy voice and representation, but it is by no means the only avenue. The Blueprint advocate helps ensure the direct participation of community-based advocates throughout all phases of developing the Blueprint. The position of Blueprint advocate means that it is clearly someone's responsibility to engage with a wide range of community members, from victims and survivors and community-based advocates to populations overrepresented and/or underserved in the criminal legal system. The Blueprint advocate fulfills that role in consultation with the coordinator, who may also bring experience or affiliation with community-based advocacy. In some smaller communities, the coordinator and advocate roles may be combined into one position.

- **Agency liaisons**

Representatives appointed by each criminal legal system agency to work with the Blueprint coordinator and participate in all phases of Blueprint adaptation. Under the Memorandum of Understanding, each agency agrees to assign a lead person (or more) as an agency liaison. As members of the adaptation and implementation teams, agency liaisons assist in organizing and conducting the practice assessment, writing policies, collecting data, and overseeing internal agency implementation of the agreed-upon Blueprint policy and practice.

- **Adaptation and implementation teams**

The adaptation team develops the Blueprint for Safety collective policy. Members include the Blueprint coordinator, advocate, and agency liaisons, plus community-based advocates and representatives for organizations working on behalf of marginalized communities. The adaptation team then transitions to an implementation team that puts the local Blueprint into practice and ensures that the intended goals and practices of the collective policy are being met. Most or all of the same individuals and representatives who served on the adaptation team are likely to continue on the implementation team. Both teams convene small, ad hoc interagency groups as needed (typically, two to six members) to complete the tasks involved in developing and sustaining the Blueprint.

- **Agency supervisors**

Once each agency's Blueprint policy is approved and implemented, regular supervisory quality and compliance review of agency practice is crucial to maintaining the Blueprint. Without regular monitoring and oversight, practice tends to drift. Consequently, agency supervisors have a key, ongoing role in sustaining the Blueprint. Beyond their internal role, agency supervisors also contribute to the monitoring, evaluation, and maintenance of the Blueprint as a collective policy by participating in periodic interagency reviews.

PHASE 1: EXPLORE AND PREPARE

WHAT

The first major step in becoming a Blueprint community is to explore whether or not the Blueprint for Safety is even a good fit for your community. Who are the likely organizers and champions? What capacity exists to support the adaptation process, such as a history of coordinated community response and problem-solving? Is there sufficient community will to begin and sustain the Blueprint? If the answer to this question is yes, continue on to develop the necessary framework of people, agreements, and timelines.



WHO

Community-based advocates and practitioners who are curious about the Blueprint's united approach and collective policy typically

initiate the exploration. These Blueprint organizers explore its features with likely champions and agency heads. The organizers may also be involved in seeking funding, securing a Memorandum of Understanding, hiring the Blueprint coordinator and advocate, and assembling the adaptation team—and perhaps serving on that team. Blueprint organizers promote the approach and the process. When exploration shifts to adaptation, the Blueprint coordinator sets up and manages the process, in partnership with the advocate and adaptation team. The Blueprint advocate ensures that the voices and experiences of battered women are represented at all stages of the process and that community-based advocates have a central role in leading the process. The Blueprint adaptation team adds practitioners to the mix. The adaptation team assesses current practice to identify problems and adapts policies to produce the collective Blueprint for Safety. The first phase concludes with these key roles in place. There is no bright line, however, marking who comes on board when and which tasks they pursue. Some communities may select a coordinator early on and that person will have a central role in assessing community capacity and selling policy makers on the merits of the Blueprint. In other communities, the organizers will complete those steps before hiring the coordinator. Early preparation also includes community consultation to help ground Blueprint policy and practice in the experiences of victims of violence, with particular attention to the complex and often dangerous implications of a victim's

collaboration with the criminal legal system. Community consultation is the process of engaging with and seeking guidance from survivors of battering and others in the community who represent the broadest range of life experiences, circumstances, and identities in order to keep victims' needs at the center and help identify and reduce unintended consequences and realize the Blueprint's commitment to a fair and just response.

TASKS & TOOLS

While the **Phase 1** chart presents the tasks in sequence, it is a loose sequence and many tasks will be underway simultaneously. Similarly, some tools, such as the Blueprint Essential Elements, will be introduced at a particular step and then used at multiple points throughout Blueprint development. The chart highlights the major tasks involved in the initial phase of exploration and planning, the tools introduced or useful at each step, and the key players involved.

The following tools are referenced in **Phase 1** and located in the **Appendix** (by number):

1. *Essential Commitments of a Blueprint Community*
2. *Frequently Asked Questions*
3. *Blueprint for Safety Informational Brochure*
4. *Adapting the Blueprint: Phases & Key Activities*
5. *What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?*
6. *Community Readiness Checklist*
7. *Community Consultation in the Blueprint*
8. *Research Supports the Blueprint for Safety*
9. *The Blueprint Approach to Risk*
10. *Blueprint Essential Elements Annotated*
11. *Foundations of Effective Intervention*
12. *Sample Memorandum of Understanding*
13. *Blueprint Coordinator Role, Responsibilities and Skills*
14. *Blueprint Advocate Role, Responsibilities and Skills*
15. *Blueprint Adaptation Team Role and Activities*
16. *Planning a Blueprint for Safety Proposal*

17. *Policy Adaptation Phases*

18. *Adaptation Process and Timeline*

19. *Coordinating the Blueprint: Strategies to Stay Focused and Move Forward*

20. *Blueprint Adaptation Tasks and Timeline*

21. *Presentation Template: Becoming a Blueprint Community*

PHASE 1: EXPLORE & PREPARE

Key Tasks	Key Tools [Appendix]	Key People
1. Identify and bring together organizers and key champions to explore the features and goals of the Blueprint for Safety, decide whether or not to pursue the Blueprint, and support the adaptation process and ongoing implementation.	<input type="checkbox"/> 1. <i>Essential Commitments of a Blueprint Community</i> <input type="checkbox"/> 2. <i>Frequently Asked Questions</i> <input type="checkbox"/> 3. <i>Blueprint for Safety Informational Brochure</i> <input type="checkbox"/> 4. <i>Adapting the Blueprint: Phases & Key Activities</i> <input type="checkbox"/> 5. <i>What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?</i> <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i> <input type="checkbox"/> 15. <i>Blueprint Adaptation Tasks and Timeline</i>	Advocates and community and agency leaders: Blueprint organizers and champions
2. Centralize community-based advocacy leadership and participation in exploration and planning activities and ongoing adaptation and implementation.	<input type="checkbox"/> 1. <i>Essential Commitments of a Blueprint Community</i> <input type="checkbox"/> 2. <i>Frequently Asked Questions</i> <input type="checkbox"/> 5. <i>What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?</i> <input type="checkbox"/> 14. <i>Blueprint Advocate Role,</i>	Organizers

Key Tasks	Key Tools [Appendix]	Key People
<i>Responsibilities and Skills</i>		
3. Assess community capacity and infrastructure to support Blueprint adaptation, implementation, and monitoring.	<input type="checkbox"/> 1. <i>Essential Commitments of a Blueprint Community</i> <input type="checkbox"/> 4. <i>Adapting the Blueprint: Phases & Key Activities</i> <input type="checkbox"/> 6. <i>Community Readiness Checklist</i>	Organizers Coordinator (in some communities)
4. Articulate the distinctive response that the Blueprint brings to the community and the problem of domestic violence.	<input type="checkbox"/> 3. <i>Blueprint for Safety Informational Brochure</i> <input type="checkbox"/> 5. <i>What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?</i> <input type="checkbox"/> 8. <i>Research that Supports the Blueprint for Safety</i> <input type="checkbox"/> 9. <i>The Blueprint Approach to Risk</i> <input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements – Annotated</i> <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i> <input type="checkbox"/> 21. <i>Presentation Template: Becoming a Blueprint Community</i>	Organizers Coordinator (in some communities)
5. Promote the Blueprint’s distinctive response and benefits to policy makers and agency directors.	<input type="checkbox"/> 5. <i>What Is Distinctive About the Blueprint?</i> <input type="checkbox"/> 10. <i>Blueprint Essential Elements</i> <input type="checkbox"/> 21. <i>Presentation Template:</i>	Organizers Coordinator

Key Tasks	Key Tools [Appendix]	Key People
	<i>Becoming a Blueprint Community</i>	
6. Secure agency participation and seek funding.	<input type="checkbox"/> 12. Sample Memorandum of Understanding <input type="checkbox"/> 16. Planning a Blueprint for Safety Proposal	Organizers Champions Coordinator
7. Select the Blueprint for Safety Coordinator.	<input type="checkbox"/> 13. Blueprint Coordinator Role, Responsibilities and Skills	Organizers
8. Select the Blueprint for Safety Advocate.	<input type="checkbox"/> 14. Blueprint Advocate Role, Responsibilities and Skills	Organizers Coordinator
9. Recruit the adaptation team, including community-based advocates and practitioners who are influential in their agencies.	<input type="checkbox"/> 15. Blueprint Adaptation Team Role and Activities	Organizers Coordinator Advocate
10. Develop and complete a Memorandum of Understanding (MOU) outlining the roles and responsibilities of each participating agencies.	<input type="checkbox"/> 12. Sample Memorandum of Understanding	Organizers Coordinator
11. Designate a lead person (liaison) in each agency to work with the Blueprint coordinator, serve on the adaptation team, participate in all phases of development, and oversee internal agency implementation.	<input type="checkbox"/> 15. Blueprint Adaptation Team Role and Activities <input type="checkbox"/> 12. Sample Memorandum of Understanding <input type="checkbox"/> 19. Coordinating the Blueprint: Strategies to Stay Focused and Move Forward	Organizers Coordinator Adaptation team

Key Tasks	Key Tools [Appendix]	Key People
12. Establish a plan and timeline for guiding the Blueprint and establishing needed work groups.	<input type="checkbox"/> 6. <i>Community Readiness Checklist</i>	Coordinator
	<input type="checkbox"/> 4. <i>Adapting the Blueprint for Safety: Phases and Key Activities</i>	Advocate
	<input type="checkbox"/> 17. <i>Policy Adaptation Phases</i>	Adaptation team
	<input type="checkbox"/> 20. <i>Blueprint Adaptation Tasks and Timeline</i>	
13. Begin a process and timeline profile for each agency, including and timelines for policy approvals and training.	<input type="checkbox"/> 18. <i>Adaptation Process and Timeline</i>	Coordinator
	<input type="checkbox"/> 20. <i>Blueprint Adaptation Tasks and Timeline</i>	
14. Use community consultations to discover the needs and lived experiences of victims of battering. Include members from communities overrepresented and/or underserved communities in seeking help from the criminal legal system.	<input type="checkbox"/> 5. <i>What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?</i>	Organizers
		Coordinator
	<input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i>	Advocate

PHASE 2: ASSESS PRACTICE AND IDENTIFY PROBLEMS

WHAT

The Blueprint for Safety is in large part an ongoing process of finding and fixing problems in the criminal legal system response to domestic violence crimes. Analyzing current policy and practice is necessary in order to identify problems and determine what kinds of local adaptations to make. Most communities will have some aspects of the Blueprint already built into their current practice, although the elements might not be working as assumed. For example, a law enforcement policy defines and requires a predominant aggressor determination prior to making an arrest decision when both parties appear to have used violence.

When you examine what kind of Blueprint-specific policy and practice is actually in place, however, you discover that the predominant aggressor considerations are not



applied in practice as intended. In **Phase 2**, the adaptation team seeks statistical data and first-hand information about victims' experiences with the criminal legal system, including whether and how experiences differ for communities that are over-represented and/or under-served in the criminal system's response. The tasks and tools in **Phase 2** also help practitioners and community-based advocates work together in new ways to identify, document, and solve problems using the Blueprint approach. The practice assessment methods presented here are useful both in the initial policy adaptation and in the subsequent monitoring of changes post-implementation. **Phase 2** develops baseline practice data and a framework for ongoing evaluation of the Blueprint's impact. Ongoing practice assessment, in turn, helps sustain the Blueprint into the future.

WHO

The Blueprint coordinator, advocate, members of the adaptation team, and other advocates and practitioners as needed form small (typically, two to six members) **internal work groups** to conduct the practice assessment. The work groups gather information by mapping the criminal legal system response and studying case records (e.g., 911 recordings, patrol reports, prosecution case files, or probation risk assessment forms). They may also interview practitioners and community members and observe steps in criminal case processing (e.g., sit with 911 call-takers, ride along with patrol officers, or attend bail hearings). Work groups check what they read, hear, and see against the recommended practice outlined in the essential elements in order to identify gaps that the Blueprint will address. The practice assessment might also reveal that the ways in which cases are actually handled differs from both the essential elements and from common assumptions about what happens. Among the Blueprint **coordinator's** key responsibilities is to organize and guide the practice assessment. The coordinator consults with the Blueprint **advocate** on how to best connect with a wide range of survivors and community-based advocacy organizations to learn about victims' experiences with the criminal legal system response. The coordinator ensures that there are broad-based **community consultations** with survivors, including those from communities that are overrepresented and/or underserved in seeking help from the criminal legal system.

TASKS & TOOLS

Some of the tools introduced in the early steps of exploring and preparing for the Blueprint continue to be used in **Phase 2**, such as the agency tracking checklist, strategies to stay focused, tasks and timeline, and essential elements. The Policy and Practice Assessment Guide introduced in **Phase 2** will be used at later stages of monitoring the Blueprint after implementation. Again, while the following chart highlights the major tasks, tools, and key players involved, many activities will be underway simultaneously.

The primary tool for **Phase 2** is the Policy and Practice Assessment Guide, **Appendix 22**, which includes the following sections:

- 22-1 *Mapping Domestic Violence Case Processing*
- 22-2 *Source Book Contents*
- 22-3 *Data-Gathering Template*
- 22-4 *Community Consultation*
- 22-5 *Policy Comparison Worksheets*
- 22-6 *Analyzing Case Records*
- 22-7 *Case Review Worksheet*
- 22-8 *Practitioner Interviews and Observations*
- 22-9 *Analysis and Reporting*
- 22-10 *Notes and Documentation*

PHASE 2: ASSESS PRACTICE & IDENTIFY PROBLEMS

Key Tasks	Key Tools [Appendix]	Key People
1. Identify the needed internal work groups and recruit members.	<input type="checkbox"/> 17. <i>Policy Adaptation Phases</i> <input type="checkbox"/> 22. <i>Policy and Practice Assessment Guide</i>	Coordinator Advocate Adaptation team
2. Create a source book of local policies, administrative forms and protocols for current criminal case processing of domestic violence cases.	<input type="checkbox"/> 22-2. <i>Policy and Practice Assessment Guide: Source Book Contents</i>	Coordinator Agency liaisons
3. Assemble all materials necessary to conduct the assessment: policies, protocols, forms laws, statistical information, case records (e.g., files, tapes, reports).	<input type="checkbox"/> 22. <i>Policy and Practice Assessment Guide</i>	Coordinator Agency Liaisons
4. Schedule activities related to information-gathering activities (case analysis, observations, and interviews) and/or provide the work groups with details on how to make those arrangements.	<input type="checkbox"/> 22. <i>Policy and Practice Assessment Guide</i> <input type="checkbox"/> 18. <i>Adaptation Process and Timeline</i> <input type="checkbox"/> 20. <i>Blueprint Adaptation Tasks and Timeline</i> <input type="checkbox"/> 17. <i>Policy Adaptation Phases</i>	Coordinator Agency liaisons
5. Compare current policy with the Blueprint essential elements.	<input type="checkbox"/> 22-5. <i>Policy and Practice Assessment Guide: Policy Comparison Worksheets</i> <input type="checkbox"/> 10. <i>Blueprint Essential Elements - Annotated</i>	Coordinator Advocate Adaptation team Ad hoc work groups

Key Tasks	Key Tools [Appendix]	Key People
6. Compile baseline statistical data on domestic violence-related cases: e.g., 911 calls, arrests, crimes charged, disposition, sentencing, demographics.	<input type="checkbox"/> 22-3. <i>Policy and Practice Assessment Guide: Data-Gathering Template</i>	Coordinator Advocate Adaptation team
7. Map each point of criminal case processing (911 through to probation monitoring), with specific attention to how risk and danger and advocacy are addressed.	<input type="checkbox"/> 22-1. <i>Policy and Practice Assessment Guide: Mapping Domestic Violence Case Processing</i>	Coordinator Advocate Adaptation team
8. Analyze case records (e.g., 911 calls, patrol reports, prosecution files, probation records, etc.) to compare current practice with recommended practice.	<input type="checkbox"/> 22-7. <i>Policy and Practice Assessment Guide: Case Review Worksheets</i>	Coordinator Advocate Adaptation team Ad hoc work groups
9. Interview agency directors, supervisors, and practitioners about current practice.	<input type="checkbox"/> 22-8. <i>Policy and Practice Assessment Guide: Practitioner Interviews and Observations</i>	Coordinator Advocate Adaptation team Ad hoc work groups
10. Observe current practices via patrol ride-alongs, 911 “sit-alongs,” court observations, and other practitioner observations.	<input type="checkbox"/> 22-8. <i>Policy and Practice Assessment Guide: Practitioner Interviews and Observations</i>	Coordinator Advocate Adaptation team Ad hoc work groups

Key Tasks	Key Tools [Appendix]	Key People
11. Use information from the Blueprint advocate and community consultation to discover victims/survivors' experiences with the criminal legal system.	<input type="checkbox"/> 22-4. <i>Policy and Practice Assessment Guide: Community Consultation</i>	Coordinator Advocate Adaptation team
12. Include statistical data and first-hand information about the experiences of victims of battering from communities overrepresented and/or underserved in seeking help from the criminal legal system.	<input type="checkbox"/> 22-3. <i>Policy and Practice Assessment Guide: Data-Gathering Template</i> <input type="checkbox"/> 22-4. <i>Policy and Practice Assessment Guide: Community Consultation</i>	Coordinator Advocate Adaptation team
13. Use community consultations to help guide the practice assessment activities and analysis, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.	<input type="checkbox"/> 22-4. <i>Policy and Practice Assessment Guide: Community Consultation</i>	Coordinator Advocate Adaptation team

Key Tasks	Key Tools [Appendix]	Key People
14. Coordinate and facilitate meetings to review, interpret, and analyze data throughout the assessment process.	<input type="checkbox"/> 22-9. <i>Policy and Practice Assessment Guide: Analysis and Reporting</i>	Coordinator Advocate
	<input type="checkbox"/> 19. <i>Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i>	Adaptation team Ad hoc work groups
	<input type="checkbox"/> 18. <i>Adaptation Process and Timeline</i>	
	<input type="checkbox"/> 20. <i>Blueprint Adaptation Tasks and Timeline</i>	
15. Keep a written record of all discussions, conclusions, and recommendations related to the practice assessment.	<input type="checkbox"/> 22-10. <i>Policy and Practice Assessment Guide: Notes and Documentation</i>	Coordinator

PHASE 3: ADAPT POLICY AND ADJUST PRACTICE

WHAT

The assessment in **Phase 2** identifies where and how the current criminal legal system response differs from the Blueprint's recommended practice. In **Phase 3**, each agency's policy is revised or written to address the gaps in practice and problems identified via the assessment. Through a process of discussion and negotiation, Blueprint work groups and agency representatives reach agreement on recommended



policy language. For some agencies, the Blueprint might be the first time that a written policy is put in place; others will incorporate the Blueprint elements into existing policy manuals. The Blueprint as a collective, unified policy takes shape as agencies incorporate the shared commitments and response reflected in the foundation principles and essential elements.

Published as *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes*, the templates provide a detailed illustration of policies and protocols that are consistent with the *collective policy* for intervention that is fundamental to the Blueprint for Safety.⁶ A Blueprint Community is free to adopt the template language and format as-is or modify them to meet local policy-writing structures and formats. At the heart of the Blueprint, however, are **essential elements of policy and practice that must be incorporated** regardless of how the document looks in its subject headings, layout, and organization. While a local policy might

⁶ PDF versions of the templates are available at http://www.praxisinternational.org/bp_materials.aspx. Word document versions of the templates are available by contacting Praxis International at blueprint@praxisinternational.org.

look different on the page in comparison to the Blueprint template, the content—the essential elements—must be the same, to the fullest extent possible.

WHO

In many communities, those most directly involved in **Phase 3** are likely to be many of the same individuals who participated in the assessment. When an **assessment work group** becomes a **policy work group**, the crossover membership promotes a smooth transition from assessment to policy writing as members bring their shared analysis, familiarity with the essential elements, and experience with the Blueprint. The policy adaptation process benefits from as much continuity and core membership as possible between the phases, with orientation for new participants as needed. Members of the larger Blueprint **adaptation team** continue to participate in the policy writing groups and contribute to the ongoing problem-solving and negotiation of proposed changes. The Blueprint **coordinator** continues in the central role of organizing and managing the policy adaptation process. The Blueprint **advocate** continues as the primary link to ensure guidance from community-based advocates and victims/survivors. Blueprint **organizers and key champions** may become involved if areas of disagreement surface that are difficult to resolve. A Blueprint coordinator and team can also seek outside technical help, such as that provided or organized by Praxis International.

TASKS & TOOLS

Policy writing groups rely on reports from the assessment to identify specific changes. The extensive Blueprint policy and protocol templates support and expand upon the essential elements. Agencies can elect to use the policy templates largely as-is or fit the Blueprint elements into the agency's policy format, as long as the content does not contradict the essential elements and foundational principles. Published as *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes*, the templates have a common structure: a framework statement that provides an overview of key aspects and rationale for agency and practitioner roles, followed by one or more policies and related protocols and supplemental material such as training memos, checklists, and other background relevant to the agency's response. Again, agencies are free to use the templates as-is or to adapt them to local conditions, within the overall framework of Blueprint principles and essential elements. In **Phase 1** the coordinator will have determined the specific policy approval process for each agency and incorporated needed steps and timelines into the overall Blueprint plan.

Tools introduced in the first two phases continue to support the overall coordination of the adaptation process, such as the tracking checklist, timeline, strategies to move forward, reporting and documentation tools, and community consultation guidelines. The Essential Elements Annotated (**Appendix 10**) and Research that Supports the Blueprint (**Appendix 8**) are particularly useful in **Phase 3** to address confusion or disagreement about policy language and why specific elements are included or worded in a specific way.

The Blueprint coordinator and team members continue to utilize many tools introduced in previous **Phases 1** and **2**. The primary **Phase 3** tools include:

- Summary of policy and practice assessment findings for each agency, utilizing the notes and documentation tool.
- Blueprint policy templates and related supplemental material and training memos located at http://www.praxisinternational.org/bp_materials.aspx.

The templates are published as *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes*.

PHASE 3: ADAPT POLICY & ADJUST PRACTICE

Key Tasks	Key Tools	Key People
1. Use small, agency-specific work groups (e.g., 911, patrol response, prosecution, etc.) to develop local adaptations to the Blueprint policies and protocols.	<input type="checkbox"/> 17. <i>Policy Adaptation Phases</i> <input type="checkbox"/> 19. <i>Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i> <input type="checkbox"/> 20. <i>Blueprint Adaptation Tasks and Timeline</i>	Coordinator Advocate Adaptation team Policy-writing work groups
2. Use results of the practice assessment to identify policy revisions and additions to current practice.	<input type="checkbox"/> 22-7. <i>Policy and Practice Assessment Guide: Notes and Documentation Tool</i> <input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements – Annotated</i> <input type="checkbox"/> 19. <i>Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i>	Coordinator Advocate Agency liaisons Policy-writing work groups
a. Highlight and discuss questions and concerns; agree on policy changes. b. For areas of continuing disagreement, summarize options and barriers and propose solutions; use the Blueprint Essential Elements Annotated as a reference; seek outside technical assistance as needed.		

Key Tasks	Key Tools	Key People
3. Adapt from Blueprint policy templates to incorporate essential elements, with adjustments to reflect local conditions and laws.	<input type="checkbox"/> Templates and supporting material published as <i>The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes</i> ⁷ <input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements – Annotated</i> <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i>	Coordinator Advocate Agency liaisons Policy-writing work groups
4. Present recommended changes to the full Blueprint adaptation team and agency directors for review and feedback.	<input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements – Annotated</i> <input type="checkbox"/> 19. <i>Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i> <input type="checkbox"/> 8. <i>Research that Supports the Blueprint for Safety</i>	Coordinator Advocate Agency liaisons Policy-writing work groups Adaptation team
5. Brief criminal legal system agency heads, interagency/CCR group, and other relevant community agencies and organizations on agency-specific changes and the Blueprint collective policy.	<input type="checkbox"/> 22-5. <i>Policy and Practice Assessment Guide: Policy Comparison Worksheets</i> <input type="checkbox"/> 19. <i>Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i> <input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements – Annotated</i>	Coordinator Advocate Agency liaisons Policy-writing work groups Adaptation team Organizers and

⁷ Available online http://www.praxisinternational.org/bp_materials.aspx

Key Tasks	Key Tools	Key People
	<input type="checkbox"/> <i>8. Research that Supports the Blueprint for Safety</i>	champions
6. Assist agency directors in the process of accepting or modifying the recommended language changes to Blueprint policies, protocols, and memos.	<input type="checkbox"/> <i>10. Blueprint for Safety Essential Elements – Annotated</i> <input type="checkbox"/> <i>8. Research that Supports the Blueprint for Safety</i> <input type="checkbox"/> <i>19. Coordinating the Blueprint: Strategies to Stay Focused and Move Forward</i>	Coordinator Agency liaisons Adaptation team
7. Secure approvals and adopt all Blueprint policies and protocols.	<input type="checkbox"/> Policy draft in each agency's format	Coordinator Agency liaisons Adaptation team Agency heads
8. Document all work group and adaptation team discussions and decisions.	<input type="checkbox"/> <i>18. Adaptation Process and Timeline</i>	Coordinator Policy-writing work groups
9. Keep the experiences of victims of battering visible and central throughout the policy adaptation process.	<input type="checkbox"/> <i>7. Community Consultation in the Blueprint</i> <input type="checkbox"/> <i>11. Foundations of Effective Intervention</i>	Coordinator Advocate Adaptation team
10. Use community consultations to help guide the policy adaptation, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.	<input type="checkbox"/> <i>7. Community Consultation in the Blueprint</i> <input type="checkbox"/> <i>11. Foundations of Effective Intervention</i>	Coordinator Advocate Adaptation team

The Blueprint for Safety Policy Templates & Supplemental Materials

Policy	Supplemental Material
Chapter 1: All Agency Foundations	1A Practitioners' Guide to Risk and Danger in Domestic Violence Cases
	1B Training Memo - Risk and Dangerousness
	1C Training Memo - Intervention with Victims of Battering as Suspects or Defendants
	1D History of Domestic Violence Summary Instructions and Sample
	1E History of Domestic Violence Summary
	1F Justice Involved Military Personnel and Veterans
Chapter 2: 911	2A Protocol 1 - Card 1 Caller Safety Unknown
	2B Protocol 1 - Card 2 Unsafe for Caller to Speak Freely
	2C Protocol 1 - Card 3 Caller Safe to Speak Freely
	2D Protocol 2 - Card 1 Safety Oriented Dispatching
	2E Protocol 4 - Card 1 Call review checklist
	2F Training Memo - Accurate Coding of 911 Domestic Abuse Calls
	2G Training Memo - 911 Attention to Violence
	2H Training Memo - Recognizing Signs of Strangulation
	2I Training Memo - Suspect on the Line
	2J Training Memo - Open-line and interrupted calls
Chapter 3: Law Enforcement	3A Training Memo - Law Enforcement Response to Persons with Disabilities
	3B Training Memo - Gone on Arrival (GOA) Cases
	3C Training Memo - Making the Arrest Decision
	3D Training Memo - Miranda Rights and Domestic Violence Cases
	3E Training Memo - Implications of Crawford and Forfeiture by Wrongdoing

Policy	Supplemental Material
	<p>3F Training Memo - Law Enforcement Response to Strangulation</p> <p>3G Training Memo - Law Enforcement Response to Stalking</p> <p>3H Training Memo - Response to Children in Domestic Violence Related Calls</p> <p>3I Training Memo - How a Defense Attorney Reads a Police Report</p> <p>3J Training Memo - How a Prosecutor Reads a Police Report</p> <p>3K Training Memo - Victim Engagement and the Law Enforcement Response to Domestic Violence</p> <p>3L Domestic Violence Patrol Report Checklist</p> <p>3M Supervising Domestic Violence Investigations - Case Review Checklist</p> <p>3N Supervising Patrol Response to Domestic Violence - Patrol Report Checklist</p> <p>3O Follow Up Investigations and Expanded Attention to Risk</p> <p>3P-Training Memo-Working with Immigrant Victims of Battering</p>
<p>Chapter 4: Sheriff's Office</p>	<p>4A Training Memo - Safety Considerations in the Management of Domestic Violence Cases</p> <p>4B Training Memo - Receiving and Processing Warrants in Domestic Violence Crimes</p>
<p>Chapter 5: Prosecution</p>	<p>5A Training Memo - Implications of Crawford and Davis for Prosecution of Domestic Abuse Cases</p> <p>5B Training Memo - The Implications of Forfeiture by Wrongdoing for Prosecution of Domestic Abuse Cases</p> <p>5C Training Memo - Use of Expert Witnesses in Domestic Violence Cases</p> <p>5D Sample Policy Language - When to Compel a Victim to Testify</p> <p>5E Guide to Bail Setting Conditional Release and Enforcement</p> <p>5F Training Memo - Addressing Uncharged Sexual Abuse in Domestic Abuse Cases</p> <p>5G Framework for Recommending Time to Serve and Length of Probation</p>

Policy	Supplemental Material
	5H Sentencing Guidelines Departure in Domestic Violence Cases
Chapter 6: Victim Witness	6A Training Memo - Victim Impact Statements 6B Training Memo - Responding to Persons with Disabilities 6C Victim Witness Advocacy in Domestic Violence Cases
Chapter 7: Probation and Bail	7A Rehabilitation Program Considerations in Domestic Violence Cases 7B Training Memo - Conditions of Probation 7C Training Memo - Supervised Release in Domestic Violence Cases 7D Firearms Prohibitions 7E Monitoring Conditions of Probation in Domestic Violence Cases 7F Domestic Violence Resources 7G Training Memo - Probation Violation Law 7H Training Memo - Legal Considerations in Probation Violations Based on a New Offense 7I Training Memo - Probation Transfer in Domestic Violence Cases
Chapter 8: The Bench	8A Training Memo - Use of No-Contact Orders in Domestic Violence Criminal Cases 8B Memorandum on Consecutive Sentencing in Domestic Abuse Cases 8C Weekend Post-Arrest Procedures 8D Court Administration in Domestic Violence–Related Cases
Chapter 9: Bibliography	N/A

PHASE 4: IMPLEMENT AND INSTITUTIONALIZE

WHAT

Phase 4 is the process of making the Blueprint real in everyday practice. **Phase 4** helps institutionalize and sustain the Blueprint once the policy adaptations have been approved. Blueprint policies are integrated into each agency's practice via new and revised administrative practices, such as new report formats, checklists, forms, and supervisory review.

An interagency communication strategy is established to share information about risk, history, context, and severity of violence. Agencies participate in events that officially launch the Blueprint as the new way of working together in response



to battering and other domestic violence crimes. Training occurs as needed for individual agencies. Interagency training reinforces the Blueprint as a unified policy and practice. The Blueprint coordinator and adaptation team design a monitoring plan specific to individual agencies and to the collective response. Community-based advocates and law enforcement agencies establish the Blueprint's advocacy-initiated response to victims.

WHO

A Blueprint implementation team and the coordinator have key roles in managing **Phase 4** and ensuring that the collective Blueprint policy is meeting its intended goals and function. The adaptation team transitions to an implementation team that includes the Blueprint coordinator and advocate, a designated Blueprint agency liaison from each criminal legal system agency, and other practitioners, community-based advocates, and representatives from organizations working on behalf of marginalized communities. In most communities, members of the implementation team are likely to have participated in the assessment and adaptation phases. The implementation team convenes ad hoc work groups and invites others to participate as needed. While established in **Phase 4**, the implementation

team continues on to conduct the ongoing monitoring and assessment needed to maintain the Blueprint into the future. Agency supervisors, some of whom may have involved in earlier phases, work the coordinator and agency liaisons to become familiar with their role in monitoring the new Blueprint policy and practice.

TASKS & TOOLS

The Blueprint coordinator sets the stage for implementation from the beginning of the process, back in **Phase 1**, by determining each agency's policy and training development process and incorporating any necessary steps and due dates into the overall plan. An implementation plan template guides the Blueprint coordinator, agency liaisons, and designated work groups through the key steps. The monitoring chart provides a foundation for identifying key activities and establishing a timeline for instituting both internal and interagency monitoring. The coordinator and implementation team continue to utilize tools introduced in the previous phases, such as the agency tracking checklist, timeline, strategies to move forward, and community consultation guidelines.

The Blueprint coordinator and team members continue to utilize many tools introduced in previous phases. New **Phase 4** tools (listed by Appendix number) include:

- *23. Blueprint Implementation Team: Role and Activities*
- *24. Launch and Interagency Training Planning Checklist*
- *25. Presentation Template Launch & Interagency Training*
- *26. Agency Implementation Plan Template*
- *27. Blueprint Monitoring – Key Activities Grid*
- *28. Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities*
- *30. Agency Training Slide Presentation Template: 911*
- *31. Agency Training Slide Presentation Template: Patrol*

PHASE 4: IMPLEMENT & INSTITUTIONALIZE

Key Tasks	Key Tools [Appendix]	Key People
1. Transition the adaptation team to an implementation team that will put the local Blueprint into practice.	<input type="checkbox"/> 23. <i>Blueprint Implementation Team: Role and Activities</i>	Coordinator Agency liaisons
2. Plan and initiate the administrative practices necessary to implement Blueprint policy, such as new documentation procedures, forms, checklists, database revisions, etc.	<input type="checkbox"/> 26. <i>Agency Implementation Plan Template</i> <input type="checkbox"/> Templates and supporting material published as <i>The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes</i> ⁸	Coordinator Implementation team Agency liaisons Ad hoc work groups
3. Promote a Blueprint-informed Advocacy-Initiated Response.	<input type="checkbox"/> 14. <i>Blueprint Advocate Role, Responsibilities and Skills (Attachment 2: Overview of Advocacy-Initiated Response in Phase 1 Tools)</i>	Coordinator Advocate Agency liaisons Implementation team
4. Launch the Blueprint with specific events that announce the implementation and convey the meaning and intent of the Blueprint (i.e., what the Blueprint will address and how).	<input type="checkbox"/> 24. <i>Launch and Interagency Planning Checklist</i> <input type="checkbox"/> 25. <i>Presentation Launch & Interagency Training Slide</i>	Coordinator Advocate Implementation team Blueprint champions

⁸ http://www.praxisinternational.org/bp_materials.aspx

Key Tasks	Key Tools [Appendix]	Key People
5. Conduct training: (1) internal and (2) interagency.	<input type="checkbox"/> 24. <i>Launch and Interagency Planning Checklist</i>	Coordinator
	<input type="checkbox"/> 25. <i>Presentation Launch & Interagency Training Slide</i>	Advocate
	<input type="checkbox"/> 26. <i>Agency Implementation Plan Template</i>	Implementation team
	<input type="checkbox"/> 30. and 31. <i>Agency Training Slide Presentations: Samples for 911 and Patrol</i>	Agency liaisons and directors Blueprint champions
6. Design monitoring activities: (1) internal and (2) interagency.	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i>	Coordinator
	<input type="checkbox"/> 28. <i>Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities</i>	Advocate
		Implementation team
		Agency liaisons Agency supervisors
7. Ensure that the Blueprint is “institutionalized” (i.e., integrated into agency policy, protocol, & practice; personnel trained and supervised).	<input type="checkbox"/> Agencies’ adapted policies	Coordinator
	<input type="checkbox"/> 26. <i>Agency Implementation Plan Template</i>	Advocate
	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i>	Implementation team
	<input type="checkbox"/> 28. <i>Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities</i>	Agency liaisons Agency supervisors Agency directors

- | | | |
|--|---|---------------------|
| 8. Keep the experiences of victims of battering visible and central throughout the implementation processes. | <input type="checkbox"/> 7. <i>Community Consultation in the Blueprint for Safety</i> | Coordinator |
| | | Advocate |
| | <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i> | Implementation team |

- | | | |
|---|--|---------------------|
| 9. Use community consultations to help guide the implementation, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system. | <input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i> | Coordinator |
| | | Advocate |
| | <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i> | Implementation team |

PHASE 5: MONITOR AND REVISE

WHAT

The Blueprint for Safety is meant to be a dynamic, active response to battering, not a document that sits on a shelf. Once the initial adaptation is complete and the new policies and practice are set in motion, monitoring and revising the Blueprint positions a community to sustain this new way of working together and solving problems. **Phase 5** links directly back to the early steps in building an identity as a



Blueprint and forming the adaptation team. The Blueprint coordinator, advocate, and champions—agency, practitioner, and community champions—all have a role in keeping the Blueprint true to its principles, goals, and practice. **Phase 5** solidifies the data gathering and assessment that helps maintain the Blueprint over time. The ongoing

work of the Blueprint involves regular reviews of agency practice and attentiveness to potential disparities of impact and unintended consequences. **Phase 5** is anchored in the key role that community-based advocacy and community consultation have in keeping victims of battering visible and central to the criminal legal system's intervention.

Internal monitoring activities address practitioner compliance with policies and administrative practice. Interagency monitoring activities reinforce the Blueprint as a collective policy. The goals of ongoing monitoring are to:

- Ensure that practitioners are carrying out Blueprint policy and practice as designed and intended.
- Ensure that the planned interagency information sharing, cooperation, and accountability measures have been implemented.

- Identify problems unforeseen in the Blueprint design or implementation and correct them.
- Identify and correct any unintended negative outcomes and disparate impact of Blueprint policy and practice.

In essence, **Phase 5** poses this question: “We said we were going to do X, Y, and Z with the Blueprint for Safety. Are we doing this? If not, why not? What needs to change?”

WHO

The full range of people and partnerships that have developed over the course of adapting the Blueprint continue to be involved, from the champions to the individuals who serve on the implementation team and ad hoc work groups. The Blueprint coordinator continues to have a pivotal role in the day-to-day oversight of the Blueprint. Agency liaisons help the implementation team secure the necessary data and implement the monitoring plan. Agency supervisors monitor internal policy and practice and contribute to ongoing interagency reviews. Ad hoc groups are convened as needed to participate in monitoring and assessment activities. The Blueprint advocate provides a bridge between community-based advocates and criminal legal system agencies as they implement the advocacy-initiated response. The coordinator, advocate, and the organizations and individuals participating in community consultation help keep the experiences of victims of battering visible and central to the Blueprint. The coordinator, advocate, and implementation team prepare an annual “state of the Blueprint” report to update the community on the impact of the Blueprint as a unified, collective policy.

TASKS & TOOLS

The Blueprint coordinator and implementation team continue to use tools introduced throughout the entire adaptation process to track progress and assess and identify problems. While a Blueprint community with an active monitoring plan in place would rarely, if ever, conduct a full 911-through-sentencing policy and practice assessment, it will use the assessment tools as needed—and case review, in particular—to determine how the Blueprint is working and to identify any implementation problems. Internal monitoring by agency supervisors provides ongoing quality control and identifies needed corrections or problems that warrant further attention in the interagency review. Ad hoc groups are convened as needed to study a specific problem, revise policy language, or change an administrative practice, with information going back to the coordinator to keep track of issues and changes as they emerge. Ongoing agency training returns to and expands upon core Blueprint practices, such as documenting and communicating information about risk and danger, strengthening witness interviews and officers’ direct observations, making more use of undercharged crimes such as witness tampering, improving the investigation of charging of suspects who have left the scene, and using more thorough self-defense and predominant aggressor determinations to minimize arrest and charging of victims of battering. Community consultation continues as a key tool for keeping the experiences of battered women visible and addressing disparity for victims of battering from communities that are

overrepresented and/or underserved in the criminal legal system. The essential elements provide a steady point of reference for examining policy and practice. The coordinator continues to use such tools as the agency tracking system and strategies to stay focused to help manage the day-to-day monitoring and interagency response. The coordinator and implementation team prepare an annual “state of the Blueprint” report to update the community on the impact of the Blueprint for Safety as a unified policy and practice.

The new tool in **Phase 5** is the Interagency Accountability Check (**Appendix 29**), which defines five dimensions of accountability and provides a template for tracking agency successes and gaps in meeting them.

PHASE 5: MONITOR & REVISE

Key Tasks	Key Tools [Appendix]	Key People
1. Establish a calendar and tracking system for agency data collection, monitoring activities, and anticipated reports.	<input type="checkbox"/> 18. <i>Adaptation Process and Timeline</i> <input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i>	Coordinator Agency liaisons
2. Evaluate whether and how essential elements and features of the Blueprint are working.	<input type="checkbox"/> 10. <i>Blueprint for Safety Essential Elements Annotated</i> <input type="checkbox"/> 22. <i>Policy and Practice Assessment Guide</i> <input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 28. <i>Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities</i>	Coordinator Advocate Agency liaisons Agency supervisors Implementation team
a. Implement ongoing monitoring activities: (1) internal and (2) interagency. b. Form small interagency work groups to review cases or conduct other practice assessment as needed to determine how agency practitioners are following new policies and practices.		
3. Evaluate the extent to which agencies are working together on shared tasks, such as an interagency case review and other monitoring.	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i>	Coordinator Implementation team

Key Tasks	Key Tools [Appendix]	Key People
4. Collect statistical data for domestic violence-related crimes, including 911 calls, arrests, crimes charged, disposition, sentencing, and demographics.	<input type="checkbox"/> 22-3. <i>Policy and Practice Assessment Guide: Data-Gathering Template</i>	Coordinator Agency liaisons
5. Conduct annual focus groups and other consultation with victims/survivors to learn about their experiences with the implemented policies and practice.	<input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i>	Coordinator Advocate Implementation team
6. Include agency directors, liaisons, and supervisors in addressing low or incorrect compliance with Blueprint policies and practice.	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 28. <i>Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i>	Coordinator Agency liaisons Agency supervisors Agency directors
7. Present an annual report on Blueprint implementation internally to administrators (internal monitoring) <u>and</u> to the Blueprint implementation team (interagency monitoring).	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 28. <i>Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i>	Coordinator Agency liaisons Agency supervisors Implementation team

8. Assess for unintended harmful consequences and disparity of impact and adapt Blueprint policies and practice to address.	<input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i> <input type="checkbox"/> 22. <i>Policy and Practice Assessment Guide</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i>	Coordinator Advocate Implementation team
9. Adapt Blueprint policies and practice as needed to address unforeseen and new problems.	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i> <input type="checkbox"/> 10. <i>Essential Elements Annotated</i>	Coordinator Agency liaisons Implementation team
10. Update the community on the impact of the Blueprint collective policy, with specific attention to community-based organizations that regularly work with battered women and those representing marginalized communities.	<input type="checkbox"/> 27. <i>Blueprint Monitoring – Key Activities Grid</i> <input type="checkbox"/> 29. <i>Interagency Accountability Check</i>	Coordinator Advocate Implementation team
11. Keep the experiences of battered women visible and central throughout the monitoring process via ongoing community consultation.	<input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i> <input type="checkbox"/> 11. <i>Foundations of effective intervention</i>	Coordinator Advocate Implementation team
12. Utilize community consultations to help guide the monitoring, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.	<input type="checkbox"/> 7. <i>Community Consultation in the Blueprint</i> <input type="checkbox"/> 11. <i>Foundations of Effective Intervention</i>	Coordinator Advocate Implementation team

PRINCIPLES AND COMPLEX REALITIES

Principle 2: Recognize that most domestic violence is patterned crime requiring continuing engagement with victims and offenders.

Principle 6: Act in ways that reduce unintended consequences and the disparity of impact on victims and offenders.

Reliance on the criminal legal system to address violence against women has been subject to much debate over the past thirty years, a vigorous debate that continues today.⁹ The Blueprint for Safety enters this debate by acknowledging and trying to address three complex realities: (1) the deep and pervasive harm of violence against women, (2) the deep and pervasive harm of mass incarceration and



its impact on marginalized communities, and (3) the ways in which victims of battering are routinely caught up in the criminal legal system. The criminal legal system becomes involved in battered women's lives when they reach to it for help; when a family member, friend, or neighbor intervenes; or when women are entrapped or criminalized by their circumstances and survival strategies.

The Blueprint is not a way to force everyone to use the criminal legal system. It endeavors to make that system work in as protective and least harmful and oppressive way as possible for victims of battering

⁹ For example, see *Safety and Justice for All: Examining the Relationship between the Women's Antiviolence Movement and the Criminal Legal System*, MS. Foundation for Women, 2003, based on meeting report by Shamita Das Dasgupta and summary by Patricia Eng; access at http://files.praxisinternational.org/safety_justice.pdf. Also, the positions and publications of INCITE! Access at <http://www.incite-national.org/home>.

who seek it out and for those who are drawn into it. To make that system work in as protective and least oppressive way as possible requires direct attention to issues of disparity.

PROBLEMS OF IMMENSE SCOPE AND IMPACT

“... A woman called [Police Department] to report a domestic disturbance. By the time the police arrived, the woman’s boyfriend had left. The police looked through the house and saw indications that the boyfriend lived there. When the woman told police that only she and her brother were listed on the home’s occupancy permit, the officer placed the woman under arrest for the permit violation and she was jailed. In another instance, after a woman called police to report a domestic disturbance and was given a summons for an occupancy permit violation, she said, according to the officer’s report, that she “hated the [Police Department] and will never call again, even if she is being killed.”¹⁰

Susan and her boyfriend, Robert, are a young African American couple. Both are twenty years old; they live together with their six-month-old daughter, June. Susan has an early morning shift at a coffee shop and Robert recently started night classes to become a medical technician. Two months ago, neighbors called police when they heard Susan screaming. Robert was arrested for misdemeanor assault, even though Susan asked that they not arrest him. She told police that she had screamed at Robert after he had slapped her and broken several plates and that she also slapped him back. He had hit her a couple of times after they first got together, she told police, but this was the first time in over a year. Robert was booked into the jail for two days until his brother could pay the bail. He was released and ordered to have no contact with Susan. Susan missed two days of work when Robert was in jail because there was no one to

DISPARITY OF IMPACT

Exists when the proportion of a specific group within the control of the criminal legal system is greater than its proportion in the general population or when criminal legal system intervention has a more negative impact on a specific group. The group may reflect a particular characteristic or, more likely, reflect the intersectionality of different aspects of identity, such as race, ethnicity, class, gender, sexual orientation, age, poverty, ability, health status. Harmful disparity may result from overt bias or it may reflect unintended consequences, such as policy or practice that appears identity-neutral but that has a different impact on specific groups and communities.

¹⁰ U.S. Department of Justice, *Investigation of the Ferguson Police Department*, p. 81. Released March 4, 2015. Access at: http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

care for June. When Robert called to apologize, she asked him to return home. Ten days later, while giving her a ride to work, Robert is stopped for having expired plates. Because there is a no-contact order, Robert is arrested, his car impounded, and Susan and their daughter are left at a bus stop. Robert is charged with a gross misdemeanor for violating the no-contact order, in addition to the original assault charge. He's released and again ordered to have no contact with Susan. Now he has no car or money to pay the impound fee and get his car back; the fee grows by forty dollars a day. Susan has no one to care for June. Her boss asks her to get back on her usual shift or quit. Robert has missed several days of classes and a major test. Neither of them can get to work or school without traveling by bus for over an hour each way, but Susan could take the first bus at 4:30 am if Robert was there for June. If Robert returns home, however, he risks being charged with a felony for violating the no-contact order a second time.

Such stories raise our opening questions: *How are we intervening... Does our response make people safer? Are we reaching those who are most dangerous and cause the most harm? What messages are we sending and reinforcing? Are we paying attention to how our intervention impacts victims of battering and the community?*

The Blueprint for Safety has emerged during a time of widespread national discussion about racial and class disparities in the criminal legal system. Many activists, communities, and public officials are examining how to address the broad and costly impact of a process that incarcerates the highest number of people in the world, feeds a prison system of unprecedented size, and brings millions of people under an often lifetime sentence of restricted access to housing, employment, education, and voting rights.¹¹ Incarceration rates for Black, Latino, and Native American peoples are hugely disproportionate to their populations.¹² This “mass incarceration” comes at a high cost: 70 billion dollars each year to incarcerate 2.2 million people, plus 65 million adults (approximately one in four) with a criminal record and its collateral consequences.¹³

¹¹ The United States has less than 5% of the world's population but over 23% of the world's incarcerated people. It imprisons the most women in the world. Crime rates do not account for the high incarceration rates. See *US Rates of Incarceration: A Global Perspective*, Christopher Harvey, National Council on Crime and Delinquency, November 2006. Access at http://www.nccdglobal.org/sites/default/files/publication_pdf/factsheet-us-incarceration.pdf. See also: *Mass Incarceration: The Whole Pie*, Prison Policy Initiative Briefing, March 12, 2014. Access at <http://www.prisonpolicy.org/reports/pie.html>.

¹² See *Breaking Down Mass Incarceration in the 2010 Census: State-by-State Incarceration Rates by Race/Ethnicity*, Leah Sakala, Prison Policy Initiative, May 28, 2014. Access at <http://www.prisonpolicy.org/reports/rates.html>.

¹³ *Criminal Justice in the 21st Century: Eliminating Racial and Ethnic Disparities in the Criminal Justice System*, Conference Report by Tanya E. Coke, National Association of Criminal Defense Lawyers, 2013. For a discussion of

Never before have so many been arrested for so little... Despite the minor nature of most offenses processed through the system, a large number of defendants will be too poor to post bail, will plead guilty to time served to get out of jail, and then will suffer one or more of the collateral consequences of criminal conviction: deportation from the United States, the inability to get or keep a job, the loss of housing, student loan disqualification, and/or the denial of the right to vote.¹⁴

Women who are being or have been battered experience this complex, troubled system in many different ways. Their experiences are shaped by different social realities and intersections of race, ethnicity, class, age, immigration status, gender, sexual orientation, ability, community, history, oppression, privilege, and many other aspects of culture and identity.

Women are disproportionately impacted by intimate partner violence, rape, and stalking. Many experience high lifetime rates of severe violence and the violence contributes to or causes unemployment, homelessness, and loss of their children. Violence against women and girls also

UNINTENDED CONSEQUENCES

Reforms to institutional policy and practice that are meant to increase safety and well-being for victims of battering, that instead jeopardize safety and well-being and contribute to disparity of impact.

Unintended consequences may affect a broad range of victims of battering or fall more heavily on a specific group or community.

increases the risk of arrest and incarceration, particularly for women of color and poor women. Criminalization of women's survival strategies and entrapment into crime by their abusive partners and by gender, race, and class oppression are paths to incarceration. Once criminalized and under correctional control, women face state "enforcement violence" through coercive laws and policies.¹⁵ The consequences of enforcement violence, in turn, often lead to unemployment, homelessness, and

mass incarceration, see *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*, Michelle Alexander, The New Press, 2010.

¹⁴ New York State Supreme Court Justice Marcy Friedman, *Criminal Justice in the 21st Century*, p. 8.

¹⁵ See *Women's Experiences of Abuse as a Risk Factor for Incarceration*, Mary E. Gilfus, VAWNet Applied Research Forum, December 2002. Access at http://www.vawnet.org/applied-research-papers/print-document.php?doc_id=412. Gilfus references the following researchers: Meda Chesney-Lind and Noelle Rodriguez (criminalization of survival strategies), Beth E. Richie (gender entrapment), and Anannya Bhattacharjee (enforcement violence).

loss of their children.

The United States imprisons more women than any country in the world and most of those women are survivors of violence. Over a million women are in the correctional population.¹⁶ Between 1980 and 2010, the rate of growth of women in prison exceeded the rate of increase for men (646% to 419%). While incarceration rates overall have declined somewhat since 2008, the rate of women's incarceration continues to outpace the rate for men.¹⁷

Most women in the correctional system have histories of being abused, either as a child and/or as an adult. Estimates of prior abuse range from 55% to as high as 95%. Lower estimates reflect general screening questions while more in-depth studies with expanded measures of abuse report that nearly all girls and women in prison have experienced physical and sexual abuse throughout their lives.¹⁸ Severe physical or sexual violence by an intimate partner is an overwhelmingly common experience of incarcerated women: 75% to 93% of women who report prior abuse have been abused by an intimate partner.¹⁹

Women in the correctional system are disproportionately women of color. While the rate at which African American women are incarcerated in comparison to white women and Latinas has dropped in the past ten years, African American women still represent over 30% of incarcerated women and Latinas represent roughly 17%.²⁰ While the downward trend for African American women is encouraging, as one

¹⁶ Lauren E. Glaze and Danielle Kaeble, *Correctional Populations in the United States, 2013*. U.S. Department of Justice, Bureau of Justice Statistics, December 2014. The correctional population includes those on probation or parole, in state or federal prison, or in local jail.

¹⁷ Marc Mauer, *The Changing Racial Dynamics of Women's Incarceration*, The Sentencing Project, February 2013. Access at http://sentencingproject.org/doc/publications/rd_Changing%20Racial%20Dynamics%202013.pdf.

¹⁸ For a review of research studies, see Gilfus, *Women's Experiences of Abuse as a Risk Factor for Incarceration* (at note 15).

¹⁹ Studies cited in *About Survivors in Prison*, fact sheet published by Domestic Violence Survivors' Justice Act, <http://dvsja.org/about-survivors-in-prison/>.

²⁰ Mauer, *Changing Racial Dynamics*. "Changes during the decade were most pronounced among women, with black women experiencing a decline of 30.7% in their rate of incarceration, white women a 47.1% rise, and Hispanic women a 23.3% rise" (p. 7-8).

commentator put it, “I don’t want to just exchange women of color for poor white women.”²¹ Data on rates of incarceration for Native women is less accessible but rates for Native women have been rising—often greater than rates for Native men—and vastly outpace those for whites. For example, in South Dakota Native peoples are 10% of the population but Native women make up 35% of prison inmates; in Montana, Native peoples are 6.8% of the population but 29.6% of women prisoners.²²

To repeat, the Blueprint for Safety faces three complex realities as it seeks to change the criminal legal system response to battering: (1) the deep and pervasive harm of violence against women, (2) the deep and pervasive harm of mass incarceration and its impact on marginalized communities, and (3) the ways in which victims of battering are routinely caught up in the criminal legal system. The realities are interconnected.

- Mass incarceration and the hyper-surveillance of the criminal legal system in marginalized communities is a barrier to engagement. Victims of battering who feel “over-policed and under-protected” in their communities and daily lives are unlikely to see the police and other representatives of the criminal system as a trusted source of help.²³
- Battered women can become even more isolated in an environment of mass incarceration and over-policing as they are pushed to choose between their individual well-being and safety and the increasing devastation to their families and communities by the immediate and collateral consequences of incarceration.
- Violence against women—and battering, specifically—is a pathway to incarceration and state control for millions of women, a pathway that has opened even wider with the well-intended reforms of mandatory arrest and prosecution for domestic violence-related crimes.

²¹ Glenn Martin, Fortune Society, cited in “Race, Women and Prison,” Graham Kates, *The Crime Report*, February 28, 2013. Access at <http://www.thecrimereport.org/news/inside-criminal-justice/2013-02-race-women-and-prison>

²² Frank Smith, *Incarceration of Native Americans and Private Prisons*, access at <http://lenapeprograms.info/socio-political-issues-2/prisoners/>.

²³ For example, see the papers published in conjunction with the 2012 UCLA Law Review Symposium, “Overpoliced and Underprotected: Women, Race, and Criminalization.” Access at <https://maximinlaw.wordpress.com/2012/09/02/symposium-articles-published-ucla-law-review-overpoliced-and-underprotected-women-race-and-criminalization/>. See also, Donna Coker, et al., *Why Opposing Hyper-Incarceration Should be Central to the Work of the Anti-Domestic Violence Movement*, University of Miami Race & Social Justice Law Review, 2015. Access at <http://repository.law.miami.edu/umrsjlr/vol5/iss2/30/>.

How does a Blueprint community address these complex realities? How does the focused, interagency collective policy prescribed by the Blueprint for Safety make meaningful change in the face of these realities? How does a community make two of the Blueprint's most distinctive principles real?

QUESTIONS AND LESSONS

The Blueprint for Safety begins to embody its principles and address these complex realities in part by asking many questions. Some of these questions focus narrowly on a specific practice or aspect of intervention; others are broader and more philosophical in nature.

To address and ultimately reduce harmful interventions and disparity of impact is challenging, arduous, and essential work. Few CCRs have been positioned to initiate and sustain an examination and response to disparity in their communities. The CCR idea and practice has been largely dominated by a criminal legal system orientation that has more or less accepted business as usual, even sometimes framing its role as “getting the bad guys.” For many victims of battering in marginalized, underserved and over-scrutinized communities, interventions based on accepting the system as-is have not contributed to safety, well-being, or accountability.

The Blueprint is distinctive in defining action to reduce harmful intervention and disparity as an essential function of a coordinated response to battering. That work begins by posing the questions to be answered, both as suggested below and as specific to each community. Lessons from the early Blueprint adapters—the demonstration communities and St. Paul—point the way to strategies that move this critical work forward.

In its structure and organization, the Blueprint requires a commitment by community-based advocates and allies in the criminal legal system to “stay at the table” as they identify problems and explore solutions. It is difficult to take varied viewpoints about complex issues—particularly when related to race, gender, class, and other disparities—and secure agreement on a direction to take, let alone agree on specific policy and practice changes. It is difficult to challenge long-standing practice.

Among the more specific questions that a Blueprint community must ask:

- How do practitioners sort out battering from other kinds of domestic violence? How can they use the Blueprint risk questions a path to identify battering and find out more clearly who is most dangerous to whom?
- Are there ways in which 911 is used as a resource by the community that inadvertently contributes to disparity?
- What is the impact of poor guidance on how to make sound self-defense determinations and how to assess for predominant aggressor when warranted?

- What domestic violence-related crimes should be enhanced? What is the impact of expanding the category of felony crimes related to domestic violence?
- Should prosecution diversion be reconsidered as an option in domestic violence-related crimes? Under what conditions and with what safeguards?
- What is the impact of the following kinds of laws and practices in relation to engagement and to a fair and just response: mandatory minimum sentencing, penalty/sentencing enhancements, mandatory arrest, and mandatory no-contact orders?
- How might options and costs related to electronic monitoring—or lack of options—contribute to disparity of impact?
- How can sanctions account for people’s economic circumstances (i.e., fees, fines, forfeitures and conditions under which they are leveled and multiplied)?
- At each step in the system, do people receive clear information about what is expected of them? Is there confirmation that people in fact understand what is expected? Are supports and resources in place to support their success in meeting what’s expected?
- In what ways might probation sanctions for technical violations (i.e., unrelated to a new assault or crime) contribute to disparity of impact?
- Should there be any kind of way to expunge criminal records in domestic violence-related convictions? If so, under what circumstances?

Among the broader questions:

- How do we keep women and children safe and yet hold batterers accountable without necessarily seeking longer, more punitive sentences as the response?
- How do we meet the needs of victims without eroding judicial fairness and the due process protections of accused persons?
- Who belongs in jail and when? Who does not belong in jail?
- What is the multiplier effect of intensive policing and poverty? Which communities reflect the greatest disparity in rates of incarceration and state control?
- What are effective alternatives for women and children’s safety within the criminal legal system?

- What discretion should exist for practitioners at each phase in the criminal legal system process?
- Would reducing the role of law enforcement provide a convenient excuse for some law enforcement officials to return to a response where victims of battering were largely ignored or discounted?
- How might we build a framework of community safety outside of criminal legal system? Should the criminal legal system become the diversionary program, the secondary option? If so, how?
- What are the right interventions to maximize safety and accountability while minimizing unintended harm and disparity?
- How can we put the intersection of poverty and race at the forefront of discussions and policy-making rather than treat it as an afterthought?

ENGAGEMENT

To be engaged is to be active in seeking a meaningful relationship that is characterized by respect and thoughtfulness. Engagement requires openness to and awareness of peoples' unique identities and histories. In the context of the Blueprint for Safety, to be engaged means using practitioners' extended contacts with those experiencing the harm caused by battering and those responsible for the harm to build meaningful relationships over time. Such relationships reinforces messages of help and accountability and opportunities to change.

BUT . . . We can hear you wonder: how can it be helpful in an adaptation guide to pose so many questions? A guide should have the answers, right?

Not every question can be asked and answered at once. Initial answers might prove misguided when actually implemented or upon closer attention to unintended consequences. Nonetheless, the experiences of the early Blueprint adapters suggest effective strategies to accomplish both the mechanics of working together and the kinds of change that contribute to reducing harmful consequences and disparity. For example, the following discussion of strategies illustrates how two Blueprint communities have investigated disparities related to the arrests of victims of battering and the impact of mandatory universal no-contact orders.

The Blueprint for Safety is a dynamic approach and process to shaping the criminal legal system's response to battering. It is not a one-time event or document to place on a shelf. The Blueprint is very much a work in progress. As it is adapted and practiced by more communities, broader implementation will produce new insights and answers on how the criminal legal system can best engage with those impacted by battering and intervene in ways that are protective and effective while reducing unintended consequences and disparity of impact. Domestic violence-related crimes are a significant

part of the business of the criminal legal system. As the Blueprint principles shape actions in that system they have the potential to reduce broader institutional harm and disparity.

STRATEGIES

On their own, Blueprint organizers and leaders are poorly positioned to tackle the deep-seated, structural factors that contribute to overall disparity—such as poverty and a highly racialized society. The overwhelming scope of the problem can make any effort appear impossible. Within the sphere of domestic violence-related crimes, however, a Blueprint community can investigate and make concrete changes in the response that help avoid harmful consequences and help reduce aspects of disparity.

Strategies will evolve as more communities implement the Blueprint and contribute their experiences. Again, the Blueprint is meant to be a “living” application of principles and practice. Its various tools and templates, such as those presented in this guide, will be revised to reflect new knowledge about how to best discover, talk about, and address the complex issues of disparity. In the meantime, the available tools help a Blueprint community conduct focused and effective inquiries into aspects of disparity and produce concrete recommendations for change.

TOOL BOX

This adaptation guide itself is a primary tool via its organization of planning, implementation, and monitoring activities, all of which keep the Blueprint principles in focus. In addition, the following specific approaches and strategies help keep the Blueprint attentive to disparity.

- Use the practice assessment tools and process to identify possible areas of disparity and harmful intervention. Key assessment tools include:
 - Basic data collection about the number and disposition of cases, broken down by gender, race, ethnicity, and other characteristics
 - Mapping each step of criminal case processing and examining how disparity might be introduced or magnified
 - Consultation with victims/survivors and community members—via interviews and discussion groups, among other strategies—including advocates working with specific populations, to identify problems related to unintended consequences and disparity
 - Analysis of forms that direct practitioners to take certain actions (e.g., domestic violence supplement form or bail screening checklist) and the case records that convey the official accounts of cases (e.g., police reports or prosecution files).

- In all Blueprint phases, include meaningful representation (i.e., more than one or two individuals expected to represent an entire community) from communities most affected by likely problem(s) of disparity.
- Build a knowledge base about the nature of disparity within the larger community and the criminal legal system, with attention to the histories and distinctive experiences of people most impacted.
- Use the following questions to shape the exploration of a possible disparity:
 - What is the nature of the disparity and how did it come about?
 - Who does the disparity impact and in what ways?
 - What information is needed in order to define and explore this issue?
 - Are there laws that affect the disparity?
 - Are there policies or procedures that affect the disparity?
 - Are there linkages between intervening agencies—or lack thereof—that affect the disparity?
 - Are there Blueprint principles that are not being fully incorporated into a community's practice that affect the disparity (e.g., incorporation of risk and danger or recognition that risk change can change over time and the response may need to be modified)?

Case Study: New Orleans

The New Orleans Blueprint demonstration site analyzed police arrest data and discovered that African American women had the highest rate of arrest among women charged with domestic violence, while also being the most likely to experience intimate partner violence. It began to examine how criminal justice policies and procedures might have a disparate impact on African American women arrested on domestic violence charges.

New Orleans conducted a literature review, analyzed police reports, held advocate and survivor focus groups, and established a community-based Disparate Impact Strategic Planning Committee—known as the disparity impact committee—to guide the Blueprint. The disparate impact committee is grounded in the critical expertise of community members with years of experience working with African American women in New Orleans. The committee also includes Blueprint coordinators, system practitioners, and a university-based researcher who has initiated an expanded analysis of police patrol reports.

Among the themes and discoveries:

- Persistent stereotypes build what Melissa Harris-Perry calls the “Black women’s crooked room” and influence how they are seen in the world.²⁴ This includes the “Sapphire” or “angry black woman” who is aggressive, strong, and loud: i.e., therefore cannot be a victim. In the police response, such assumptions can prevail in the absence of thorough self-defense and predominant aggressor determinations.
- African American women turn to the police as a last resort when they are fearful for their own or their children’s safety. This contrasts with the “mad day” belief expressed by police officers in mapping activities, interviews, and analysis of reports: i.e., women are out of sorts with their partners and decide to get mad and call the police.
- Trust is a significant element in whether and how women approach or avoid the police and other agencies. When women report helpful interactions with police and others in the system, it is often because there is an individual “gate-keeper” whom they trust and who acts on their behalf. While such a personal response is useful to an individual woman, it is not institutionalized in a way that benefits all victims of battering.

²⁴ Melissa Harris-Perry, *Sister Citizen: Shame, Stereotypes, and Black Women in America*, Yale University Press, 2011. The New Orleans Blueprint sought out the Anna Julia Cooper Project on Gender, Race, and Politics in the South as a community partner. It utilized Harris-Perry’s analysis and conceptual framework for understanding the dominant myths about African American women.

While the disparity work in New Orleans is ongoing, it has already led to policy changes in the New Orleans Police Department’s approach to self-defense and predominant aggressor determinations, stronger attention to and documentation of the context and history of violence, and plans to revise report formats to eliminate the use of standard modus operandi categories (e.g., “broad nose,” “flabby,” “angry”) that can reinforce stereotypes of African American women.

The New Orleans experience has also produced insights into strategies for organizing community focus groups and adapting risk questions to meet diverse literacy and comprehension levels. For example, building relationships with diverse community-based advocacy organizations—beyond those typically identified as working with victims of domestic violence—was critical to reaching a broader range of participants, particularly those who were reluctant to turn to the police for help. In New Orleans, those relationships included organizations whose primary advocacy focused on issues of poverty, health and wellness, and the lives of marginalized women. The New Orleans analysis also noticed how seemingly neutral elements in Blueprint templates (e.g., document emotional demeanor, physical appearance, and indications of drug or alcohol abuse) can inadvertently reinforce stereotypes of African American women.

Case Study: St. Paul

In St. Paul, the defense bar and probation officers raised concerns that young men of color were disproportionately affected by St. Paul’s application of Minnesota state law permitting courts to issue a pretrial or post-conviction Domestic Abuse No-Contact Order (DANCO). The DANCO is enforceable by warrantless arrest and punishable as a misdemeanor. Subsequent arrests for violating the no-contact order, however, can be enhanced as felony-level crimes. There is the possibility that a defendant can commit a low-level misdemeanor assault, be subject to the terms of a DANCO that the victim of the assault may not want, and subsequently be prosecuted as a felon, even if the victim wants contact and no further violence occurs. The defense and probation raise the concern that DANCO enforcement has a disproportionate impact on young men of color, resulting in felony convictions and potential incarceration for violations of no-contact orders that do not involve new acts of violence.

The St. Paul Blueprint partners—including the community-based advocacy program, practitioners, and technical assistance partner, Praxis International—together with the Domestic Violence Coordinating Council, identified the following key questions to answer in order to establish whether and to what extent the perceived disparity exists and how to address the disparity if it is established:

- How many offenders are ending up with felony convictions when they did not commit more violence? What is their race and age? How many did or did not commit additional violence or pose a serious threat to the victim?
- Are convictions for DANCO violations driven by a goal of increased conviction rates or a goal of increased safety?

- Prosecutors have charging discretion; under what circumstances would the Blueprint recommend that prosecutors not issue an enhanced charge for a DANCO violation?
- Under what circumstances should a prosecutor request a DANCO over the objection of a victim during the pretrial period? Post-conviction? What tool should be used to make this determination?
- Should a victim be able to request cancellation or modification of a DANCO? What process could be created to allow cancellation or modification? What tool would the court use to weigh its decision?
- If a cancellation or modification process is established, are advocates prepared to stand with the judicial decision-maker if a woman gets killed after a DANCO is cancelled or modified as she requested?

Initial steps have included (1) information-gathering focus groups with women who have had DANCOs ordered against their wishes, (2) formation of a work group that will draft a process for victim-directed modification or cancellation of no-contact orders, and (3) revisions to prosecutors' practice so mandatory universal DANCOs are no longer routine. Future steps include (4) case reviews to determine how many offenders are being charged with DANCO violations unrelated to new acts of violence and to examine more closely the risk to victims in such cases, and (5) additional statistical research on felony charges and convictions related to no-contact order violations.

INSIGHTS FROM THE EARLY ADAPTERS

Complex problems are not just more complicated than other problems; they are different in kind... The hallmark of complex problems is that they involve a wide range of factors that interact with one another to generate a constantly shifting set of issues and challenges. As a result, they can be addressed effectively only when an equally wide range of partners, each engaged with different aspects of the issue, work together to adjust and re-adjust how they affect one another through the decisions and actions they take.²⁵

The Blueprint for Safety reflects this essential approach to solving complex problems. It involves a wide range of partners within the criminal legal system, other government agencies, and community-based advocacy organizations. Each partner attends to its own practice and role while working together to “adjust and re-adjust” the Blueprint as a collective policy and practice.

The Blueprint is a design for change within a complex incident-focused system that was never organized to fit the distinct nature of battering, with its pattern of ongoing intimidation, coercion, and violence. The Blueprint is a fully articulated criminal legal system response framed by features that distinguish it from other approaches to intervening in domestic violence-related crimes. In a Blueprint community:

- A framework of foundational principles and essential elements guides intervention.



²⁵ Eric Leviten-Reid, *Comprehensive Strategies for Deep and Durable Outcomes*, Caledon Institute of Social Policy, April 2009.

- Practitioners are organized to identify, document, disseminate, and act upon cases based on risk and danger.
- Reform efforts are grounded in the experiences of victims of violence and organized around principles of victim engagement.
- Attention to recognizing and preventing harmful disparity of impact and unintended consequences is central to a unified response.
- Intra- and interagency monitoring and accountability are built into policy and practice throughout the system.

The Blueprint's early adapters have demonstrated that under certain conditions communities can position themselves to develop the shared philosophy, commitment, and response that characterize the Blueprint's distinct approach to curtailing and eventually eliminating domestic violence. Communities seeking to develop and apply the Blueprint benefit from the experience of St. Paul and the demonstration initiative sites: Duluth, New Orleans, and Memphis/Shelby County. Thanks to their groundbreaking efforts, a community starting now has the foundation of tools and options presented in this guide.

The early adapters have many insights and lessons to share about how to organize and sustain the Blueprint's sweeping approach to changing a complex system. Among the core insights:

- Structure, organization, and skilled coordination are essential from the beginning.
- The Blueprint requires champions at many levels—agency decision-makers and leaders, a coordinator, practitioner partners, advocates, community leaders—working in an environment of respect and trust for one another's role and contributions and a mutual willingness to seek out and respond to problems in the criminal justice system's response to domestic violence crimes.
- Everyone involved needs to see and understand the “essential elements”—the big picture and purpose—how the Blueprint will work at each step and within each agency, and everyone's role in implementing and maintaining it.
- A consistent and repeated message of the Blueprint as a collective policy is critical. It requires a focus on how the various roles, parts, and pieces in the criminal legal system response to battering fit together. Under a collective policy, everyone is always looking at how they are linked and what information is collected and where it goes.
- It is critical to learn the process, approvals, and timelines for each agency's policy writing and training delivery early on in the Blueprint adaptation process.

- Communities vary greatly and local conditions, skills, and circumstances require flexibility in approach and technical assistance related to adaptation and implementation.
- Blueprint coordinators, leaders, and team members need clear guidance on the logistics and mechanics of managing the Blueprint, including what to do, where to start, roles, timelines, strategies for addressing problems, and implementation and monitoring tools.
- Attention to unintended consequences and disparity of impact needs to happen early on. Community consultation must be a key part of Blueprint planning, adaptation, and monitoring.
- Community-based advocacy has a central role in adapting the Blueprint and helping to ensure that it is centered in the voices and experiences of victims/survivors.
- The practice assessment is an important element in adapting the Blueprint and maintaining it over time.

In short, the foundation for implementing and maintaining the Blueprint has to be set early on in how the community prepares, who is involved, and the ways in which the Blueprint is defined and communicated.

APPENDICES

In addition to the appendices to this guide listed below, see the policy templates and supplemental material published in *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes*.

Access at http://www.praxisinternational.org/bp_materials.aspx.

1. *Essential Commitments of a Blueprint Community*
2. *Frequently Asked Questions*
3. *Blueprint for Safety Informational Brochure*
4. *Adapting the Blueprint: Phases & Key Activities*
5. *What Is Distinctive About the Blueprint as an Approach to Domestic Violence Crimes?*
6. *Community Readiness Checklist*
7. *Community Consultation in the Blueprint*
8. *Research that Supports the Blueprint for Safety*
9. *The Blueprint Approach to Risk*
10. *Blueprint for Safety Essential Elements – Annotated*
11. *Foundations of Effective Intervention*
12. *Sample Memorandum of Understanding*
13. *Blueprint Coordinator Role, Responsibilities and Skills*
14. *Blueprint Advocate Role, Responsibilities and Skills*
15. *Blueprint Adaptation Team Role and Activities*
16. *Planning a Blueprint for Safety Proposal*
17. *Policy Adaptation Phases*
18. *Adaptation Process and Timeline*
19. *Coordinating the Blueprint: Strategies to Stay Focused and Move Forward*
20. *Blueprint Adaptation Tasks and Timeline*
21. *Presentation Template: Becoming a Blueprint Community*
22. *Policy and Practice Assessment Guide*

- 23. *Blueprint Implementation Team: Role and Activities*
- 24. *Launch and Interagency Training Planning Checklist*
- 25. *Presentation Template Launch & Interagency Training Slide*
- 26. *Agency Implementation Plan Template*
- 27. *Blueprint Monitoring – Key Activities Grid*
- 28. *Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities*
- 29. *Interagency Accountability Check*
- 30. *Agency Training Slide Presentation Template: 911*
- 31. *Agency Training Slide Presentation Template: Patrol*

ESSENTIAL COMMITMENTS OF A BLUEPRINT FOR SAFETY COMMUNITY

SELF-EXAMINATION AND PROBLEM-SOLVING

The Blueprint is about finding and fixing problems in the criminal legal system response to domestic violence crimes. It provides best-practice templates that articulate how agencies can more effectively aid and protect victims of ongoing abuse, hold offenders accountable, and further the goal of public safety. In a Blueprint community, criminal justice system agencies partner with community-based advocacy to check practices against the Blueprint standards and to identify and solve problems together. Agencies commit to a process of ongoing supervision and monitoring to sustain the Blueprint and adjust to unforeseen or new problems in their response.

BLUEPRINT FOUNDATIONAL PRINCIPLES

Six foundational principles are fundamental to how the Blueprint functions.

1. Adhere to an interagency approach and collective intervention goals.
2. Build attention to context and severity of abuse into each intervention.
3. Recognize that most domestic violence is a patterned crime requiring continuing engagement with victims and offenders.
4. Ensure sure and swift consequences for continued abuse.
5. Send messages of help to victims and messages of accountability to offenders.
6. Act in ways that reduce unintended consequences and the disparity of impact on victims and offenders.

The principles carry the essence of the Blueprint. In a Blueprint community, the major criminal justice agencies agree that the foundational principles will guide the response at each step.

A CENTRAL ROLE FOR COMMUNITY-BASED ADVOCACY IN BLUEPRINT LEADERSHIP AND PARTNERSHIPS

The Blueprint is distinctive in its emphasis on leadership by community-based advocacy organizations with a history of legal systems advocacy to individual victims of battering and experience in improving the legal system response.

The Blueprint calls on advocacy organizations and criminal justice agencies to work together to develop procedures and protocols. It also calls for including and consulting with those in the community who are most impacted by such public policies. Along with practitioner-advocate partnerships, a Blueprint

community engages with a range of community members, from victims and survivors to populations overrepresented and/or underserved in the system, to develop, implement, and monitor Blueprint policies and practice.

Community-based advocacy located in nonprofit, nongovernmental or tribal organizations, such as a local program for battered women, is essential to grounding the Blueprint in the scope and scale of domestic violence and in victims' lives and experiences. One way this can happen is to establish and maintain an advisory group of survivors who can help direct the process of adapting and implementing the Blueprint.

Community-based advocacy provides a setting where victims of battering can speak confidentially, freely, and openly. No one else plays this role, which is distinct from that of the important support provided by victim assistance or legal services within government agencies. Community-based advocacy typically has broader access to victims and survivors, many of whom are fearful of and try to avoid public institutions such as the criminal legal system. Research reinforces the value of the advocacy initiated response reflected in the Blueprint in improving court outcomes in domestic violence-related cases.

This project is supported by Grant No. 2010-TA-AX-K008 awarded by the Office on Violence Against Women, U.S. Department of Justice. The opinions, findings, conclusions and recommendations expressed in this document are those of the author(s) and do not necessarily reflect the views of the U.S. Department of Justice.

BLUEPRINT FOR SAFETY: FREQUENTLY ASKED QUESTIONS

Read below for answers to frequently asked questions about the Blueprint for Safety...

- 1. What is distinctive about the Blueprint?**
- 2. Do we have to have a CCR in place?**
- 3. What are the key steps?**
- 4. Who does the work—and do we need a coordinator?**
- 5. How much does it cost?**
- 6. How do we sustain the Blueprint?**
- 7. How do we know if the Blueprint is the best step for our community?**
- 8. What if we can't take on the entire Blueprint?**
- 9. How can we prepare to write a grant to develop the Blueprint for Safety in our community?**
- 10. How do we learn more?**

1. WHAT IS DISTINCTIVE ABOUT THE BLUEPRINT?

The Blueprint is a coordinated community response (CCR), fully articulated. It builds on the groundbreaking work of two Minnesota communities, Duluth and St. Paul, to present the first comprehensive, written interagency plan in the nation for the criminal legal system response to domestic violence crimes, from 911 through sentencing and probation. It unites each step in the process around consistent identification and communication of risk. The Blueprint is grounded in the experiences of victims of battering and understanding of how intervention by the criminal legal system affects their lives. It is distinctive in its emphasis on leadership by community-based advocacy and community consultation as ways to accomplish that grounding in victims' lived experience.

It establishes an ongoing process of reviewing, monitoring, and adjusting policy and practice to ensure the most protective and accountable response possible, from an emergency call for help through to sentencing and probation. The Blueprint organizes case processing around: 1) what victims need to be safe; 2) what practitioners need from each other to do their jobs and enhance safety; and 3) what is required by each worker and agency to hold offenders accountable. The Blueprint provides direction for each worker on how to identify, document, act upon, and communicate information about risk and danger. It provides direction on how to engage with victims to form partnerships and promote safety.

The Blueprint requires adjusting interventions in ways that avoid and correct unintended harmful consequences and disparity of impact.

2. DO WE HAVE TO HAVE A CCR IN PLACE?

The Blueprint is an interagency response, guided by community-based advocacy: i.e., it is fundamentally a coordinated community response, but a fully articulated and actualized CCR. A functioning interagency group that includes community-based advocacy and key agencies in the criminal legal system response—as characteristic of any CCR—is necessary to adapt and sustain the Blueprint. Starting out to develop a local Blueprint does not necessarily mean that every criminal legal system agency has to be fully on board and engaged. The Blueprint is unlikely to get far, however, without the early and continuous involvement of emergency communications/911, police, and prosecution. A community with a longstanding, well-functioning CCR will be able to move from adaptation to implementation more readily. If agreement among key players is in place, a community without an established CCR can also be successful in using the process of adapting the Blueprint to create a coordinated community response in the criminal legal system.

3. WHAT ARE THE KEY STEPS?

Adapting the Blueprint for Safety proceeds in five phases involving the following key steps:

1. **Explore and prepare**

Secure community will to initiate the Blueprint development process and establish an adaptation team.

2. **Assess practice and identify problems**

Conduct an assessment of current policy and practice to identify gaps that the Blueprint will address.

3. **Adapt policy and adjust practice**

Use the Blueprint policy and protocol templates and training memos to revise and write policies and protocols for each agency and produce a collective policy.

4. **Implement and institutionalize the Blueprint changes**

Secure policy approvals, hold a community Launch event, conduct agency-specific and interagency training, initiate new documentation and administrative procedures, and establish a process for ongoing monitoring.

5. **Monitor and revise**

Conduct the on-going data collection, assessment, and case-by-case and systemic problem-solving needed to ensure that the Blueprint functions as a “living,” sustainable response to battering and domestic violence crimes.

While certain steps are required in a certain sequence—e.g., hire a coordinator and select and adaptation team before adapting and implementing new policy and practice—the Blueprint is fundamentally an approach to intervening in domestic violence crimes in a specific way with specific goals. That approach does not end when the last task is checked off, but continues as a new, unified way of working together to identify and solve problems on behalf of victims of battering and the community.

4. WHO DOES THE WORK—AND DO WE NEED A COORDINATOR?

Adapting the Blueprint requires community-based advocates, agency administrators, practitioners who handle cases in their everyday jobs, a local Blueprint coordinator, and various community partners. Those involved come together in different ways, depending on the needs at different steps in the process. Champions get involved early on and at key points in launching, promoting, and sustaining the Blueprint. Champions might include agency administrators, such as the chief of police or prosecutor; elected officials such as the sheriff or mayor or tribal chair; and influential community members, such as members of the tribal council or the United Way or YWCA director. Except in small communities, Blueprint champions typically do not do the day-to-day work of adapting and implementing the Blueprint. Blueprint champions are key to securing the community and political will necessary to proceed and to securing the memorandum of understanding that defines each agency's participation.

The Blueprint team provides ongoing guidance and participates in activities related to assessing practice, adapting policies, launching and implementing the Blueprint, and establishing and managing a monitoring process. The Blueprint team includes practitioners who are decision-makers or otherwise influential in their agencies. Once the policies and protocols have been adapted and launched, many of the same individuals who were involved in the first phase are likely to participate on the implementation team. Ad hoc work groups come together as needed to collect data about current practice, review and revise policies and protocols, and monitor Blueprint changes. The Blueprint coordinator manages the day-to-day tasks of adapting the Blueprint and links everyone involved to the overall process. The coordinator keeps the focus on managing the parts and advancing the Blueprint from design to implementation. Do you need a coordinator? Yes.

5. HOW MUCH DOES IT COST?

Salary and fringe benefits for the participation of one or more community-based advocates and the Blueprint coordinator are the main costs in adapting the Blueprint. Other expenses include: office space and equipment; costs involved in recruiting and facilitating a survivor's advisory group and community focus groups; training and launch events; printing and distributing Blueprint documents; developing and maintaining databases, web-site, revised forms, and other tools. The Blueprint approach includes compensation for community-based advocates because of the critical role that advocacy plays in the essential partnerships and leadership.

6. HOW DO WE SUSTAIN THE BLUEPRINT?

Sustaining the Blueprint requires ongoing coordination and an ongoing process of institutionalizing the Blueprint. That process includes integrating Blueprint policies and protocols into each agency's practice; training personnel; establishing an interagency communication strategy for sharing information about risk, history, context, and severity of violence; monitoring implementation and compliance; and adapting the Blueprint to address unforeseen and new problems. Sustaining the Blueprint requires commitments from agency administrators to develop and activate internal and interagency compliance and monitoring plans.

7. HOW DO WE KNOW IF THE BLUEPRINT IS THE BEST STEP FOR OUR COMMUNITY?

If you can answer “yes” to the following qualities, your community is in a good position to design and implement a Blueprint for Safety.

- Community-based advocates have a central role in commenting on and shaping the criminal legal system's response to domestic violence.
- Community-based advocates and key leaders in the criminal legal system are accustomed to working together to identify and solve problems.
- We are curious and transparent about our response to domestic violence crimes.
- We seek out best practice rather than assuming that what we have been doing is the most effective approach.
- We are committed to a united approach with a shared purpose and goals.
- We can agree upon adhering to the Blueprint foundational principles to guide the response to domestic violence crimes.
- We can establish the necessary coordination.
- We can establish sufficient authority and resources to sustain the Blueprint.

8. WHAT IF WE CAN'T TAKE ON THE ENTIRE BLUEPRINT?

The Blueprint templates are a comprehensive set of best-practice guidelines for every step in the criminal legal system process. They include policies, protocols, and related training memos that can be used by any agency seeking to strengthen its response to domestic violence crimes, regardless of whether the community is ready to take on the Blueprint. While using parts of the templates to improve practice at a particular step or within a specific agency is helpful, the results do not equal a Blueprint for Safety.

9. HOW CAN WE PREPARE TO WRITE A GRANT TO DEVELOP THE BLUEPRINT FOR SAFETY IN OUR COMMUNITY?

The discussions, groundwork, and information-gathering included in Planning a Blueprint for Safety Proposal help position a community to submit a grant for funding to develop and launch the Blueprint. In addition, many of the questions lead to the kinds of reflection that benefit any coordinated interagency effort.

10. HOW DO WE LEARN MORE?

If you are interested in becoming a Blueprint for Safety community—or wondering if you’re ready for the Blueprint—contact Praxis International.

Go to www.praxisinternational.org for general information and announcements of upcoming Blueprint webinars and events.

Write to blueprint@praxisinternational.org to request a phone consultation.

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INFORMATIONAL BROCHURE

The following informational brochure is available in electronic format to print locally for educating agency workers in your community. It prints as an 11" x 17" sheet that folds into an 8" x 11" brochure. A local printer can add your Blueprint Coordinator's name and contact information to the back page. Contact Praxis for an electronic version: blueprint@praxisinternational.org

the blueprint is anchored in SIX FOUNDATIONAL PRINCIPLES

Practices that align with these principles have proven effective at maximizing safety for victims of domestic violence and holding offenders accountable while offering them opportunities to change.

- 1] Adhere to an **interagency approach and collective intervention goals**.
- 2] Build attention to the **context and severity** of abuse into each intervention.
- 3] Recognize that most domestic violence is a **patterned crime requiring continuing engagement** with victims and offenders.
- 4] Ensure **sure and swift consequences** for continued abuse.
- 5] Use the power of the criminal justice system to send **messages of help and accountability**.
- 6] Act in ways that reduce **unintended consequences and disparity of impact** on victims and offenders.

Find more information on the Blueprint at www.praxisinternational.org or contact Praxis at blueprint@praxisinternational.org or 651-699-8000 ext. 17.

the blueprint for safety

BUILDING AN INTERAGENCY RESPONSE TO DOMESTIC VIOLENCE CRIMES

RESEARCH-BASED
The *Blueprint for Safety* was developed by criminal justice professionals in collaboration with national domestic violence and criminal justice policy experts. It is a detailed collection of practical policies, protocols, and training resources aimed at reducing and eventually eliminating domestic violence. A key feature of the Blueprint is that individual agencies' policies and practices are tied to each other.

- proven to:
- reduce domestic violence-related homicides,
 - reduce serious assaults, and
 - diminish the overall level of domestic violence in communities.

THE BLUEPRINT'S IMPACT ON PRACTICE

Blueprint communities report...

911 CALL

At 911 we're getting more information. We're engaging with callers in a different way and paying more attention to, and documenting, what patrol and prosecutors need.

PATROL

Patrol has a really unique role: we see firsthand what has happened. Under the Blueprint, we more accurately capture and communicate the nature and severity of the violence.

ARREST

Many times, both parties use violence. If self-defense was not used, then who is the predominant aggressor? Stopping this violence means getting control of the right person; knowing the history and context makes sure we get it right.

INVESTIGATIONS

The impact of all members of the system working together is greater than any one single agency doing it alone. We're devising better methods, protocols, and procedures, and we're having a positive impact.

The **Blueprint for Safety** was created in the City of St. Paul in 2010 at the urging of ISAAH – a coalition of 100 faith congregations – and through the collective work of ten agencies* with leadership by the St. Paul Police Department, St. Paul City Attorney's Office, the St. Paul Domestic Abuse Intervention Project, and Praxis International. Praxis subsequently produced a universal Blueprint for Safety for adaptation by communities across the country and was selected by the federal government as the national model for domestic violence intervention.

* 2nd Judicial District of Ramsey County, 2nd Judicial District Court Administration, St. Paul Police Department, St. Paul City Attorney's Office, Ramsey County Attorney's Office, Ramsey County Community Corrections, Project Renewal, Ramsey County Emergency Communications Center, Ramsey County Sheriff's Office, St. Paul Domestic Abuse Intervention Project.

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Office on Violence Against Women

the blueprint for safety

Praxis International

Office on Violence Against Women

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Praxis International

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RISK QUESTIONS A KEY FEATURE

"Domestic violence" is a broad category that jumbles together vastly different actions and motivations – from throwing a shoe at a partner who gambled \$1000 to strangling a woman because she wants out of the relationship. The Blueprint uses three risk questions so practitioners can document the scope, severity, and pattern of abuse, and communicate it from agency to agency.

1] Do you think that he or she will seriously injure or kill you, your children, or someone else close to you?

- What makes you think so?
- What makes you think not?

2] How frequently does he or she intimidate, threaten, or assault you?

- Is it changing?
- Getting worse?
- Getting better?

3] Describe the time you were the most frightened or injured by him or her.

the blueprint for safety RELIES ON A STRONG PARTNERSHIP among CRIMINAL JUSTICE PRACTITIONERS & COMMUNITY-BASED ADVOCATES

911 EMERGENCY COMMUNICATIONS

911 has a critical role in gathering accurate details and **establishing the type and level of danger.**

PATROL & INVESTIGATIONS

Patrol's response on the scene **affects how everyone else handles a case.**

JAIL BOOKING & RELEASE

In jail operations, a sheriff's office is in a key position to reinforce **victim protection and safety.**

ADVOCACY

Advocacy keeps the criminal justice system aware of **how policies and practices actually impact victims.**

PROSECUTION

Prosecutors are uniquely positioned to adjust responses based on **severity, risk, and context** of each case.

COURTS

Courts reinforce a community's ability to **protect victims from additional harm and hold offenders accountable.**

PROBATION

Bail evaluations and pre-sentence investigations anchor effective intervention in **more accurate assessments** of the violence.

The Blueprint ensures that **each agency and practitioner**—from 911 operators and patrol officers to courts and probation—is **on the same page.** Instead of isolated policies and a fragmented response, interveners build upon and share essential information about risk and danger.

THE BLUEPRINT'S IMPACT ON PRACTICE continued...

JAIL

No one thought the jail had much to do with victims. Now we take extra measures to notify victims when offenders are released. And we're aware of retaliation—the witness tampering, subtle threats, intimidation—and communicating it to officers.

PROSECUTION

We're seeing consistency across the board: photos taken, detailed victim statements, great police reports. When we get a report with such attention to detail and all of the things we've asked for, it makes us want to do an even better job.

CHARGING

Before the Blueprint, it would take 80+ days to charge a gone-or-arrived case. We reduced that to under 8 days.

BAIL/EVALUATION

We now consider not just the likelihood that the offender will appear in court but we also use the risk questions to decide if the offender is a risk to the victim or others in the community.

ARRAIGNMENT HEARING

When I read that she's fearful of his behavior, that she thinks he's going to harm her and why, and that the harm is escalating—these weigh heavily in our decisions. Now I'm seeing how at-risk this victim is for future harm.

PRE-TRIAL HEARING

The Blueprint makes sure that the victim is a central focus of a fair and just plea negotiation. Our goal is to get the right control over offenders (along with support to change), while always paying attention to the safety and well-being of victims.

JUDGE

I'm finding out how scared these women are, and why. I'm finding out that this isn't an isolated incident—or, sometimes it is—and that that makes a difference in my decision-making.

MONITORING/PROBATION

Now when a probationer reoffends, we process the probation violation immediately instead of waiting until the new offense moves through the entire prosecution process.

ADAPTING THE BLUEPRINT FOR SAFETY: PHASES AND KEY ACTIVITIES

While the tasks are presented in sequence, it is a loose sequence. Many tasks will be underway simultaneously and the phases will overlap.

PHASE 1: EXPLORE & PREPARE

Secure community will to initiate the development process and establish a Blueprint adaptation team.

1. Identify and bring together organizers and key champions (“Blueprint organizers”) who will explore the features and goals of the Blueprint for Safety, decide whether or not to pursue it, and support the adaptation process and ongoing implementation.
2. Centralize community-based advocacy leadership and participation in exploration and planning activities and ongoing adaptation and implementation (in addition to the advocacy-focused role of the Blueprint coordinator and Blueprint advocate).
3. Assess community capacity and infrastructure to support Blueprint adaptation, implementation, and monitoring.
4. Articulate the distinctive response that the Blueprint brings to the community and the problem of domestic violence.
5. Promote the Blueprint’s distinctive response and benefits to policy makers and agency directors.
6. Secure agency participation and seek funding.
7. Select the Blueprint for Safety Coordinator.
8. Select the Blueprint for Safety Advocate.
9. Recruit the adaptation team, including community-based advocates and practitioners who are influential in their agencies.
10. Develop and complete a Memorandum of Understanding (MOU) outlining the roles and responsibilities of each participating agencies.
11. Designate a lead person (liaison) in each agency to work with the Blueprint coordinator, serve on the adaptation team, participate in all phases of development, and oversee internal agency implementation.
12. Establish a plan and timeline for guiding the Blueprint and establishing needed work groups.
13. Begin a process tracking profile for each agency, including approvals and timelines for policy and training.

14. Use community consultations to discover the needs and lived experiences of victims of battering. Include members from communities overrepresented and/or underserved communities in seeking help from the criminal legal system.

PHASE 2: ASSESS PRACTICE & IDENTIFY PROBLEMS

Conduct an assessment of current policy and practice to identify gaps that the Blueprint will address.

15. Identify the needed agency-specific work groups and recruit members.
16. Create a source book of local policies, administrative forms and protocols for current criminal case processing of domestic violence cases.
17. Assemble all materials necessary to conduct the assessment: policies, protocols, forms laws, statistical information, case records (e.g., files, tapes, reports).
18. Schedule activities related to information-gathering activities (case analysis, observations, and interviews) and/or provide the work groups with details on how to make those arrangements.
19. Compare current policy with the Blueprint essential elements.
20. Compile baseline statistical data on domestic violence-related cases: e.g., 911 calls, arrests, crimes charged, disposition, sentencing, demographics.
21. Map each point of criminal case processing (911 through to probation monitoring), with specific attention to how risk and danger and advocacy are addressed.
22. Analyze case records (e.g., 911 calls, patrol reports, prosecution files, probation records, etc.) to compare current practice with recommended practice.
23. Interview agency directors, supervisors, and practitioners about current practice.
24. Observe current practices via patrol ride-alongs, 911 “sit-alongs,” court observations, and other practitioner observations.
25. Use information from the Blueprint advocate and community consultation to discover victims/survivors’ experiences with the criminal legal system.
26. Include statistical data and first-hand information about the experiences of victims of battering from communities overrepresented and/or underserved in seeking help from the criminal legal system.
27. Use community consultations to help guide the practice assessment activities and analysis, with specific attention to communities that are overrepresented and/or underserved in seeking help from the criminal legal system.
28. Coordinate and facilitate meetings to review, interpret, and analyze data throughout the assessment process.

29. Keep a written record of all discussions, conclusions, and recommendations related to the practice assessment.

PHASE 3: ADAPT POLICY & ADJUST PRACTICE

Use the Blueprint templates to revise and write policies and protocols for each agency and to produce a collective policy.

30. Use agency-specific work groups (e.g., 911, patrol response, prosecution, etc.) to identify and recommend local adaptations to the Blueprint policies, protocols, and supplemental training and procedural memos.
31. Include representation from community-based advocacy in all policy adaptation work groups.
32. Use results of the practice assessment to identify policy revisions and additions to current practice.
 - a. Highlight and discuss questions and concerns; agree on policy changes.
 - b. For areas of continuing disagreement, summarize options and barriers and propose solutions; use the Blueprint Essential Elements Annotated as a reference; seek outside technical assistance as needed.
33. Adapt from Blueprint templates to incorporate essential elements, with adjustments to reflect local conditions and laws.
34. Present recommended changes to the full adaptation team and agency directors for review and feedback.
35. Brief criminal legal system agency heads, interagency/CCR group, and other relevant community agencies and organizations on the Blueprint collective policy and agency-specific changes.
36. Assist agency directors in the process of accepting or modifying the recommended language changes to Blueprint policies, protocols, and memos.
37. Approve and adopt all Blueprint policies and protocols.
38. Document all work group and adaptation team discussions and decisions.
39. Keep the experiences of battered women visible and central throughout the adaptation processes.
40. Use community consultations to help guide the policy adaptation, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.

PHASE 4: IMPLEMENT THE BLUEPRINT

Secure policy approvals, hold a community launch event, conduct agency-specific and interagency training, and establish a process for ongoing monitoring.

41. Transition the adaptation team to an implementation team that will put the local Blueprint into practice.
42. Plan and initiate the administrative practices necessary to implement Blueprint policy, such as new documentation procedures, forms, checklists, database revisions, etc.
43. Promote a Blueprint-informed advocacy-initiated response.
44. Launch the Blueprint with specific events that announce the implementation and convey the meaning and intent of the Blueprint (i.e., what the Blueprint will address and how).
45. Conduct training: (1) agency-specific and (2) interagency.
46. Design monitoring activities: (1) agency-specific and (2) interagency.
47. Ensure that the Blueprint is “institutionalized” (i.e., integrated into agency policy, protocol, & practice; personnel trained and supervised).
48. Keep the experiences of battered women visible and central throughout the implementation processes.
49. Use community consultations to help guide the implementation, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.

PHASE 5: MONITOR & REVISE THE BLUEPRINT

Conduct the ongoing data collection and assessment activities to ensure that the Blueprint is functioning as a “living,” sustainable response.

50. Establish a calendar and tracking system for agency data collection, monitoring activities, and anticipated reports.
51. Evaluate whether and how essential elements and other key features of the Blueprint are working:
 - a. Implement ongoing monitoring activities: (1) agency-specific and (2) interagency;
 - b. Form small interagency work groups to review cases or conduct other practice assessment as needed to determine how agency practitioners are following new policies and practices.

52. Evaluate the extent to which agencies are working together on shared tasks, such as an interagency case review and other monitoring.
53. Collect statistical data for domestic violence-related crimes, including 911 calls, arrests, crimes charged, disposition, sentencing, and demographics.
54. Conduct annual focus groups and other consultation with victims/survivors to learn about their experiences with the implemented policies and practice.
55. Include agency directors and practitioners in addressing low or incorrect compliance with Blueprint policies and practice.
56. Present an annual report on Blueprint implementation internally to administrators (agency-specific monitoring) and to the Blueprint implementation team (interagency monitoring).
57. Assess for unintended harmful consequences and disparity of impact and adapt Blueprint policies and practice to address.
58. Adapt Blueprint policies and practice as needed to address unforeseen and new problems.
59. Update the community on the impact of the Blueprint collective policy, with specific attention to community-based organizations that regularly work with battered women and those representing marginalized communities.
60. Consult with community-based organizations and agencies that regularly work with battered women.
61. Keep the experiences of battered women visible and central throughout the monitoring process via ongoing community consultation.
62. Utilize community consultations to help guide the monitoring, with specific attention to communities that are overrepresented and/or underserved communities in seeking help from the criminal legal system.

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WHAT IS DISTINCTIVE ABOUT THE BLUEPRINT FOR SAFETY AS AN APPROACH TO DOMESTIC VIOLENCE CRIMES?

The Blueprint is a coordinated community response (CCR), fully articulated. It builds on the groundbreaking work of two Minnesota communities, Duluth and St. Paul, to present the first comprehensive, written interagency plan in the nation for the criminal legal system response to domestic violence crimes, from 911 through sentencing and probation. It unites each step in the process around consistent identification and communication of risk.

The Blueprint is grounded in the experiences of victims of battering and an understanding of how intervention by the criminal legal system affects their lives. It is distinctive in its emphasis on leadership by community-based advocacy and community consultation as ways to accomplish that grounding in victims' lived experience.

The Blueprint establishes an ongoing process of reviewing, monitoring, and adjusting policy and practice to ensure the most protective and accountable response possible, from an emergency call for help through to sentencing and probation. It organizes case processing around: 1) what victims need to be safe; 2) what practitioners need from each other to do their jobs and enhance safety; and 3) what is required by each worker and agency to hold offenders accountable. The Blueprint provides direction for each worker on how to identify, document, act upon, and communicate information about risk and danger. It provides direction on how to engage with victims to form partnerships and promote safety. The Blueprint requires adjusting interventions in ways that avoid and correct unintended harmful consequences and disparity of impact.

The overall design and function of the Blueprint for Safety rest on several core features, all of which must be present for a community to say that it is developing and implementing a Blueprint response to domestic violence crimes.

1. A functioning interagency group, such as a Coordinated Community Response Team (CCR)
2. A commitment to the Blueprint Foundational Principles as an approach to domestic violence cases
3. A commitment to ground the Blueprint in the experiences of victims of violence and an understanding of how the intervention of the criminal legal system affects their lives
4. Agreement to use the Blueprint Essential Elements and templates to revise, adapt, or develop policies, protocols, or other documents to guide the work of agencies and practitioners in the criminal legal system
5. Agreement by criminal legal system agencies to engage in an ongoing process of guiding and supervising practitioners to ensure that Blueprint practices are being implemented

6. Commitment to an ongoing interagency process to review and monitor the work of each agency
7. An ongoing process of adjusting policies and practices, retraining, and providing new direction to workers, as informed by regular monitoring of domestic violence case processing

The Blueprint for Safety is a coordinated community response fully articulated to organize the entire criminal legal system around the Blueprint principles and the experiences of victims of violence. The Blueprint is an ongoing process of adaptation, implementation, and monitoring framed by a collective policy and accountability. The Blueprint requires:

1. A functioning interagency group, such as a Coordinated Community Response Team (CCR)
 - The Blueprint requires an interagency group that includes community advocates and representation from the primary agencies that handle cases of domestic violence crimes. Such groups often operate under the title of “coordinated community response” (or CCR). The CCR typically meets periodically—usually monthly, but sometimes bi-monthly or quarterly—for the purpose of addressing the community response to domestic violence.
 - Some CCR-type teams include representation from other community agencies such as child welfare, members of the medical and educational fields, social services, and counseling/therapy. The Blueprint does not require this broader involvement, but must include the key criminal legal system agencies, from 911 and police to prosecution, courts, and probation. In the Blueprint for Safety, the interagency group has significant participation and leadership from community advocates.
 - The interagency group may take up a number of aspects of the community response, including case review, policy development, training needs assessment and events. It has a key role in identifying gaps in the community response. The Blueprint takes this work to a fully developed level and puts the group’s knowledge and experience to work in building a comprehensive framework for organizing the response to domestic violence.
2. A commitment from the interagency group members to pursue an approach to domestic violence cases based upon the six Blueprint Foundational Principles:
 - Adhere to an interagency approach to domestic violence
 - Adjust the response based on the context and severity of what is occurring
 - Recognize that domestic violence is a patterned crime requiring continuing engagement with victims and perpetrators
 - Ensure swift and sure consequences for continued abuse
 - Send messages of help and accountability to victims and perpetrators
 - Reduce unintended consequences and disparity of impact of intervention

This commitment extends to individual agencies as well as the united response of the Blueprint as a collective policy. All policy adaptations must adhere to these principles.

3. Commitment to ground the work of the Blueprint team in the experiences of victims of violence, with specific attention to how criminal legal system intervention affects their lives
 - Community-based advocacy provides a setting where victims of battering can speak confidentially and openly—including those who are fearful of and try to avoid the criminal legal system. Because community-based advocacy is uniquely situated to bring victims' experiences and concerns forward, it has a central role in Blueprint leadership and partnerships.
 - Intervention by the criminal legal system affects victims in different ways, often with unintended harmful impacts. The Blueprint builds this awareness into policy and practice, with attention to the complex and often dangerous implications of a victim's collaboration with interveners.
 - The Blueprint acknowledges and seeks effective intervention that accounts for the realities of peoples' unique circumstances and social standing.
 - One way the Blueprint stays grounded in victims' experiences is to establish and maintain an advisory group of survivors who can help direct the process of adapting and implementing the Blueprint.
4. Agencies in the criminal legal system agree to use the Blueprint Essential Elements and templates to revise, adapt, or develop policies, protocols or other documents
 - Blueprint content is incorporated into the agency standard operating procedures or other documents that spell out what workers are required to do.
 - If it is not possible to incorporate all Essential Elements, most must be included along with an explanation of why some are not (e.g., where local law or court structure does not allow for the Blueprint requirement or if an element is covered by another agency's procedures).
 - When Essential Elements are missing, there is a commitment by the specific agency and the Blueprint team to work towards eventual inclusion of whatever is missing to the fullest extent possible.
5. Agreement by criminal legal system agencies to engage in an ongoing process of guiding and supervising workers to ensure that Blueprint practices are being implemented
 - There is a regular process of case review (e.g., listening to 911 calls, reviewing reports, observing on-scene or in the courtroom, case tracking) to identify any problems in how Blueprint policy and practice is applied.
 - Agency practitioners receive timely guidance and training to reinforce Blueprint practices and correct any problems in implementation.

6. Commitment to an ongoing interagency process to review and monitor the work of each agency
 - The Blueprint for Safety is a collective policy: i.e., while there are agency-specific policies and protocols for processing cases, criminal legal system agencies have a shared purpose and goals that reflect the Blueprint foundational principles.
 - Interagency monitoring seeks to determine how that collective policy is working by examining (a) whether workers are doing what was intended under Blueprint policies and protocols, (b) the results of Blueprint implementation as reflected in statistical data, and (c) the impact of Blueprint changes on the experiences of battered women.
7. An ongoing process of adjusting policies and practices, retraining, and providing new direction to workers based on the monitoring
 - The Blueprint is not a static document, but a living process to ensure that the foundational principles are reflected in policy and practice.
 - The results of the interagency monitoring are reported back to the CCR and to agency heads at least annually.

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EXPLORE AND PREPARE: A BLUEPRINT FOR SAFETY COMMUNITY READINESS CHECKLIST

To build and sustain a Blueprint for Safety requires a sound foundation of knowledge, skills, and capacity for making system-wide change. The community readiness questionnaire helps draw a picture of that capacity, including:

- Current level of interagency coordination and problem solving in the community
- Role of community-based advocacy in shaping the criminal legal system response
- Access to basic information about domestic violence-related crimes

The questionnaire identifies community strengths and pinpoints areas that will need more attention in order to establish and maintain the Blueprint.

The questionnaire encourages the kind of discussion and reflection between the criminal legal system and community-based advocacy that is critical to a strong, effective Blueprint. How it is completed and who is involved will vary according to local conditions. For example:

Community A

The local advocacy organization heard about the Blueprint for Safety and thinks it might be a good fit for the community. It uses the questionnaire internally to debate and strategize around allies, system agency partners, and next steps. Staff complete and discuss the questionnaire as a group.

Community B

The director of the tribal advocacy organization, police chief, and prosecutor have a long history of working together. They meet regularly and have put some written policy place, but the tribe does not have a formal coordinated community response. They assemble a small group that includes the advocacy director and two advocates, the police chief and two officers, and the prosecutor and a tribal victim/witness specialist. Members of the work group complete the questionnaire individually; they review and discuss the results together before recommending whether or not to proceed with the Blueprint.

Community C

A countywide coordinated community response has been in place for fifteen years. There is a part-time coordinator and an active steering committee that is interested in using the Blueprint to refresh and expand the CCR. The steering committee wants broad input early on from the CCR partners and others in the community. The coordinator uses an on-line survey tool, such as Survey Monkey or Google Forms, to set up and distribute the questionnaire. Invitations to complete the questionnaire go to a broad range of advocates, criminal legal system practitioners, and community members. The steering committee presents the results at the CCR's annual retreat as a first step in adapting the Blueprint.

Whatever the method used to distribute and complete the questionnaire, the final step is an in-person discussion among Blueprint organizers to review the results and answer the following summary questions. A community that can answer “yes” to most of these questions is in a strong position to adapt, implement, and sustain a Blueprint for Safety. Answering “no” does not mean that adapting the Blueprint will be impossible, but the process will be more challenging. The Blueprint’s systemic, unified approach requires basic working relationships, agreement to work together, willingness to identify and solve problems, and curiosity about how the community can strengthen its efforts to stop violence, reduce harm, and save lives.

Yes, in our community . . .

- Community-based advocates have a central role in commenting on and shaping the criminal legal system’s response to domestic violence.
- Community-based advocates and key leaders in the criminal legal system are accustomed to working together to identify and solve problems.
- We are curious and transparent about our response to domestic violence crimes.
- We seek out best practice rather than assuming that what we have been doing is the most effective approach.
- We are committed to a united approach with a shared purpose and goals.
- We can agree upon adhering to the Blueprint foundational principles to guide the response to domestic violence crimes.
- We can establish the necessary coordination.
- We can establish sufficient authority and resources to sustain the Blueprint.

A template for the questionnaire begins on the following page. Copy and use as-is or adapt the content to create a customized version or on-line survey.

TWENTY QUESTIONS: ARE WE READY TO BECOME A BLUEPRINT FOR SAFETY COMMUNITY?

ABBREVIATIONS

- Blueprint: Blueprint for Safety
- CCR: Coordinated community response
- CLS: Criminal legal system/criminal justice system

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
1. Basic data related to the number and disposition of domestic violence-related crimes is readily available.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?
2. An interagency group/CCR exists to identify and solve problems.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<p>☞ If yes, go to question 4</p> <p>☞ If no, go to question 3</p>					
3. Even though no interagency group/CCR exists, there is interest in starting one.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<p>☞ If yes, go to question 10</p> <p>☞ If no, it is unlikely that your community is ready for the Blueprint. Conclude the</p>					

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
questionnaire and seek how-to information about starting a CCR. ¹					<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?
4. The interagency group/CCR includes representation from:					
a. Community-based advocacy					
b. 911/Emergency Communications	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
c. Police/Sheriff					
d. Prosecution					
e. Victim/Witness Services					
f. Probation					
g. Courts					
5. Community-based advocacy has a leadership role in the interagency group/CCR.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
☞ If yes , go to question 7					
☞ If no , go to question 6					
6. Identify what would need to change for community-based advocacy to have a leadership	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

¹ For information about how to establish a coordinated community response, see the resources and technical assistance available via the Battered Women's Justice Project, www.bwjp.org.

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
role in the interagency group/CCR.					<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?
7. The interagency group/CCR has experience in studying and assessing how community systems respond to domestic violence: e.g., completed a Praxis Safety & Accountability Audit, conducted a fatality review, contributed to a university-based research project. If yes , go to question 8 If no , go to question 9	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8. Describe the problems that such study or assessment identified.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
9. The interagency group/CCR is involved in writing agency-specific policies (e.g., the CCR has a role in drafting and/or reviewing the police department policy).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
10. Written policies are in place that direct the CLS response to domestic violence. If yes , go to question 10 If no , go to question 11	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
11. Domestic violence-specific policies are in place for: a. 911/Emergency Communications b. Police/Sheriff c. Prosecution d. Victim/Witness Services e. Probation f. Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?
12. Local CLS agencies are likely to see the Blueprint as <i>unnecessary</i> because policies are already in place.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
13. Local CLS agencies are likely to see the Blueprint as <i>intrusive</i> (i.e., believe that no outside practitioners or community members should be involved in shaping agency policy and practice).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
14. The interagency group/CCR or local advocacy organization regularly gathers feedback from victims/survivors about CLS intervention.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
15. The interagency group/CCR or key CLS agencies act to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
<p>anticipate, identify, and reduce unintended harmful consequences and disparity in the CLS response to domestic violence crimes.</p> <p>☞ If yes, go to question 16</p> <p>☞ If no, go to question 17</p>					<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?
<p>16. Examples of action taken to identify and reduce unintended harmful consequences and disparity.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<p>17. CLS agencies will support a collective policy with ongoing agency-specific and interagency monitoring.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<p>18. CLS agencies will provide access to their case records and statistical data in order to assess current practice.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<p>19. CLS agencies will provide personnel to participate in all phases of Blueprint development and implementation: assess current practice, write and adapt policy, implement new practices, and monitor agency and CLS response.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Yes/Always	No/Rarely	Sometimes	Need More Information	Notes
20. The community has a strong commitment to curiosity and creative problem solving in how we understand and intervene in battering.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> • What or who is missing? • What are likely barriers? • What are likely strengths? • What do we need to know more about?

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COMMUNITY CONSULTATION IN THE BLUEPRINT FOR SAFETY

DEFINITION

One of the Blueprint's distinctive features is its commitment to grounding the approach and process in the experiences of victims of battering. The Blueprint calls on advocacy organizations and criminal justice agencies to work together to develop procedures and protocols. It also calls for including and consulting with those in the community who are most impacted by such public policies. Along with practitioner-advocate partnerships, a Blueprint community engages with a range of community members, from victims and survivors to populations overrepresented and/or underserved in the system, to develop, implement, and monitor Blueprint policies and practice.

Actions by the criminal legal system affect victims in different ways, sometimes with unintended harmful impacts. The Blueprint seeks to build this awareness into policy and practice, with attention to the complex and often dangerous implications of a victim's collaboration with interveners. The Blueprint acknowledges the realities of peoples' unique circumstances and experiences and seeks a criminal legal system response that best fits victims' needs as it helps stop violence, reduce harm, and save lives.

To keep victims of battering at the center of the Blueprint requires connecting and talking with survivors and others in the community as a matter of routine practice. In other words, community consultation must be a regular, sustained way of doing the business of the Blueprint. In the context of the Blueprint, community consultation is the process of engaging with and seeking guidance from survivors of battering and others in the community who represent the broadest range of life experiences, circumstances, and identities. Community consultation is not a one-time meeting or focus group or the presence of a token survivor on a team or work group. It is an active, intentional, and ongoing process that utilizes a variety of methods to help keep the Blueprint grounded in the realities of living with battering and the experiences of those who are overrepresented and/or underserved in the criminal legal system. A fully developed and sustainable Blueprint for Safety rests on community consultation.

FORMS OF COMMUNITY CONSULTATION USED IN THE BLUEPRINT

ADAPTATION

Community consultation can be informal, via the encounters that advocates have with battered women and with one another and other practitioners. Sharing what we are hearing and seeing in the moment can point to questions that need to be answered or potential problems that the Blueprint might need to address. In addition, community consultation must take more specific forms in order to build the ongoing practice into a local Blueprint. Some of these forms overlap. Your community is likely to come up with a customized version that fits local conditions. While not all of the forms need to be developed and utilized—or in place simultaneously—the first two are essential. The Blueprint cannot proceed as

intended without active leadership by community-based advocacy and the first-person perspectives of survivors.

1. Essential: Regular conversations and policy/practice review with community-based advocacy organizations

Community-based advocacy located in nonprofit, nongovernmental or tribal organizations, such as a local program for battered women, is essential to grounding the Blueprint in the scope and scale of battering and in victims' lives and experiences. Community-based advocacy provides a setting where victims of battering can speak confidentially, freely, and openly. No one else plays this role, which is distinct from that of the important support provided by victim assistance or legal services within government agencies. Community-based advocacy typically has broader access to victims and survivors, many of whom are fearful of and try to avoid public institutions such as the criminal legal system.

The Blueprint advocate has the key role of ensuring that the voices and experiences of battered women are represented at all stages of developing a local Blueprint. This role is fulfilled in part via regular consultation with a wide range of community-based advocates. It includes frequent and focused conversations about what advocates are learning from the victims of battering that they work with. What is working and not working for battered women in the criminal legal system response? Are victims of battering getting arrested? What is happening for immigrant women? What are victims' experiences with no-contact orders?

The Blueprint advocate is a bridge between advocacy organizations and the adaptation team. Ideally, the adaptation team and related work groups will include several community-based advocates. At a minimum, the Blueprint advocate, together with the Blueprint coordinator, ensures that a wide range of advocates are fully informed about proposed changes in policy and practice and have ample opportunity to review the proposals and recommend revisions. Consultation with community-based advocacy is not limited to those organizations that are the most well-known for working with victims of battering. It includes seeking out organizations that may have a great deal of contact with victims in different advocacy settings, such as housing, health care, and economic security. Because of their distance from the criminal legal system, these "non-DV" advocates might offer particularly useful insights into survivors' experiences.

2. Essential: Regular conversations and policy/practice review with survivors via individual interviews and group discussions such as listening sessions and talking circles

While community-based advocates can provide critical information about victims' needs and experiences, talking directly with survivors adds depth and confirmation to what advocates report. First-person conversations are particularly important in understanding when and how the criminal legal system is experienced

RESOURCE

Discussion group guide and related information at http://www.praxisinternational.org/iata_audit_coordinators_resources.aspx#LogisticsGuideSection3

as unhelpful or unsafe by survivors from overrepresented or underserved communities. The Blueprint advocate has a key role here, too, in organizing and ensuring direct feedback from survivors. Note: interviews or other direct conversations with survivors are not about grilling women on the details of the violence that they have experienced. The purpose is to learn about experiences with and problems in the system's response and to review and make recommendations on how the Blueprint can address those problems.

3. Essential: Regular conversations and policy/practice review with communities that are overrepresented and/or underserved in the criminal legal system.

The ongoing consultation with community-based advocates provides one link to communities that are overrepresented and/or underserved in the criminal legal system. In addition, a more direct and focused consultation with individuals and organizations from specific communities will add to the understanding of current and historical experience with the criminal legal system in general. Regular conversations with diverse communities helps connect the Blueprint coordinator, organizers, and adaptation team with local and national efforts to reduce disparity within the criminal legal system overall. Such conversations also encourage those focused on criminal legal system change to pay attention to the experiences and needs of victims of battering and the impact of proposed changes on women from marginalized communities.

4. Useful: Questionnaires

Questionnaires can be quick and inexpensive ways of surveying a large number of survivors about a specific issue, such as access to advocacy at the time of a police call, the use of mandatory no-contact orders, or experiences with one or more steps in the criminal case process. Many people are familiar with giving feedback in this way and are often more open in their responses because of the impersonal and anonymous format. A questionnaire can be designed so that it is easy to fill out and questions can be asked in a uniform way that makes it easy to tabulate and summarize responses. The availability of low- or no-cost online survey tools (such as SurveyMonkey, Zoomerang, or Google Forms) means that survivors, other community members, and practitioners can complete the survey at home, at an advocacy office, public library, or place of employment. Advocates can distribute or call attention to flyers and posters with information on the website and process. Questionnaires can also be distributed via postcards or paper forms that are deposited at a convenient collection point or returned via regular mail.

5. Optional: Survivors' advisory group

Communities that are positioned to bring survivors' together in a formal advisory role will benefit from the insight and guidance that this form of community consultation can provide. Establishing a survivors' advisory group for the Blueprint is more likely when community-based advocacy programs already have a similar approach in place within their organizations. Survivors' groups

RESOURCE

Blueprint for Safety Survivors' Advisory Group: Role and Activities

oriented to policy and practice review rarely emerge spontaneously, but grow from the intention—and attention and facilitation—of advocacy organizations that value survivors’ voice and guidance. Such a group can be challenging to establish and maintain over time as a fixed body with consistent membership. A more ad hoc approach can be more sustainable, with a group brought together as needed several times a year to analyze Blueprint adaptations and recommend changes. This approach can take advantage of any core membership and leadership that has emerged while also providing flexibility to bring in new members. For example, two or three times a year the Blueprint coordinator and advocate could partner with advocacy organizations to hold a dinner program that invites a diverse range of survivors to comment on specific questions or aspects of the Blueprint or criminal legal system response.

6. Optional: Disparate impact advisory group

The benefits and challenges in establishing a disparate impact advisory group to the Blueprint are similar those for a survivors’ advisory group. There is the potential for deeper insight and guidance that will help adapt and implement the Blueprint in ways that reduce unintended consequences and disparity of impact. It can be equally challenging to establish and maintain such a group over time as a fixed body with consistent membership. It can perhaps be even more challenging.

The experience of being overrepresented in and/or underserved by the criminal legal system has left many people and organizations representing

RESOURCE

[Blueprint for Safety Disparity Impact Advisory Group: Role and Activities](#)

marginalized communities wary about the motivations and sincerity of that system. Their participation in policy discussions and development has often been at a token level. Blueprint communities that are positioned to form and sustain a disparate impact advisory group will most likely have already begun such work in meaningful ways elsewhere in the community. Blueprint organizers will have a foundation of relationships and trust that persuade individuals and organizations to join the effort.

CONFIDENTIALITY — CONSENT — SAFETY

Community consultation in the context of the Blueprint and its focus on people’s experiences with battering requires specific attention to confidentiality, consent, and victim safety. Anyone completing a questionnaire or participating in an individual interview or focus group, for example, should be clearly informed of the purpose of the activity and how the information collected will be used. Victims of battering and others in the community—including those charged with domestic violence-related crimes—must understand that their participation in such activities is voluntary and that refusing to talk or otherwise provide information will have no impact whatsoever on their ability to use advocacy services or their case or any criminal legal system action. While the purpose of direct consultation with survivors and others is to learn about experiences with and problems in the system’s response, personal information about their lives and circumstances may be revealed. Personal information must be treated

confidentially and collected it in such a way that individuals are not identified (unless a person has granted clear, specific permission to do so).

Consultation with victims of battering should not put them at risk for further abuse. For example, when contacting victims by phone or mail with interview requests, focus group announcements, or questionnaires, consider who else is present in the home and has access to mail and phone messages. The Blueprint advocate and community-based advocacy organizations should be involved in planning any direct consultation with victims.

OPTIONAL: SURVIVORS' ADVISORY GROUP – ROLE AND ACTIVITIES

Role

A distinctive feature of the Blueprint for Safety is its commitment to ground policy and practice in the experiences of victims of violence, with particular attention to the complex and often dangerous implications of a victim's collaboration with the criminal legal system. Because community-based advocacy is uniquely situated to bring victims' experiences and concerns forward, it has a central role in Blueprint leadership and partnerships. Another way the Blueprint stays grounded in victims' experiences is via an advisory group of survivors who provide ongoing guidance and help direct the process of adapting and implementing the Blueprint. The Survivors' Advisory Group (survivors' group) acts as a touchstone to uncover problems that the Blueprint seeks to solve and test the Blueprint's solutions.

Members

The Survivors' Advisory Group should reflect the broadest, most diverse range of battered women in the community. Recruiting a broad range of members requires reaching out to culturally-specific and other organizations working with survivors, perhaps around issues that are not directly identified as a "domestic violence" program, such as employment or post-incarceration programs. The structure and format of meetings should be established in consultation with the Blueprint Advocate and other advocates who can strategize on how to best provide flexibility and consistency, meet any necessary childcare and transportation needs, and compensate members for sharing their expertise.

Activities

1. Meet regularly with the Blueprint advocate and the coordinator to provide guidance on strengthening victim engagement and avoiding unintended harmful consequences.
2. Review Blueprint policies and protocols from the perspective of survivor experience to identify potential harmful consequences of Blueprint interventions.
3. Contribute to building a knowledge base about violence against women in the community and the impact of criminal legal system intervention on the lives of battered women.
4. Act as a kind of "standing" focus group that can provide feedback on specific questions related to Blueprint policy and practice. Note: This is not in place of community focus groups with battered women.

5. Support ongoing conversations with victims of battering in the community by contributing to the organization and facilitation of focus groups and similar discussions.
6. Participate in policy and practice assessment activities, such as case file reviews and observations.
7. Recommend changes in Blueprint policy and practice to address any unintended consequences.
8. Contribute to ongoing monitoring, evaluation, and revision of Blueprint policy and practice.

OPTIONAL: DISPARITY IMPACT ADVISORY GROUP – ROLE AND ACTIVITIES

Role

The Blueprint for Safety faces three complex interconnected realities as it seeks to honor Principle Six: (1) the deep and pervasive harm of mass incarceration and its impact on marginalized communities, (2) the deep and pervasive harm of violence against women, and (3) the ways in which victims of battering are routinely caught up in the criminal legal system. The realities are interconnected.

BLUEPRINT FOR SAFETY FOUNDATIONAL PRINCIPLE 6
Act in ways that reduce unintended consequences and the disparity of impact on victims and offenders.

The Disparate Impact Advisory Group (disparity impact group) identifies and analyzes issues of disparity in the community in relation to the Blueprint. It recommends adjustments to Blueprint policy adaptation and practice in order to avoid magnifying disparity. The disparity impact group provides an avenue for direct involvement in the adaptation process by communities that are overrepresented and/or underserved in seeking help from the criminal legal system.

Members

The disparity impact group's core members include individuals affiliated with community-based organizations that represent and work directly with marginalized communities. The group includes meaningful representation from those most affected by disparity in the criminal legal system (i.e., sufficient numbers so that one or two individuals are not expected to represent an entire community). Possible sources to recruit core members include culturally-specific advocacy and civil rights organizations, legal aid services, and faith-based justice system reform groups. The specific make-up will depend upon local conditions related to current and historical disparity. The Blueprint coordinator and advocate also participate, along with a mix of Blueprint organizers and practitioners. The disparity impact group might also include one or more local researchers who study issues of disparity.

Activities

1. Provide analysis and recommendations related to unintended consequences and disparity of impact in the criminal legal system's response to battering.

2. Contribute to building a knowledge base about the current and historic nature of disparity within the larger community and the criminal legal system.
3. Hold focus group or similar community discussions to gather information from victims of battering about the criminal legal system response and recommendations for change.
4. Participate in policy and practice assessment activities, such as case file reviews and observations.
5. Review Blueprint adaptations to policy and practice for any potential harmful consequences or disparity of impact.
6. Recommend changes in Blueprint policy and practice to address any unintended consequences or disparity of impact.
7. Contribute to ongoing monitoring, evaluation, and revision of Blueprint policy and practice.

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RESEARCH SUPPORTS THE INTERVENTION STRATEGIES OF THE BLUEPRINT FOR SAFETY

Updated October 2014

1. COORDINATED WORK ACROSS AND WITHIN AGENCIES INCREASES PROTECTION

- “The core tenet of most coordinated criminal justice responses [is] the belief that a criminal justice system that predictably and routinely entangles offenders in multiple ways improves the odds that any given offender will encounter a response that may alter his behavior.” (Worden, 2003, p. 14)
- A number of studies found that a coordinated intervention in domestic violence cases could have a positive, even cumulative, effect on the behavior of the offender (Murphy, et al., 1998, pp. 278-279; Saunders, 2008, p. 165; Syers and Edleson, 1992, p. 484; Tolman and Weisz, 1995, p. 482; Worden, 2003, p. 13; 2001).
- Sullivan (2006, p. 205) reports an increased responsiveness to victims and improved interagency interactions through a CCR.
- “One large scale study of women in the justice system found that the more battered women perceived different agencies as working together, the more highly they rated them in terms of helpfulness and effectiveness and the more satisfied they were both with the legal system in general and with their own individual case outcomes in particular.” (Goodman and Epstein, 2008, p. 85)
- Russell and Light (2006) found that victims responded well to police when officers were proactive and part of an integrated team.
- Sullivan (2006, p. 205) says “strong leadership, a shared mission, shared power, and a membership extending across more fields” are needed to accomplish goals.
- CCR-related qualities and activities were correlated with higher rates of victim contact with intimate partner violence services in CCR communities when compared to communities without this intervention. These qualities and activities included: developing goals based on community needs, selecting priorities based on the salience of the need in the community, efforts to coordinate services, and disseminating information on the frequency of intimate partner violence in the community. (Klevens, et al., 2008)*
- Zweig and Burt (2006) found that women’s perceptions of whether community agencies were working together to assist her and her case significantly and positively related to arrests in

domestic violence and sexual assault cases and to convictions in domestic violence cases. Perceptions that agencies were working together also increased women's beliefs that law enforcement and prosecution are effective agencies.*

- A study of 48 different domestic violence community collaborations (Nowell, 2009) suggests that the presence of stakeholders who are perceived to be out of sync by other stakeholders with regards to their understanding of domestic violence, but do not acknowledge this apparent disconnect, can negatively impact the effectiveness of the collaborative. In other words, a CCR-type entity is more effective when members have a shared understanding of domestic violence.*

2. OUTCOMES IMPROVE WHEN THE SYSTEM TREATS A DOMESTIC VIOLENCE CASE AS PART OF ONGOING PATTERN OF CRIMINAL ACTIVITY VS. A SINGLE EVENT

- Websdale (1999) reminds us that homicides are often preceded by multiple criminal justice interventions.
- In the Quincy study, Buzawa et al. (1998, p. 189) found about half of the offenders had prior arrests for violent offenses and within two years of the last criminal justice intervention, 44% of the offenders were rearrested for domestic violence.
- Hart notes that between the arrest and prosecution, 30% of offenders may re-assault (Goldsmith, 1991, p. 7) and as many as half of domestic violence victims may be threatened with retaliation for cooperation with prosecutors (Davis, et al., 1990, p. 19).
- Batterers can reoffend quickly. Goodman and Epstein (2008, p. 75) say that “20% to 30% of arrested offenders re-assault their partners before the court process has concluded or shortly afterward, often as retaliation for involving them in the court system.”
- In another study, 14% of the victims reported threats from the perpetrator since disposition of their case, 8% had property damaged, 9% experienced new violence, and 37% of perpetrators had been verbally abusive. (Smith, et al., 2001, p. 72)
- Offenders with a ‘stake in conformity’ (employed, married, stable housing) are least likely to reoffend after interaction with the justice system. (Roehl, et al., 2005, p. 14) However, the high-risk offender with a criminal history tends not to change their behavior with criminal justice intervention. “For high risk offenders, even a ‘model’ court has not broken their pattern of intimidation and control and the interventions they have used to date are insufficient. Stopping chronic and/or serial batterers is apt to be a long, difficult process, not easily impacted by any one criminal justice intervention, especially one that is fundamentally compromised by long prosecutorial and judicial delays and restricted to misdemeanor type sentences.” (Hotelling and Buzawa, 2003, p. 26)

- From their study of batterers in four cities, Heckert and Gondolf concluded that “men in the repeat re-assault category were slightly more likely to use a chain of tactics, or multiple tactics, in their violent incidents. That is, their violence was more likely to be excessive and unrelenting.” (2004, p. III-15-8)
- Buzawa et al. (1998, pp. 205 and 198) found that courts are most likely to see entrenched batterers who have had prior involvement with the system and less likely to see those batterers who use occasional violence and have no criminal record. They suggest that the level and conditions of an intervention could be linked to risk markers made visible for each offender.
- Stark (2007, p. 94) points out that the harm in domestic violence is not only due to the number of violent events, but to an accumulation of multiple harms. It is the cumulative effect, rather than a set of isolated acts that affect the victim of battering.
- Erskine (1999, pp. 1207-1232) discusses the importance of exploring ongoing patterns of intimidation and coercion to determine appropriate charges for a range of criminal or violent behaviors.

3. CLEAR AND CONSISTENT MESSAGES OF OFFENDER ACCOUNTABILITY AND VICTIM SAFETY CAN REDUCE VIOLENCE

- Worden suggests that “the efficacy of many innovations [in intervention] may be contingent on the consistency of the messages that are exchanged among the victims, offenders, and practitioners” (2003, p. 10).
- Interactions with the police create an important baseline for the victim’s level of trust in the rest of system. Belknap and Sullivan (2003) found that whether victims believed the state was a resource for their help seeking was based on positive interaction with an officer who listened without judgment and communicated empathy. Victims saw police as helpful when they provided legal information, advocacy support, attended to medical care, and paid attention to the needs of the children.
- Goodman and Epstein (2008, p. 78) note, “Other research has shown that women who experience government officials as listening to their stories and responding to their individual needs are more likely to feel treated fairly and therefore to cooperate with the prosecutor’s requests than are women who feel forced into a mandatory model dismissive of their input.”
- Researchers at Texas Women’s University (2003) designed a one-hour phone contact for use with the victim during the processing of a protection order. Their study demonstrated that “abused women offered a safety intervention at the time of applying for a protection order quickly adopt safety behaviors and continued to practice those safety behaviors for eighteen months” (p.8).

- Practitioners can support a victim’s safety planning by providing tactical information about the legal process, legal options, appropriate referrals, and specific communication about the risk of severe violence and lethality. (Johnson, 2007; Kropp, 2008, p. 213)
- In his observation of courtroom interactions in domestic violence cases, Ptacek (1999, pp. 172-178) studied how the interaction between judges, victims, and offenders can support or deter the battering dynamic. He points out that the behaviors demonstrated in the courtroom can (intentionally or not) become another resource the perpetrator can use for intimidation or coercion in the future. To that extent, a victim’s experience of the criminal justice intervention can reaffirm the perpetrator’s messages. Ptacek created a graphic titled “Judicial Responses that Reinforce Women’s Entrapment” to describe some of the behaviors he observed. To demonstrate the potential parallels that victims may find in criminal justice interventions, he lays the judge’s behaviors alongside behaviors used by perpetrators. Ptacek’s graphic is available in a report by Levey, et al. (2000, p. Appendix I-2).
- Robinson and Tregidga (2007) found that taking a holistic multiagency approach to domestic violence can reduce recidivism, even among the population most at risk. The research was conducted with very high-risk victims of domestic violence to determine levels of victimization one year after being referred to a Multi-Agency Risk Assessment Conference (MARAC) and their perceptions of this type of intervention. Nearly all victims acknowledged the importance of having multiagency support once they were ready to change their situations.*
- One of the first studies to examine community-based outreach in the context of an interdisciplinary community coordinated response to police-reported intimate partner violence found that community-based outreach by victim advocates results in decreased distress levels, greater readiness to leave abusive relationships, and greater perceived helpfulness of services relative to system-based referrals. (DePrince, et al., 2012a)*
- A randomized longitudinal study found that an outreach program was effective in increasing women’s engagement with prosecution, as well as the likelihood of their participating in the prosecution of their abusers. Results were particularly robust among women marginalized by ethnicity and class, and those still living with their abusers after the target incident. (DePrince, et al., 2012b)*

4. SURE AND SWIFT CONSEQUENCES FOR OFFENDERS REDUCE RECIDIVISM AND THE SEVERITY OF FUTURE ABUSE

- Gondolf (2004) noted a reduction in no-shows and improved completion rates of batterer intervention programs when offenders moved through the system quickly. When intervention was swift and certain, the rate of offenders entering the groups increased from 70% to 95% and the completion rate rose to 70% (p. 619). Gondolf linked the effectiveness of batterer programs to a streamlined system where violations were treated with a ‘swift and certain’

response, offenders identified as high risk received increased sanctions, and risk markers were monitored throughout the intervention (see discussion on page 624).

- Two additional studies by Gondolf (2000; 1999) verify the impact of swift and sure response for domestic violence offenders.
- In domestic violence cases, the specific language of swift and sure is not commonly used, but several authors do recommend aggressive or prompt response to violations of court orders. (Buzawa et al., 2000; Hofford, 1991, pp. 12-17) One of the four lessons reported from the Judicial Oversight Demonstration project was the importance of “procedures to monitor or educate defendants and provide a quick court response to violations of no-contact orders and other bond conditions.” (Visher et al., 2007, p. 9)
- To review a theoretical frame for choice theory and negative sanctions see Pratt (2008) and Kurbrin, et al. (2009).
- A research study conducted by Weisburd, et al. (2008) demonstrated the impact of swift and certain responses to probation violators.
- Klein, et al. (2014) found that prosecution and sentencing of domestic violence cases can significantly reduce re-abuse for the majority of more chronic abusers who also commit non-DV crimes. The research suggests that what matters is the comparative severity of the domestic violence sentencing compared to non-DV sentencing, not the severity of the sentence itself. The researchers recommend that prosecutors and judges sanction crimes against person appropriately, namely more severely than typical non-DV crimes abusers may be arrested for.*

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THE BLUEPRINT APPROACH TO RISK

WHO IS AT RISK AND IN WHAT WAYS?

The Blueprint for Safety organizes everyone in the criminal justice system to keep this question in the forefront of their response to domestic assault cases.

Under the Blueprint, assessing for risk and danger in domestic violence-related crimes is built into each step in the response. Every practitioner, from the 911 call-taker to the judge and the supervising probation officer, is positioned to understand, collect, and communicate information about the kind of violence that is occurring (context) and the level of harm that has occurred and is likely to occur in the future (dangerousness). The Blueprint seeks to provide practitioners at each point of intervention with the knowledge, authority, and capacity to adjust responses along a continuum of interventions, moving to an elevated and then maximum response depending upon the circumstances surrounding the case. [From the Blueprint Supplement, see *Practitioner's Guide to Risk and Danger in Domestic Violence Cases* and the *Training Memo—Risk and Dangerousness: Managing Severe or Lethal Violence*].

The Blueprint approach differs from that of actuarial tools designed to measure specific acts or factors, such as prior assaults or employment status, and produce a score. The Blueprint approach to risk and danger seeks to “connect the dots,” i.e., to paint a picture of the violence in context and make that picture visible throughout the criminal case process. In that sense, the Blueprint takes a qualitative approach to analyzing risk and danger, using a more narrative framework that adds to, but does not replace, actuarial tools used to complete certain tasks, such as making pretrial release recommendations. Under the Blueprint approach, a judge gets a picture of the history and level of abuse used by the defendant, both toward the victim of the immediate crime and toward other intimate partners, in addition to a numerical score.

The Blueprint approach recognizes that 911 and law enforcement officer have a unique role in developing information about context and dangerousness. Because offenders tend to threaten victims for participating in the criminal case, a victim's willingness to share information about the history, severity, and context of the violence usually diminishes over time. The initial response may be the only opportunity to accurately identify the risk a particular offender poses to the victim.

The Blueprint requires patrol officers to ask three open-ended questions in order to help get an early and accurate picture of the nature of the risk and danger involved. The questions (based on Jacquelyn Campbell's Danger Assessment research¹) encourage risk-focused dialogue that helps patrol officers zero in on the essentials of the case, quickly assess for urgency, and determine who is in danger from

¹ Campbell, Jacquelyn C. "The danger assessment instrument: Risk factors of homicide of and by battered women." Questions and answers in lethal and non-lethal violence 1 (1993): 27-38.

whom, and in what ways. The risk questions require responding officers to engage in conversation with victims of violence, as opposed to simply filling out a checklist. Such interaction creates opportunity for dialog between the victim and the officer, and conveys messages of concern for everyone's safety.

The Blueprint risk questions:

- Do you think he/she will seriously injure or kill you or your children? What makes you think so? What makes you think not?
- How frequently and seriously does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Better?
- Describe the time you were the most frightened or injured by him/her.

Officers use follow-up questions to get at more specific and relevant detail, including the extent to which a victim has been threatened for seeking help, particularly from the criminal justice system. When documented in the police report, the responses serve as the foundation for further investigation, charging decisions, sentencing, and conditions of release and probation. Each practitioner from thereon has a role in filling in the picture and disseminating what is known about context and dangerousness. The *Training Memo-Risk and Dangerousness: Managing Severe or Lethal Violence* outlines the primary tasks and requirements for each point of intervention in the Blueprint's coordinated flow of risk management information.

Concern about accurately identifying risk and danger in domestic assault cases has been a focus of criminal justice system response and research for decades. A number of tools and approaches exist, such as the Danger Assessment, the Maryland Lethality Assessment Program, ODARA, and the Domestic Violence High Risk Team Model². The developers of the Blueprint for Safety conducted an extensive literature search and consulted key researchers on risk assessment to develop the Blueprint framework, which includes the *Practitioner's Guide to Risk and Danger in Domestic Violence Cases* and the *Training Memo-Risk and Dangerousness: Managing Severe or Lethal Violence*. They selected the risk questions as a way of immediately capturing key information on the scene that would help everyone intervening from that point onward produce as accurate a picture as possible of the danger and safety needs and respond accordingly. The three questions are not the only ones that should be asked, but they provide a patrol officer who is working under a high call volume or other time constraints a way to readily develop a picture of the case that would otherwise be lost or difficult to reconstruct.

The Blueprint's approach to risk seeks to capture and communicate what is known about an offender via institutional sources such as arrest and conviction records, protection and harassment restraining order affidavits and court records, and probation supervision violations. The *History of Domestic Violence*

² Risk, Domestic Violence High, and Team DVHRT Model. "Examining Domestic Violence High Risk Teams: A Qualitative Assessment of this Promising Approach in Massachusetts." (2014).

*Summary (HDVS)*³ template helps organize and share a running record of an offender’s conduct over time without having to recreate the information at every point of intervention or with every new incident. The HDVS captures not only case outcomes, such as guilty pleas to domestic assault charges, but concretely describes the violence: e.g., “restrained/headlock, spit in her face, left bruises” or “headlock involved squeezing neck; angry about any contact with other males; monitors phones calls; demands accounting of where she’s been.”

The information in the HDVS is key to helping practitioners differentiate responses to domestic violence cases based on context and dangerousness. The HDVS helps provide each practitioner acting on the case—from the bail evaluator to the responding officer to the charging attorney to the sentencing judge—with information that helps answer the following questions:

- What is the context of this act of domestic violence? Is this person engaging in a pattern of coercion, intimidation, and violence that establishes a relationship of dominance or control over the victim? Or, is this another type of domestic violence that requires a different kind of response?
- How frequent and severe is the violence and, if applicable, other related abuse? Is it escalating? Who is at risk and in what ways?

Find the following references to the Blueprint approach to assessing risk and danger under supplemental materials and training memos at http://www.praxisinternational.org/bp_materials.aspx:

- *Practitioner’s Guide to Risk and Danger in Domestic Violence Cases*
- *Training Memo-Risk and Dangerousness: Managing Severe or Lethal Violence*
- *History of Domestic Violence Summary Instructions and Sample*

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³ Supplement to the Blueprint for Safety, Appendix 1D

THE BLUEPRINT FOR SAFETY

An Interagency Response to Domestic Violence Crimes

ESSENTIAL ELEMENTS – ANNOTATED

The Blueprint for Safety’s understanding of essential elements related to effective response to domestic violence crimes reflects the culmination of over thirty years of criminal legal system reform, the results of local Safety and Accountability Audits, and a review of recent research. Each element addresses a gap or issue identified through this work.

Access the following related material at: http://www.praxisinternational.org/bp_materials.aspx

- The Blueprint for Safety: Foundations of Effective Intervention
- Research Supports the Intervention Strategies of the Blueprint for Safety

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911 EMERGENCY COMMUNICATIONS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
1. Set priority-level response for domestic assault calls.	In some communities, domestic calls are treated as “disturbances” with a low priority. The Blueprint starts with the assumption that these are potentially dangerous calls, which can be downgraded in priority if certain conditions exist that rule out the likelihood that danger is present.
2. Elicit and relay to responding officers information about: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene 	<p>Often the only information officers receive is the domestic designation with some indication of whether violence has been alleged, e.g., “physical domestic” or “verbal domestic” or “man and woman fighting.” This does not provide officers with sufficient information to prepare them to respond to the level of danger at the scene.</p> <p>It is not unusual for officers to find when they arrive that those at the scene deny that any violence occurred. If officers have some information about what the caller told 911, this can be used for follow-up questioning at the scene.</p> <p>If 911 transmits this information to officers, supervisors can compare CAD entries or radio traffic recordings to police reports to monitor whether officers are writing reports in all domestic cases.</p>
3. Collect and relay information to aid officers in apprehending suspects who have left the scene.	Suspects who leave the scene before officers arrive are often more dangerous suspects who have learned that if they are not present when police arrive they may be able to avoid consequences. Beginning with 911, the Blueprint organizes everyone to pay attention to these cases, beginning with providing officers with information that may be able to aid in apprehending these suspects right away, thereby ensuring a faster consequence.
4. Communicate effectively and respectfully with callers.	The most common concern relayed by victims of violence regarding 911 is a perception that the call-taker is uncaring and abrupt when talking with them. Victims who feel a partnership with interveners are more likely to use the legal system in the future.

5. Tell callers when a squad has been dispatched.	Victims of violence who are afraid and anxious need reassurance that the next step is in progress. Victims tell us in focus groups that they do not need to know when the squad will arrive, but rather that the next step has been taken and the squad has been dispatched.
6. Determine how and when to safely keep callers on the line.	Call-takers sometimes see their jobs narrowly as getting information about the nature and location of a call to officers, rather than more broadly as helping the caller access safety. Understanding when safety is enhanced by keeping the caller on the line vs. encouraging the caller to retreat to a safer location is critical to a safe 911 response. The Blueprint lays out guidance for making these determinations.
7. Respond to people having difficulty with communication.	Callers who are very upset or impaired by alcohol, drugs or cognition can be frustrating for call-takers to deal with and can lead to ineffective ways of communicating with them. It is not uncommon for call-takers to demand that callers respond to their questions, try to talk over or shout to be heard, fail to tune in to what the caller wants to say if the call-taker is not provided guidance on more helpful ways of responding in these situations.
8. Safely respond to interrupted calls.	Suspects sometimes interfere with 911 calls; sometimes it's dangerous for the suspect to know that 911 has been called and the caller has to hang up; need to distinguish to the extent possible and respond accordingly.
9. Safely respond to children on the line.	Children need connection and reassurance and may be in physical danger. It's important for the child to be able to communicate safely with the call-taker and to maintain connection with a helper. Sometimes children act as instruments of the batterer and try to stop the police response or defend the actions of the batterer.
10. Communicate in a person's first language and in ways that address limited English proficiency. Provide access to language interpretation and TTY/TDD.	It's tempting to use children or other family members as interpreters, but this may not be safe. Children should not be placed in this position and family members, especially if they are the suspect's family, may not interpret accurately.

11. Utilize all available databases and information sources to obtain history on suspect.	The more information responding officers have about history, the more prepared they can be to respond safely. The many databases that exist to capture criminal history don't necessarily talk to each other or include the same information, so call-takers and dispatchers need to be prepared to use as many information sources as possible.
12. Code calls accurately according to Blueprint protocols.	Accurate coding is essential to aid in setting the priority response, preparing officers to respond appropriately, collecting data, and aiding in later monitoring of 911 and patrol response.
13. Record and keep calls and related documents in a manner which allows later access by bail evaluators, investigators, prosecutors, probation, and defense attorneys.	Gaining access to 911 calls is difficult and/or time-consuming in some communities. The 911 recording is a key piece of evidence in a criminal case and should be made readily available to criminal justice workers who need it.
14. Adopt Blueprint victim engagement protocols.	911 personnel can play a significant role in helping victims feel safe and supported, and can have a huge influence on whether victims will feel confident about calling for help in the future. This idea is rarely embedded in 911 training and protocol; the Blueprint provides this guidance.
15. Conduct regular supervisory review of calls and practice according to Blueprint policies and protocols.	Internal monitoring for compliance with the Blueprint is key to maintaining the response.
16. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	Key Blueprint element is ensuring that agencies come together to monitor the extent to which the Blueprint is being followed and its impact on practice.

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
PATROL	
1. Obtain or request enhanced information from dispatch, including: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene • Information to aid in locating suspect who has left the scene 	<p>Officers generally have little information about what is occurring at the scene as they approach. Knowing some detail about what the call-taker is reporting, specifics about the violence, weapons involved, and who is present can more adequately prepare officers to address their own safety as well as safety of those at the scene and to be able to probe more deeply if those present are not forthcoming with information.</p> <p>Suspects who have left the scene are more likely to be apprehended if officers have sufficient information to locate them.</p>
2. Separate the parties and minimize sight and sound contact between suspect and victim(s) as safety permits.	<p>Victims of violence will more readily disclose information if the offender is not able to overhear or to send visual signals to victims.</p>
3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	<p>Assuming that officers' understanding of what is being said by those with limited English proficiency can lead to inadvertent misunderstanding. This can limit both the ability to render necessary aid to victims and can open the door for defense challenges of what's written in the police report.</p> <p>It's best not to use children or family and friends, who may be motivated to inject their own ideas into the conversation.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>4. Interview everyone at the scene (including children) and obtain contact information for all.</p> <ul style="list-style-type: none"> • Obtain detailed contact information for the victim. • Obtain suspect's statement if present at the scene or if s/he can be located. 	<p>It is not uncommon for officers to fail to talk to all witnesses at the scene or get their contact information. Thus, officers may not have all relevant information about the totality of the circumstances in order to make a probable cause determination, and prosecution does not have access to witness accounts. Assuming investigators will follow up is insufficient because patrol has the best and most immediate access to people. Trying to obtain statements at a later time can mean that information important to the case gets lost.</p> <p>Likewise, victims often move around or go to safe locations, so getting complete contact information is very important. Just getting her cell phone number is insufficient.</p> <p>Some departments do not talk to suspects, either because they incorrectly believe the suspect must be Mirandized first and won't talk afterwards or because they don't want to have to document information that is contrary to the case they are building. It is necessary to talk with suspects, however, in order to evaluate the totality of circumstances. Miranda does not have to be given unless the interview is custodial and some suspects will agree anyway.</p>
<p>5. Identify and check on the welfare of all children at the scene.</p>	<p>Children are often ignored by law enforcement who are uncertain if they should talk to them or take the word of the adults that the children are unaware of what has occurred. Given the vulnerability of children and their limited ability to comprehend the implications of what is occurring, officers should find out who the children are, where they are, whether they witnessed anything or were harmed or otherwise drawn into the incident.</p>
<p>6. Document and collect all available evidence, including photos of all injuries, the scene, broken or</p>	<p>Many departments do this, but it is not uncommon for these tasks to be overlooked at the patrol level. It is insufficient to assume investigators will pick this up</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>damaged belongings, weapons, witness statements, electronic (e.g., recordings of text messages, voice-mail, social media), indicators of strangulation, indicators of stalking.</p> <ul style="list-style-type: none"> • Do not seize telephone if it would leave victim without a working phone. • Request the victim sign a medical release if medical treatment will be sought. • Collect and secure evidence related to probable cause regardless of suspect's absence from the scene. • Note spontaneous statements by those at the scene. • Note physical appearance and emotional demeanor of parties. 	<p>later as much of the evidence will be gone before they are able to do so.</p> <p>Even when officers are organized to gather evidence at the scene, it is not uncommon for them to miss the broad range of available evidence, so we want to direct them to consider everything.</p> <p>Telephones can be a source of evidence (text messages, voicemail, caller ID or email; or broken or damaged phones). We want officers to be considering all evidence but we also do not want the safety of victims to be compromised by leaving them without a working phone.</p> <p>Obtaining a medical release at the scene ensures that it gets done promptly; an investigator tracking this down later is at a disadvantage if they can't find her or if she doesn't want to talk to them.</p> <p>It is not uncommon for officers to conduct a more cursory on-scene investigation if the suspect has left. These cases should be treated in the same way, especially since we know they may be among the more dangerous cases.</p> <p>Spontaneous statements made by those present, as opposed to statements made in response to police questioning stand a better chance of being viewed by the court as "non-testimonial", increasing the chances that they might be admissible hearsay if the victim does not appear in court.</p> <p>Officer observations about physical and emotional demeanor are important and often overlooked evidence, provided they are captured as concrete, specific descriptions of what the officer observes.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>7. Determine the existence of civil protection orders, harassment restraining orders, and criminal no-contact orders.</p>	<p>Document possible charges, provide the basis for probable cause determination</p>
<p>8. Ask about and document past history of violence and stalking.</p> <ul style="list-style-type: none"> Victim and witness informants Law enforcement and criminal history records 	<p>Stalking is an under-investigated and under-charged crime and patrol has an opportunity to strengthen recognition and investigation early on. An incident-focused system is not well-equipped to identify a crime that by its very nature is a pattern of activity. Officers need to be tuned into this fact, including the reality that some stalking behaviors are not by themselves criminal (for example, sending letters or flowers).</p>
<p>9. Ask and document responses to the 3 Blueprint risk questions and follow-up:</p> <p>a) Do you think he/she will seriously injure or kill you, your children, or someone else close to you? What makes you think so? What makes you think not?</p> <p>b) How frequently does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?</p> <p>c) Describe the time you were the most frightened or injured by him/her.</p>	<p>These questions provide a window into what is currently happening in the relationship to help interveners understand the extent and nature of the violence. In contrast to a checklist, they require a conversation between the officers and the victim which in turn supports victim engagement. If both people have been alleged to have used violence, these questions can help illuminate who has been harmed, who is most at risk and who is afraid of whom, providing assistance in making self-defense and predominant aggressor analyses, making charging decisions, and requesting conditions of release. The number of questions reflects the reality of patrol work and the time available to talk with victims.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
10. Ask about and document threats to victim for seeking help or attempts to dissuade victim from seeking help.	<p>This question sets the stage for the prosecutor to use the doctrine of forfeiture by wrongdoing to get victim statements admitted if she is not present at trial.</p>
11. When both parties have used violence: <ul style="list-style-type: none"> • Assess <u>first</u> for self-defense; arrest the party who was not acting in self-defense. • If cannot determine self-defense, assess for the predominant aggressor; arrest the predominant aggressor. • Discourage dual arrest. 	<p>All people have a legal right to defend themselves or others from physical harm. Self-defense must be ruled out before a predominant aggressor analysis takes place.</p> <p>Victims who are arrested after using force to stop the battering will be less likely to call police in the future. Batterers know this, strengthening their hand in the relationship.</p> <p>We know statistically that victims of violence who use force against their batterers are more likely to plead guilty because they want to get the proceedings behind them as quickly as possible so they can return to their children and their jobs, and they often feel guilty about their use of force. This can create significant disadvantages for victims of violence in child protection or family court custody cases.</p> <p>In rare situations, a person who has been a victim of ongoing violence at the hands of a partner will be determined to be the predominant aggressor, or the level of mutual violence is so severe that both must be taken into custody.</p>
12. Mandatory arrest with probable cause and any one or more of the following conditions: <ul style="list-style-type: none"> • Felony-level crime • Injury or impairment to victim 	<p>While arrest may not be appropriate in every circumstance, officer discretion should be quite limited in order to avoid failing to intervene and thereby reinforcing a perpetrator's ability to act with impunity.</p> <p>Exception: do not arrest someone acting in self-defense or who is not a predominant aggressor.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<ul style="list-style-type: none"> • Dangerous weapon involved • Violation of order for protection, harassment restraining order, or no-contact order • Victim fears imminent bodily harm 	
<p>13. Whether or not there has been an arrest, provide assistance to victims before clearing the scene:</p> <ul style="list-style-type: none"> • At a minimum, address: medical care, transport to a safe place, notice of victim’s rights and compensation, advocacy and community resources, civil protection orders. • Encourage victim to call 911 if suspect returns to the scene. 	<p>The Blueprint organizes officers to see their jobs more broadly than simply responding to an alleged crime. Engaging with victims in this way improves safety in the short term and strengthens the victim’s relationship with the criminal legal system and increases the likelihood she will call again if necessary.</p>
<p>14. When probable cause exists to make an arrest and the suspect has left the scene, take measures to locate the suspect and protect the victims; submit an investigation report.</p>	<p>In those cases where a suspect has left the scene prior to police arrival, it is not uncommon for law enforcement to conduct a limited on-scene investigation with little or no follow-up. The Blueprint response recognizes that these are cases often involving more dangerous suspects hoping to evade law enforcement consequences, so officers are directed to actively search for the suspect and to submit a full report.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
15. Document patrol response and arrest decision in a report utilizing the Domestic Violence Patrol Report Checklist.	Each element in the Checklist is included to address a specific need that prosecutors have in proving a case, help subsequent interveners identify and act upon the level of risk and danger, and provide complete information for practitioners who will need to contact the victim.
16. If there is insufficient probable cause for an arrest, write a brief report to document the complaint and the response. Do not recode a call dispatched as domestic abuse-related to a non-domestic category.	<p>If the officer is permitted to re-code domestic calls there is no way for supervisors to trace back those calls and monitor compliance with patrol response. Only those calls later determined to not involve a domestic relationship should be re-coded.</p> <p>The law in MN as well as in many other jurisdictions requires that a report be written on all domestic calls whether or not probable cause is established. Recognizing that writing a complete report is time-consuming, the Blueprint permits officers to meet this requirement by writing brief comments in the CAD about the no probable cause determination.</p>
17. If the suspect is gone from the scene (GOA), collect evidence in the same way as when an arrest has taken place and search for suspect as is reasonably possible.	In those cases where a suspect has left the scene prior to police arrival, it is not uncommon for law enforcement to conduct a limited on-scene investigation with little or no follow-up. The Blueprint response recognizes that these are cases often involving more dangerous suspects hoping to evade law enforcement consequences, so officers are directed to actively search for the suspect and to submit a full report.

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
INVESTIGATION	
18. Conduct prompt supervisory review and (1) assign follow-up investigation when patrol has determined probable cause for an arrest or (2) forward to charging attorney without further investigation.	<p>Prompt review, follow-up, and referral helps ensure a swift response and minimize a drawn-out process that opens opportunities for offenders to intimidate or otherwise discourage victim participation in the criminal case process.</p>
19. Cases with one or more of the following receive high priority regardless of whether offender is in custody or out of custody(GOA): <ul style="list-style-type: none"> •Imminent time deadline •Significant injury or impairment •Strangulation or stalking alleged •Victim’s response to risk questions indicates significant risk 	<p>Investigators sometimes must prioritize cases due to time constraints. This element is designed to ensure that cases are prioritized by risk and danger or legal procedures that might require release of an in-custody defendant if charges are not filed imminently, rather than prioritizing by date of offense or date the report is received.</p>
20. In gross misdemeanor and felony cases: <ul style="list-style-type: none"> • Conduct an expanded domestic violence risk assessment as warranted, starting from responses to the three risk questions. • Evaluate for all possible charges. 	<p>All felony and gross misdemeanor cases should receive additional review by investigators. Some investigative units may not have time to conduct a more comprehensive risk assessment in every case, so the Blueprint guides them to do so in cases where the patrol risk questions indicate elevated risk.</p> <p>In the event that patrol officers have not fully identified all possible charges, investigators should review and determine if the facts support additional charges.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>21. Be alert to and investigate types of crimes associated with domestic violence:</p> <ul style="list-style-type: none"> • Stalking/harassment • Strangulation • Sexual coercion and sexual aggression • Witness tampering 	<p>These crimes are often under-charged and under-reported.</p> <ul style="list-style-type: none"> • Stalking and harassment in particular, are by definition patterned crimes and thus easy to miss in an incident-driven response, particularly if the acts of stalking and harassment alleged would not by themselves be criminal in nature. • Strangulation cases are potentially lethal, even several days after the incident. Responding officers and investigators need specific training and guidance to know what to look for in these cases. • Sexual aggression in the context of intimate partner cases is under-identified. Victims themselves may be confused about whether the conduct is illegal or not, or may be embarrassed or afraid to disclose it. Since sexual aggression can be an indication of increased danger, investigators should pay attention to clues that this could be occurring and follow up.
<p>22. Promptly notify the victim when a case is declined for referral to prosecution.</p>	<p>Important for engagement with victims and to aid in safety planning.</p>
<p>23. Determine if the suspect is on probation; if so, notify probation of the circumstances of the case, including any offenses where the suspect left the scene and has not been located.</p>	<p>If probation knows that a new offense has occurred they can respond promptly. The more time that passes between the incident and action taken by a probation officer, the less effective intervention is likely to be.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
24. Adopt Blueprint victim engagement protocols to protect victims from retaliation, prioritize safety, offer resources, build collaboration over time, and increase access to services and protection.	<p>Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners.</p> <p>Research shows that victims who have support within the court system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.</p> <p>Confronting the suspect with information obtained from the victim can further endanger her and create additional risk of harm.</p>
SUPERVISION	
25. Conduct regular supervisory quality and compliance review of departmental practice according to adapted Blueprint policies and protocols. <ul style="list-style-type: none"> • Patrol and investigation supervisors conduct regular review of reports and files • Refer reports to supervisors and commanders for review, redrafting, and policy/protocol clarification • Approve officers' actions when exceptions to arrest policy are contemplated 	<p>Without regular oversight, practice tends to “fall off.”</p> <p>Supervisory oversight of exceptions to policy will reduce the likelihood that these exceptions will be used inappropriately.</p>
26. Provide structure for supervisors to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	<p>The Blueprint changes the way people work together across agencies. Rarely does a community build in a response that allows workers across agencies to review together how their collective response is working and its impact on the community. This is a core feature of the Blueprint that distinguishes it from other CCRs.</p>

LAW ENFORCEMENT PATROL AND INVESTIGATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
27. Meet regularly with 911, prosecution, and probation to discuss and resolve problematic cases and responses.	<p>It is very common that practitioners experience frustration with their counterparts in other agencies, but generally there is not a structure in place to help people resolve those problems when they arise. The Blueprint institutionalizes this by providing a mechanism whereby everyone has an opportunity to bring forward problematic cases for discussion and resolution.</p>
28. Incidents involving department employees: <ul style="list-style-type: none"> Investigate, make arrest decision, process evidence, and conduct follow-up investigation in accordance with adapted Blueprint policies and protocols. Send a supervisor of higher rank than the suspect to the scene. Supervisor shall recover arrestee's badge, law enforcement identification card, and weapon. 	<p>This element is included to ensure that law enforcement officers do not receive preferential treatment by their peers, and that officers who are alleged to have committed violent offenses against family or household members are restricted from performing their duties pending a review of the case.</p>
29. Incidents involving public figures: <ul style="list-style-type: none"> Investigate, make arrest decision, process evidence, and conduct follow-up investigation in accordance with adapted Blueprint policies and protocols. Send a supervisor to the scene. Take precautions to protect the victim's safety and confidentiality. 	<p>Intense media scrutiny may accompany an incident involving someone who is well-known to the public. This can also mean increased media attention to the victim, who may not find such attention welcome.</p> <p>It is important that officers are not influenced in their actions by their opinions or perceptions of the individuals involved and that they perform their duties in the same way they would other cases.</p> <p>In recognition of the fact that increased attention and scrutiny may come to the case, a supervisor should be included in all aspects of the response.</p>

PRETRIAL RELEASE / BAIL EVALUATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
1. Present a bail evaluation that includes severity and context, criminal history, risk to the victim and community as well as likelihood of reappearance.	<p>The general function of pretrial conditions of release is to protect the public and to ensure that the defendant will appear at subsequent proceedings. Too often in domestic violence related cases, however, the primary concern has been on securing the defendant's appearance, followed by concern about general public safety but without consideration of the specific nature of safety for victims of domestic violence.</p> <p>The Blueprint emphasizes the protection of victims as equally, if not more, important to the goals of securing general public safety and defendants' appearance at proceedings. Under the Blueprint, an equally important part of determining bail and conditions of release is the history of violence, the severity of the offense and the risk posed to the victim and the public of continued violence by the defendant. The pattern of abuse is made visible and considered in determining the suspect's likelihood to reoffend. Conditions and monitoring balance the constitutional presumption of innocents, victim safety (which may require restricting the defendant's behavior), and steps that will assure the defendant's appearance at trial.</p>
2. Inform the victim of limits of confidentiality; put procedures in place to protect information obtained from victim to the extent possible under law.	<p>A victim's cooperation with the criminal legal system carries complex and often dangerous implications. Victims often experience threats or acts of violence and other retaliation. They are rarely able to speak freely and openly. They need to know whether and how what they say will be used.</p>

PRETRIAL RELEASE / BAIL EVALUATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
3. Differentiate recommendations for bail and conditions of release based on risk, context, and severity.	<p>Not every act of domestic violence is the same. The Blueprint provides mechanisms to adjust the level of intervention to the level of violence and the context in which it is committed. When bail and conditions of release are tailored to the level of violence and dangerousness, interveners are better positioned to make decisions and enact sanctions that protect the public (including current and possible future victims) and hold offenders accountable while extending opportunities to change violent and abusive behavior.</p> <p>The Blueprint positions those making recommendations on pretrial conditions of release to evaluate and make decisions according to whether the defendant is an offender who is at high risk to continue, escalate, or turn lethal in his or her use of violence; or a defendant with minimal or no history of violence; or a defendant who is a victim of ongoing abuse who appears to be responding with violence.</p>
4. Contact the victim about the incident, history of violence, and wishes concerning conditions of release, including no- contact orders.	<p>Victims have unique information about their experience and about the arrest incident, the defendant's reaction to different conditions of release, and which kinds of conditions may be most effective.</p>

PRETRIAL RELEASE / BAIL EVALUATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
5. Inform the victim promptly of ordered conditions of release.	Fragmentation and lack of coordination have characterized much of the criminal legal system's response to domestic violence related crimes. Victims have too often been among the last to know about what is happening in the case, whether the defendant has been released, and what kind of controls or sanctions have been put in place. The Blueprint emphasizes a collective, coordinated response where all practitioners are prepared to identify, document, and communicate risk and danger factors—and to keep victims informed and use each interaction as an attempt to build collaboration.
6. Supervise defendants granted conditional release and monitor for compliance with conditions of release.	Reoffending is common in domestic violence cases. Conscientious monitoring and supervision can help discourage and interrupt the domestic violence offender's efforts to intimidate the victim.
7. Inform victim of who to contact and how to report violations or harassment by defendant.	Informing victims that there are conditions of release is an inadequate response without only making clear how those conditions will be enforced and how to report violations.
8. Respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.	A prompt response reinforces messages of accountability for defendants and the authority of the court and criminal legal system. It may also interrupt the likelihood of escalating violence and witness intimidation.
9. Adopt Blueprint victim engagement protocols.	Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners. Research shows that victims who have support within the system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.

PRETRIAL RELEASE / BAIL EVALUATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
10. Communicate in a person’s first language and in ways that address limited English proficiency and literacy.	Assuming that those with limited English proficiency—whether victims or offenders—understand what is said or printed can lead to inadvertent misunderstanding about what is expected of the offender.
11. Conduct regular supervisory review of pretrial/bail evaluation practices according to Blueprint policies and protocols.	Without regular oversight, practice tends to “fall off.” Supervisory oversight of exceptions to policy reduces the likelihood that these exceptions will be used inappropriately.
12. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	The Blueprint changes the way people work together across agencies. Rarely does a community build in a response that allows workers across agencies to review together how their collective response is working and its impact on the community. This collective response is a core Blueprint feature that distinguishes it from other CCRs.
13. Meet regularly with prosecution and court administration to discuss and resolve problematic practices and responses.	It is common for practitioners to experience frustration with their counterparts in other agencies, but generally there is no structure in place to help people resolve those problems when they arise. The Blueprint institutionalizes such shared problem solving by providing a mechanism whereby everyone has an opportunity to bring forward problematic practices for discussion and resolution.

SHERIFF'S OFFICE: WARRANTS, JAIL, AND COURT SECURITY

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
WARRANTS	
1. Use widest possible sources of information to locate the defendant.	This may be obvious; it's simply a directive to deputies to be diligent in their efforts to locate people.
2. Obtain and act upon information from victims related to locating the defendant.	Some victims report that when they call warrant offices with information they are not taken seriously, their motives are questioned and/or the warrant office does not want their information. Over time, victims can be a valuable source of information about how to locate domestic assault defendants and this should be encouraged.
3. Prioritize warrants based on crime level and risk and danger.	The FBI requires that felony warrants be prioritized. While that is a given, it is also important to recognize that some misdemeanors pose even greater danger to people than some felonies. Violent misdemeanors should be elevated in priority alongside felonies, and violent felonies should get priority over non-violent felonies.
4. When new information is received, reactivate dormant warrants and renew attempts to locate defendant.	Most communities have a backlog of warrants that can go dormant when deputies have exhausted their information about how to locate someone. This should be revisited periodically in case the situation has changed.
5. Capture and report to law enforcement the defendant's behavior at time of service regarding threats, intimidation, risk and danger.	Deputies are generally not organized to capture this kind of information, but defendants who exhibit this type of conduct in the presence of officers, particularly when experiencing the consequence of arrest, may be more dangerous offenders. It may be necessary to notify the victim of possible increased danger, and such conduct may constitute additional crimes.

SHERIFF'S OFFICE: WARRANTS, JAIL, AND COURT SECURITY

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
JAIL	
6. Capture and report to law enforcement information regarding threats and risk and danger during booking and defendant's stay in the jail.	Jail staff are generally focused on duties to book, house, maintain security, and transport inmates. They are often not directed to pay attention to the conduct of defendants not directly related to these tasks, yet can be a valuable source of information to law enforcement and prosecutors when defendants make statements or exhibit behaviors that indicate they intend further harm to a victim. Such behavior may constitute additional crimes and victims may need the information to aid in safety planning.
7. Provide prompt notification to victim of defendant's impending release.	Required by law in MN and some other jurisdictions; important for victim safety.
8. Prohibit visits, correspondence, and phone calls between defendant and victim if a no-contact order is issued.	Defendants frequently harass, intimidate and coerce their victims from the jail. This element positions jail staff to take affirmative steps to protect victims, and assumes that the jail does not want offenders to be committing additional crimes while in their custody and should take steps to prevent this.
9. Block victim's phone number unless victim wants contact and a no-contact order is not in place.	It is assumed that if a no-contact order is in effect the number should be blocked because the defendant should not be permitted to use the jail phone to commit additional crimes. The Blueprint suggests that even in those cases where a no-contact order is not in effect that the default position should be to block the number unless the jail staff has information to the contrary. This last is somewhat controversial, and an acceptable alternative would be to block the number in these circumstances only if the victim requests it.
10. Make jail audio readily available to law enforcement and prosecution	This is valuable information to prove witness intimidation and to enable prosecutors to argue for the use of the forfeiture by wrongdoing doctrine. It also may be evidence of a crime. Often such information, though technically available, may be cumbersome to access. Law enforcement agencies and the jail should establish mechanisms to streamline access.

SHERIFF'S OFFICE: WARRANTS, JAIL, AND COURT SECURITY

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
COURT SECURITY	
11. Establish procedures to obtain, accept, and act on victims' reports of harassment or threats.	The courthouse presents many opportunities for victim intimidation. Deputies and court personnel often see their jobs as maintaining order, but not necessarily to look for and prevent such intimidation. They may or may not be able to affirmatively seek this out, but should communicate to victims and to defendants that they are prepared to act on information that comes to them, and that victims and their advocates are encouraged to enlist their help.
12. Alert courtroom security to the existence of a protection order or no-contact order.	Whenever possible, information about the existence of no-contact orders should be made available to court security staff to aid in enforcement.
13. Establish procedures to act upon violations of court orders or victim intimidation.	It is not uncommon for deputies in court to assume that contact is inevitable in these cases while in the courtroom. The presence of the victim and the defendant in the same courtroom does not require contact between them, however, and procedures must be in place to address prohibited and/or unwanted contact in order to enforce the integrity of the court's orders and to protect victims from intimidation. Ideally, when permitted by law, offenders should be taken into custody immediately for violations of the law.
14. Provide a secure area for victims in the courthouse.	Often victims must be or wish to be present at court, but do not feel free of intimidation while in the actual courtroom. MN law requires secure waiting space; it is strongly recommended in those jurisdictions where it is not required.
15. Report to prosecutors any intimidation or harassment of victim by defendant.	Prosecutors need to be aware of these incidents so that they can add additional charges when warranted, bring the defendant's conduct to the judge's attention or take other steps to protect the victim.

SHERIFF'S OFFICE: WARRANTS, JAIL, AND COURT SECURITY

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
CROSS-DIVISION / AGENCY-WIDE	
16. Adopt Blueprint victim engagement protocols.	A feeling of partnership between victims and system practitioners has been shown to increase victim satisfaction with criminal justice intervention and to increase the likelihood that victims will use the criminal legal system in the future. Giving specific guidance to workers about the ways in which this partnership can be nurtured is important to ensuring that it happens.
17. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	When dealing with those who are not fluent in reading and writing the English language, it is necessary to provide mechanisms for effective communication. This can include a range of categories, including immigrants who are English Language Learners, those who are blind or deaf, and those with cognitive impairments. Do not assume that an English Language Learner who appears to have strong English-speaking skills will be able to communicate in English about the criminal legal system.
18. Conduct regular supervisory review of Sheriff's Office practice according to Blueprint policies and protocols.	Internal review is necessary for the ongoing maintenance of the Blueprint.
19. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	The Blueprint calls for bringing workers from different agencies together to periodically review to what extent the policies and protocols are working as designed. It is necessary that this work be done with an interagency group in order to examine how the interagency linkages are working, how information is being shared, if all workers are getting and using information about risk and danger, and so on.

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>1. Approach charging domestic violence cases in ways that minimize dependence on the victim and maximize other sources of information.</p> <ul style="list-style-type: none"> • Know the doctrine of forfeiture by wrongdoing and utilize when appropriate. • Expand the focus to include illegal behavior after patrol arrives. • Charge all relevant crimes except where victim safety, including safety of victim/defendants, warrant otherwise. 	<p>Throughout the country, prosecutors routinely dismiss domestic violence cases when victims do not appear for court. Victims are rarely in a position to actively support prosecution even if they desire it; they are often intimidated, coerced and manipulated by the defendant. The Blueprint directs all workers to help position the prosecutor to continue these cases as often as possible when the victim is not present.</p> <p>Recent Supreme Court decisions limit the ways in which victim statements can be admitted if the victim is not present. If the prosecutor can show that the defendant is responsible for the victim’s failure to appear, the prosecutor may be able to get those statements in under the doctrine of forfeiture by wrongdoing. Prosecutors must understand this doctrine and know how to use it.</p> <p>Acts of intimidation or violence committed in the presence of officers may indicate that a suspect is particularly dangerous, so it is important to pay particular attention to allegations in a police report that defendants have engaged in this conduct.</p> <p>Generally, it is best to include the broadest range of possible charges. Exceptions can be made if the prosecutor has information that would suggest that this strategy may further endanger the victim. This will usually apply when reviewing cases involving victims of ongoing violence who have used force against their batterers. In those cases, it is often better to charge more conservatively, considering what is minimally necessary to discourage future use of force.</p>

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
2. Evaluate the risk and lethality factors and the context of the violence and adjust prosecutorial response accordingly.	It may be appropriate to consider charging more marginal cases if the information available to the prosecutor indicates that the victim may be at significant risk of serious harm from the suspect.
3. Request further investigation rather than decline a case that might be charged with additional evidence.	Prosecutors should be diligent in working with law enforcement to ensure that the quality of investigations will support criminal charges. If the reports suggest that more information could be developed law enforcement should be asked to investigate further.
4. Reevaluate the case for additional charges or amended charges as additional evidence is gathered.	Once a case is charged, there is a tendency not to revisit the charging decisions. Particularly if information surfaces about more serious offenses, prosecutors should respond accordingly.
5. Be aware of potentially undercharged crimes in domestic violence cases: strangulation, stalking, sexual coercion/sexual aggression, and witness tampering.	Prosecutors act as the repository of information gathered by others, but can be alert to elements of crime that law enforcement may have missed. For example, a pattern of protection order violations could be indications of stalking behavior; victims stating that an assault took place in a bedroom could suggest a sexual assault; victims who express fear or reluctance to talk to police could be victims of witness tampering.

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
6. Relay charging decisions, including declining charges, promptly to law enforcement, victim, and victim/advocate.	<p>Victims report lack of communication from prosecutors and others in the criminal legal system as a problem. Victims need to know if the suspect is charged as she plans for how to manage the details of her life and how to keep herself and her children safe.</p> <p>If an advocate is involved, she will want to monitor the case as it progresses through the courts and ensure that the victim's information is considered throughout the process.</p> <p>In many communities officers do not know what has happened to the cases they are involved with unless they are subpoenaed to testify in court. The Blueprint strengthens this linkage and encourages officers and investigators to think beyond their specific tasks to the end of the case.</p>
7. Adopt Blueprint victim engagement protocols.	<p>Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners.</p> <p>Research shows that victims who have support within the court system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.</p>
8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	<p>Assuming that practitioners' understanding of what is being said by those with limited English proficiency can lead to inadvertent misunderstanding. Victims are more likely to be willing and able to participate in the legal system if they are communicated with in ways they can understand.</p> <p>It's best not to use children or family and friends, who may be motivated to inject their own ideas into the conversation.</p>

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
9. Engage in and document early and continuing contact with victims.	One of the most frequently reported frustrations expressed by victims is that they don't know what is happening in their cases. Respectful, regular communication is key to victim satisfaction and willingness to participate in the criminal legal system.
10. Adopt process to obtain and consider input from victim and/or victim's advocate about pretrial conditions of release.	Crafting conditions of release are very important to victim safety and security. Victims are in the best position to inform practitioners about what conditions will provide protection and what the likely impact will be.
11. Consider each no-contact order individually.	The Blueprint establishes a "default position" that a no-contact order should be sought at the pretrial stage with some exceptions. Blanket policies to issue pretrial no-contact orders are common, but can undermine victim safety and well-being and lead to disparate impact on certain offenders. The sudden removal of an adult from a home can create significant disruption in the life of a victim and her children, or it can provide protection from a violent offender. Prosecutors must seek out sufficient information to balance the individual needs and desires of a victim against the obligation to take steps to deter future violence. Victims who do not want a no-contact order will more than likely disregard it. Prosecutors must weigh all of this carefully when deterring whether to request a no-contact order.
12. Do not threaten to or place a victim in custody to ensure witness availability.	Victims decide not to appear in court for a number of reasons—intimidation by the defendant, concerns about taking time away from work or family, conflicting feelings about the prosecution, and a myriad of others. Arrest or threats of arrest only exacerbate these concerns, punishing the victim for her life circumstances and making it far less likely that she will seek help from the legal system in the future.

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
13. Approach cases with the understanding that the victim may not appear for trial or may recant.	The relationship between the victim and the defendant and the complexities of risk, danger and life circumstances involved mean that many victims will not appear at trial, or will decide to support the defendant. If prosecutors begin with the assumption that this will happen they will position themselves far more effectively to be able to continue the case in this event.
14. Do not file criminal charges against a recanting victim.	This will almost certainly mean that this victim will not seek help from the legal system in the future. It is also disingenuous if the prosecutor believes that the victim was telling the truth to begin with.
15. Make recommendations for bail and pre-trial conditions of release that reflect context and severity of the offense, the risk and danger, and safety needs of the victim and public.	Make sure that bail and pretrial recommendations do not consider likelihood of reappearance only, but also safety of the community and the victim.
16. Unless provided by another agency, keep victim informed of bail and pretrial release conditions and procedures.	In some communities, the court or pretrial services may provide this notification. The victim needs this information for her own safety planning, and she can be an important source of information about compliance with pretrial conditions.
17. Take prompt action upon notice of violation of conditional release to ensure sure and swift consequences.	Rather than waiting for the next scheduled court appearance, if the prosecutor learns that a defendant has violated conditions of release it's important that action be taken right away. Delay undermines the principle of sure and swift consequences for the defendant, which research has shown to be effective.
18. Obtain and take into account input from victim and advocate about plea and sentencing recommendations.	Since a domestic assault cases presupposes a relationship between victim and defendant, it is necessary to consider that any steps taken to contain the defendant could affect the victim as well. The victim is usually a good source of information about how dangerous the suspect is and what might be necessary to discourage future violent conduct.

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
19. Ensure access to victim’s rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.	State law generally requires this.
20. Adjust the response when considering plea agreements and sentencing with victim/defendants.	Avoid strengthening the hand of the batterer, who may be the identified victim in a specific case. Focus intervention with the victim defendant on assisting her with obtaining support, information and community resources to reduce the likelihood that she will feel compelled to use violence in the future. Reduce opportunities for the identified victim in the case to use the prosecution to discourage the victim defendant from using the criminal legal system in the future.
21. When recommending probation conditions, request a probationary no-contact order at the victim’s request, overriding this request only in rare cases where the suspect poses significant danger to the victim or the community.	Research tells us that the pretrial period carries particular dangers for victims of domestic violence. Once the case is resolved, concerns about the likelihood of further violence are reduced. Probation also goes on for a much longer period of time, usually a year or more, creating additional hardships for victims of violence who intend to continue a relationship with the suspect.
22. Provide information on plea and sentencing to appropriate persons and agencies including the victim.	Usually required by law; however, the Blueprint requires meaningful consultation with the victim on plea negotiation and sentencing, not mere notification. We know that when victims feel as though they are included in decision-making and have the ability to have some measure of influence, their satisfaction with the process improves.
23. Provide probation presentence investigation writer with already gathered information.	When possible, the Blueprint directs practitioners to share information to avoid having to duplicate work and to expedite case processing.

PROSECUTION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
24. Take prompt action to address violations of probation conditions to ensure sure and swift consequences.	In those situations where a defendant violates probation by committing a new offense it is common practice to join the probation violation to the new offense and wait to consider whether to revoke probation until the new case is resolved. This can take weeks or months. Research tells us that responding swiftly to these violations reinforces the seriousness of the offense and increases the likelihood that a defendant will connect the consequence to his actions.
25. Conduct regular supervisory review of prosecution files and practices according to Blueprint policies and protocols.	A key Blueprint feature is for supervisors to establish a means of regularly reviewing agency practice to determine the level of compliance with Blueprint protocols.
26. Provide structure for managers/supervisors to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	This monitoring cannot be done adequately if the agency is reviewing its own practices alone. The Blueprint emphasizes the linkages among all agencies and necessitates that practices be instituted that recognize the reality that the decisions made by prosecutors affect others in the criminal legal system.

VICTIM/WITNESS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
1. Inform victim that communication is not confidential.	Because of their location within the prosecutor's office, victim/witness advocates are uniquely situated to facilitate victims' access to prosecutors and the legal system. This proximity also presents issues of confidentiality because of the prosecutor's legal requirement to disclose information to the defense. There can be no promise of confidentiality with the victim/witness advocate. Victim/witness advocates must be clear about this and connect victims with community-based advocates who can provide assurance of confidentiality.
2. Make contact as soon as possible and maintain contact throughout the criminal court process.	Research shows that victims who have support within the legal system process and from advocates are more likely to be able to be successful in ending the violent relationship sooner.
3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	Assuming that those with limited English proficiency understand what is said or printed can lead to inadvertent misunderstanding about the criminal case process, limits of confidentiality, and the role of victim/witness support.
4. Connect victims with community-based advocates who can provide assurance of confidentiality.	See Essential Element #1 regarding confidentiality. Community based advocates may also have ready access to community resources that may not be available to victim witness and can work with victims long past the conclusion of a criminal case.

VICTIM/WITNESS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
<p>5. Seek input from the victim at all stages of the process and communicate information to prosecutor.</p>	<p>When victims are not consulted from the beginning and throughout the case, prosecutors miss the unique perspective that victims have about their experience, the arrest incident, the defendant's reaction to prosecution, and which kinds of disposition and sanctions might be most effective.</p> <p>Victim/witness advocates provide a bridge between victims and prosecutors. Extended contact with victims provides an opportunity to build responses that reinforce safety and to collaborate with victims in ways that acknowledge the nature of domestic violence as a patterned offense versus a one-time, isolated act.</p>
<p>6. Facilitate victim's access to the prosecutor and legal system to ensure that the victim has a voice in process and that her/his expressed concerns are communicated and considered.</p>	<p>Victim/witness advocates are uniquely situated to ensure that the victim's wishes and safety needs are made central to managing the criminal case. Their extensive knowledge of the legal process and their relationships with prosecutors position them to help move case forward, ensure that victim's needs are accounted for at each step, and promote victim engagement with the legal system.</p>
<p>7. Explore victim's concerns about safety and problem-solve to address question and concerns, including the implications of a no-contact order.</p>	<p>The criminal legal system process can be frightening and overwhelming. A victim's cooperation carries complex and often dangerous implications. Victims often experience threats or acts of violence and other retaliation for seeking help. They are rarely able to speak freely and openly.</p> <p>No-contact orders can have negative, unintended consequences, such as when the defendants are themselves victims of ongoing abuse; when victims are dependent on the defendant for physical care, financial or child care support, or housing; or when a victim operates a farm or other business together with the defendant. Some victims may also fear likely retaliation for turning to the criminal legal system for help.</p>

VICTIM/WITNESS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
	When victim/witness advocates are proactive in exploring such concerns and bringing them to the prosecutor's attention, there are more opportunities to address them and reassure victims that interveners are acting in their best interests.
8. Provide required victim notifications related to the criminal case process pursuant to state law and assist victims in exercising their rights.	Victims of domestic violence related crimes have the same rights as other victims of crime, including notifications about proceedings and remedies available.
9. Work with prosecution to ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.	<p>Restitution and crime victim compensation often go missing from sentencing in domestic violence related cases unless victims are well-informed and have assistance in making the request.</p> <p>Victim impact statements provide a voice in a process that otherwise provides little opportunity for them to articulate their thoughts and feelings to the defendant and the judge. Victims are rarely prepared to write and present a statement on their own, however.</p> <p>Under the Blueprint principle of continuing engagement, it is the victim/witness advocate who helps pull it together. This includes: a realistic discussion with victims of what "impact" the statement is likely to have, what they hope will be accomplished with the statement and whether the victim impact statement is the best option for meeting those goals. By identifying any fears a victim has about delivering the statement, the victim/witness advocate can help create a plan that accounts for those fears.</p>

VICTIM/WITNESS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
10. Offer support, information and resources throughout the process.	Research shows that victims who have support within the legal system process and from advocates are more likely to be able to be successful in ending the violent relationship sooner.
11. Arrange assistance as needed to facilitate victim's participation in court proceedings.	Victims have a range of needs related to court proceedings, including transportation, communication with employers, and feeling secure and safe when they have to be in close proximity to the offender.
12. Facilitate victim's connection to probation throughout presentence investigation, sentencing, and supervision.	Probation has an ongoing relationship with domestic violence offenders but needs to engage with victims in order to understand what makes the ongoing situation dangerous, what sanctions and conditions are most appropriate, and what particular signs might signal reoccurring violence. Victim/witness advocates can help facilitate this connection.
13. Provide for post-conviction assistance, information, and support.	Victims' questions and concerns do not end at sentencing.
14. Adopt Blueprint victim engagement protocols.	Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners. Research shows that victims who have support within the system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.
15. Conduct regular supervisory review of Victim/Witness agency practice according to Blueprint policies and protocols.	Without regular oversight, practice tends to "fall off." Supervisory oversight of exceptions to policy reduces the likelihood that these exceptions will be used inappropriately.

VICTIM/WITNESS

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
16. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	The Blueprint changes the way people work together across agencies. Rarely does a community build in a response that allows workers across agencies to review together how their collective response is working and its impact on the community. This collective response is a core Blueprint feature that distinguishes it from other CCRs.
17. Meet regularly with law enforcement and prosecution to discuss and resolve problematic cases and responses.	It is common for practitioners to experience frustration with their counterparts in other agencies, but generally there is no structure in place to help people resolve those problems when they arise. The Blueprint institutionalizes such shared problem solving by providing a mechanism whereby everyone has an opportunity to bring forward problematic cases for discussion and resolution.

PROBATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
1. Establish procedures to obtain victim input regarding presentence investigation (PSI) and conditions of probation, including imposition of no-contact order and response to violations.	A key role of probation is to manage risk, which involves recommendations for sentencing and sanctions appropriate to the risk and ongoing supervision that stays aware of signs that abuse and violence may be reoccurring. Victim engagement and input helps probation understand what makes the ongoing situation dangerous and what particular signs might signal reoccurring violence.
2. Conduct presentence and pre-supervision investigations that search all available records and capture complete information about the current offense and defendant's past use of violence.	The immediate crime/conviction may not accurately reflect the nature of the risk or factors that should be addressed in sanctions and rehabilitation programs. To stop violence against the victim, both current and those in the future if the abusive behavior continues, requires as complete an understanding of the defendant's use of violence as possible, including criminal history and civil orders for protection involving the current and past victims.
3. Incorporate history, context, severity, risk and danger in the PSI report, with particular attention to those cases involving apparent victim-defendants (i.e., where the defendant appears to have been abused in the past by the identified victim in the case).	Probation's role in any case is to work with offenders who pose a risk to the public. In domestic violence cases, very specific, identifiable members of the public bear that risk. Recognizing the nature of the risk; constraining ongoing coercion, intimidation, and violence; and offering opportunities to change abusive behavior begin with the PSI. A PSI that presents the history, context, and severity of the violence positions the court to recognize victim-defendants and to act in ways that will not put them at further risk.
4. Make PSI recommendations based on context, severity, risk and danger.	When the event leading to the conviction and the offender's history of violence are presented in context, the court can impose a sentence which addresses victim safety and offender accountability and rehabilitation—and the supervising probation officer is better positioned to enforce the sentence.

PROBATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
5. Attempt to meet with or contact the victim prior to the first meeting with the defendant.	<p>Batterers can be skilled at shifting attention and blame to the victim and away from their own actions. Early contact with the victim helps the supervising probation officer obtain information about the offender's pattern of violence and any markers for escalation, identify whether and how the victim has been threatened or harmed for seeking help, and reinforce probation's role in furthering victim safety and offender accountability.</p>
6. Meet promptly with offender to review all probation conditions and obtain signed releases.	<p>The more time that lapses between sentencing and supervision, the more opportunity there is for ongoing coercion and intimidation of the victim. What might have been a strong message from the court diminishes when there is no one to reinforce it. The supervising probation officer is the only practitioner in the system that develops and ongoing relationship with the probationer. The quicker that begins, the quicker the probation officer can relay and reinforce the messages intended by the overall Blueprint response: change is possible, being accountable is the first step toward change, continued abuse will not be tolerated, and there is help available to support efforts to change.</p>
7. Establish and provide supervision that is appropriate to risk and danger and consistent in holding offender accountable for his actions. <ul style="list-style-type: none"> • Ensure that supervision of victim-defendants does not make the defendant more vulnerable to further violence. • Identify high risk offenders and place them under enhanced supervision. 	<p>Not all probationers in domestic violence crimes need to receive the same level of supervision, nor can probation provide the same level in all cases. To maximize protection and safety for victims most at risk requires maximizing probation resources to the most high risk offenders.</p>

PROBATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
8. Provide immediate response to probation violations, differentiated based on risk posed to the victim and the community.	An immediate response reinforces messages of accountability and may interrupt the likelihood of escalating violence. Research shows that close probation supervision of domestic violence probationers coupled with swift and sure responses to all violations can reduce future abuse.
9. Establish procedures to hear probation violations based on new criminal activity before the new charge is resolved, if the activity is associated with increased risk to victim.	Too often probation violations are allowed to accumulate without attention, regardless of relationship to risk. The Blueprint approach calls for a prompt response to probation violations based on an allegation of assaultive, threatening, or stalking behavior; a crime against any victim or the property of a current or former victim; or violation of a no-contact order provision.
10. Provide timely and thorough notification to victims of terms and conditions of probation.	A victim who knows what is required of the offender is better positioned to incorporate that information into ongoing safety planning. Timely and thorough notices reinforce the messages of the Blueprint approach: (a) the focus is on the offender's actions and behaviors and resulting harm; (b) interveners are there to help, protect, and build safety; and (c) offender will be held accountable and offered opportunities to change violence and abusive behavior.
11. Seek information from victims about their concerns during supervision, including how to report violations in a manner that does not increase risk to victim.	Victims face complex and often dangerous implications for collaborating with the criminal legal system. Probation needs to know the specific implications and strategize accordingly on how to safely report violations.
12. Ensure programming, including appropriate domestic violence treatment, that accounts for the level of risk and danger.	Programming that is anchored in a full picture of the risk and danger and the offender's personal history identifies those most in need of enhanced supervision, connects batterers with batterer intervention treatment (versus anger management), and keeps victim-defendants <i>out</i> of batterer intervention groups.

PROBATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
13. Coordinate and share information with treatment programs and monitor compliance with all probation conditions.	It is easy for probationers in domestic violence cases to slip through the cracks—some offenders may count on poor communication and follow-through by those involved in treatment and compliance and use it to play one part of the system against the other. Consistent coordination and monitoring reinforces accountability.
14. Communicate in a person’s first language and in ways that address limited English proficiency and literacy.	Assuming that those with limited English proficiency—whether victims or offenders—understand what is said or printed can lead to inadvertent misunderstanding about what probation can or will do and what is expected of the offender.
15. Adopt Blueprint victim engagement protocols.	Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners. Research shows that victims who have support within the system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.
16. Conduct regular supervisory review of Probation practice according to Blueprint policies and protocols.	Without regular oversight, practice tends to “fall off.” Supervisory oversight of exceptions to policy reduces the likelihood that these exceptions will be used inappropriately.
17. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	The Blueprint changes the way people work together across agencies. Rarely does a community build in a response that allows workers across agencies to review together how their collective response is working and its impact on the community. This collective response is a core Blueprint feature that distinguishes it from other CCRs.

PROBATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
18. Meet regularly with law enforcement and prosecution to discuss and resolve problematic cases and responses.	It is common for practitioners to experience frustration with their counterparts in other agencies, but generally there is no structure in place to help people resolve those problems when they arise. The Blueprint institutionalizes such shared problem solving by providing a mechanism whereby everyone has an opportunity to bring forward problematic cases for discussion and resolution.

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
1. Allow prosecutors/probation to present relevant information regarding the violence, risk, context, and severity at all stages of criminal process.	The bench has the ability to impact recidivism. When the event leading to the conviction and the offender's history of violence are presented in context, the court can make a determination and issue sanctions that address victim safety (for both the current and future victims), offender accountability, and offender rehabilitation.
2. Determine pretrial conditions of release and bail based on risk factors present, victim safety, public safety and likelihood of reappearance.	The general function of pretrial conditions of release is to protect the public—and, specifically, the apparent victim or another family or household member—and to ensure that the defendant will appear at subsequent proceedings. Too often in domestic violence related cases, however, the primary concern has been on securing the defendant's appearance, followed by concern about general public safety. The Blueprint emphasizes the protection of victims as equally, if not more, important to the goal of public safety.
3. Determine the issuance of no-contact orders on an individual basis.	<p>For some victims, a no-contact order in a criminal case complicates safety. Pretrial no-contact orders can have negative, unintended consequences for many victims of battering, such as when the defendants are themselves victims of ongoing abuse; when victims are dependent on the defendant for physical care, financial or child care support, or housing; or when a victim operates a farm or other business together with the defendant. Some victims may also fear likely retaliation for turning to the criminal legal system for help.</p> <p>In keeping with the emphasis on differentiation among types of domestic violence related cases, the Blueprint rejects mandatory, universal no-contact orders and promotes flexibility in determining whether a no-contact order is an appropriate response.</p>

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
4. If victim objects to issuance of a no-contact order, assess both the context and risk to victim if the no-contact order is not issued and the difficulty for victim if it is ordered.	When victims object to the issuance of a no-contact order, they are often making a reasoned choice between the better of two poor options. Making a decision that is most protective of victims and ensures that the defendant will make future appearances requires careful attention. Judges are positioned to make the most informed decision when they review patrol reports, risk indicators, and other information relevant to danger and safety. A victim has a right to speak and be heard in open court but should not be required to speak or asked in front of the defendant if she or he is afraid.
5. Set conditions of release and bail in gone-on- arrival (GOA) cases on the same basis as in-custody cases.	Domestic violence suspects who are gone when officers arrive at the scene are more likely to reoffend than those who stay. When defendants have gone for days or longer without arrest, once found, they have often been released without bail or minimal conditions of release.
6. State pretrial and probationary conditions in clear and precise language.	Legal terminology can be confusing for lay people. Presenting conditions in clear, non-technical language helps ensure that offenders—and victims—understand what is expected of someone charged or convicted of a domestic violence related crime.
7. Provide a prompt response to violations of conditions of pretrial release.	A prompt response reinforces messages of accountability for defendants and the authority of the court. It may also interrupt the likelihood of escalating violence and witness intimidation.
8. Read key conditions of probation aloud during sentencing.	Conditions of probation carry messages of accountability for the harm that has been caused, along with an opportunity to change such behavior. Reading conditions aloud reinforces those messages and the court's expectation that the offender is responsible and can change.

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
9. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	Assuming that those with limited English proficiency—whether victims, witnesses, or offenders—understand what is said or printed can lead to inadvertent misunderstanding about court proceedings and sanctions.
10. Establish a process to allow victims to request modification or dismissal of no-contact orders.	Circumstances change and a no-contact order that once may have been helpful may be complicate safety or be unnecessary. Determining whether to cancel or modify an order includes the same considerations as the decision to issue the original order: victim, defendant, and prosecutor's preferences (and reasons for those preferences), the facts of the case, defendant's history, victim safety, and a review of danger and lethality considerations.
11. Distribute court orders, including conditions of pretrial release, no-contact orders (and any modifications or cancellations), and probation conditions to involved parties and agencies, including to victim unless provided by another agency.	Fragmentation and lack of coordination have characterized much of the criminal legal system's response to domestic violence related crimes. Victims have too often been among the last to know about what is happening in the case, whether the defendant has been released, and what kind of controls or sanctions have been put in place. The Blueprint emphasizes a collective, coordinated response where all practitioners are prepared to identify, document, and communicate risk and danger factors. It also emphasizes the role of the court in conveying the messages of help and accountability.
12. Order a presentence Investigation (PSI) in all cases where the original charge is a domestic violence-related offense, regardless of conviction charge.	Recognizing the nature of the risk; constraining ongoing coercion, intimidation, and violence; and offering opportunities to change abusive behavior begin with the PSI. A PSI that presents the history, context, and severity of the violence positions the court to recognize victim-defendants and to act in ways that will not put them at further risk.

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
13. Issue a disposition that reflects risk, context and severity.	<p>Not every act of domestic violence is the same. The Blueprint provides mechanisms to adjust the level of intervention to the level of violence and the context in which it is committed. When charges and requests made to the court are tailored to the level of violence and dangerousness, the court is better positioned to make decisions and enact sanctions that protect the public (including current and possible future victims) and hold offenders accountable while extending opportunities to change violent and abusive behavior.</p> <p>The Blueprint positions a judge to evaluate and make decisions according to whether the defendant is an offender who is at high risk to continue, escalate, or turn lethal in his or her use of violence; or a defendant with minimal or no history of violence; or a defendant who is a victim of ongoing abuse who appears to be responding with violence.</p>
14. Except in rare cases involving particularly dangerous defendants who place victims or the community at high risk of serious or lethal harm, do not issue warrants for victims who do not appear in court pursuant to a subpoena.	<p>A victim's cooperation with the legal system has complex and often dangerous implications for safety. Retaliation is common and victims are rarely in a position to "tell all." Any routine practice of issuing warrants to victims who do not appear in response to a subpoena or charging victims for refusing to testify only replicates or reinforces actions of the abuser.</p>
15. Obtain victim input on pleas and sentencing.	<p>The Blueprint principle of continuing engagement extends to victim input in pleas and sentencing, whether via a formal victim impact statement or other means. Consulting the victim about the nature of the plea or sentence helps ensure that it will reflect the impact of the violence and abuse and contribute to victim safety and well-being.</p>

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
16. Except in very rare cases after an assessment of risk and danger, do not order a probationary no-contact order over the victim's objection.	As with an initial no-contact order, a probationary no-contact order that extends over a period of months or years can complicate safety. A civil order of protection provides a more appropriate and flexible options for victims seeking a longer period of no contact with abusers.
17. Hear probation violations promptly.	An immediate response reinforces messages of accountability and may interrupt the likelihood escalating violence. Research shows that close probation supervision of domestic violence probationers coupled with swift and sure responses to all violations can reduce future abuse.
18. Establish procedures to order surrender of firearms based on state and federal law.	Research has established that the presence of and access to firearms is associated with lethality in domestic violence related cases.
19. Facilitate victim input and participation as provided for in Blueprint victim engagement protocols.	Research shows that victims who have support within the court system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.
20. Establish a courtroom atmosphere that enhances criminal justice system intervention to support victim safety and offender accountability.	A judge can relay direct messages that challenge justifications for battering. As the person embodying society's response to breaches of its values, the judge is in a unique position to challenge rationalizations for violent and abusive behavior. When the judge articulates the societal values underlying the basis for the criminal charge and the sentence, such statements reinforce the expectation of behavioral change and place responsibility for the behavior on the defendant. Statements from the court can reinforce the efforts of the entire criminal legal system to support change in those who wish to stop their use of violence and to hold accountable those who do not.

THE BENCH AND COURT ADMINISTRATION

ESSENTIAL ELEMENT	DESIGNED TO ADDRESS
21. Conduct regular supervisory review of court practices according to Blueprint policies and protocols.	Without regular oversight, practice tends to “fall off.” Supervisory oversight of exceptions to policy and agreed-upon practice reduces the likelihood that these exceptions will be used inappropriately.
22. Provide a structure for court administration to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	Agencies that adopt Blueprint practices rely on the bench—as the culmination of case processing—to support the Blueprint’s basic tenets. If the bench operates in harmony with the Blueprint’s coordinated, risk- and context-focused approach, the likelihood of successfully enhancing the community’s ability to reduce recidivism, protect victims from additional harm, and hold offenders accountable increases significantly.

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Excerpted from Chapter 1 of the Blueprint for Safety

FOUNDATIONS OF EFFECTIVE INTERVENTION[©]

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NOTE: Chapter 1 conveys the design, intent, and principles of the Blueprint for Safety as created in St. Paul, MN. Communities are asked to include this chapter in its entirety as an introduction to their local adaptation.

In the 1970s, women across the country began organizing to call attention to and end the abuse of women by their husbands or male partners. They sought an end to this pervasive violence and its resulting death, injury, fear, and harm to women and their children and communities. As a result of this work, the first shelters opened and advocates across the country began to seek changes in the law that would protect victims of abuse, including expanded sanctions under criminal law and options for civil protection orders. In the 1980s, proponents of change began to emphasize the need for agencies in the criminal legal system to work together more effectively by sharing information and coordinating intervention. Duluth, Minnesota, became the first community to establish such a “coordinated community response” and mandate arrest for domestic assault. The Duluth Model, as it came to be known, has been replicated throughout the country and around the world. Tribal and non-tribal communities have used the model to establish their own coordinated, interagency response to domestic violence cases.

In 2007, Praxis International and the City of Saint Paul, Minnesota, took the next step of innovation when they developed the Blueprint for Safety (Blueprint), a first-of-its-kind comprehensive approach for addressing domestic violence in the criminal legal system.¹ The Blueprint integrates the knowledge gleaned from almost forty years of research, demonstration projects, and practice into a “blueprint” for city and county agencies responding to domestic violence-related crimes. The Blueprint for Safety is the result of conversations and consultation with victims and survivors, advocates, practitioners, defense attorneys, researchers, agency leaders, and experts in confronting this crime both locally and nationally. The united leadership of advocacy, core intervening agencies, and the court creates a successful Blueprint community. Such leadership is the basis for any community’s effort to confront this devastating form of violence.

St. Paul’s experience has continued to shape the Blueprint. Another phase of innovation began in 2011 when the Department of Justice Office on Violence Against Women launched a demonstration initiative to test adaptation of the Blueprint in Duluth, Minnesota; New Orleans, Louisiana; and Shelby County/Memphis, Tennessee. The three communities tested the Blueprint under different local conditions, including Duluth and its decades of experience with coordinated community response. The experiences and lessons from these early adapters helped produce a detailed, step-by-step adaptation guide published by Praxis International in 2015: *A Guide to Becoming a Blueprint Community: An Interagency Response to Battering and Domestic Violence Crimes*.²

The Blueprint for Safety is a coordinated justice system response to domestic violence crimes that positions this complex system to respond more quickly and effectively and enhance its capacity to stop violence, reduce harm, and save lives. It is a coordinated community response (CCR), fully articulated. While the Blueprint is applicable to the broad range of domestic violence crimes, its primary focus is on the response to battering in intimate partner relationships.³

The Blueprint presents the first comprehensive, written interagency plan in the nation for the criminal legal system's response to domestic violence crimes, from 911 through sentencing and probation. It unites each step in the process around consistent identification and communication of risk. It is distinctive in its emphasis on self-examination and problem-solving, foundational principles, and a central role for community-based advocacy in its leadership and partnerships.

FOUNDATION PRINCIPLES

The Blueprint is anchored in six foundational principles we have identified as essential characteristics of intervention that maximize safety for victims of domestic violence and holds offenders accountable while offering them opportunities to change. These principles are:

1. Adhere to an **interagency approach and collective intervention goals**
2. Build attention to the **context and severity** of abuse into each intervention
3. Recognize that most domestic violence is a **patterned crime** requiring continuing engagement with victims and offenders
4. Ensure **sure and swift** consequences for continued abuse
5. Use the power of the criminal justice system to **send messages of help and accountability**
6. Act in ways that **reduce unintended consequences and the disparity of impact** on victims and offenders

Endnotes highlighting research findings, academic literature, and intervention models supportive of these foundational elements can be found at the end of each chapter, with a complete bibliography in Chapter 9.

1. INTERAGENCY APPROACH⁴ AND COLLECTIVE GOALS

Processing a single domestic violence-related case involves five levels of government and over a dozen intervening agencies. Hundreds of practitioners might touch these cases every day. An effective response—meaning one that leads to an end to the violence—requires *solid coordination* across and among the many practitioners involved, as well as a strong *system of accountability*. Practitioners are committed to the mission, function, and goals of their respective agencies, but in an interagency approach they are also accountable to the victim on whose behalf they intervene, to the offender with whom they intervene, and to others intervening in the case. This interagency approach requires a *system of communication* in which each practitioner receives and relays information in ways that make it possible for everyone to act with the best knowledge of the case. An effective interagency response requires a *commitment to excellence* by each intervening agency and practitioner, as well as *a commitment to challenge one another and actively engage in resolving disagreements*. When so many agencies are involved in case processing there will be differences, arguments, and unmet expectations. Disagreement in itself is not the problem. The problem arises when there is no ongoing structured way

to resolve those conflicts. Interagency approaches succeed when everyone focuses on a shared goal that is centered on the needs of the victims and families harmed by the violence and brutality.

The criminal court process demands a high level of coordination to carry out the dozens of case processing steps involved in the response. The criminal codes, rules of evidence and procedure, case law, administrative forms and processes, calendars and schedules, databases, and information sharing protocols dictate how interagency collaboration is organized. The Blueprint provides additional structure by introducing coordinating elements designed specifically to enhance approaches to domestic violence related cases:

- In a criminal domestic violence case that involves over one hundred institutional steps, the Blueprint creates **written policies** for each core processing point. Beginning with the 911 operator and ending with the probation officer who discharges a case months or even years later, each policy is written with each practitioner's role in mind. The Blueprint's interlocking policies serve two purposes: (1) to standardize research-based practices and processes so that the public as well as system practitioners can count on a consistent, effective, and fair response⁵; and (2) to bring agencies with distinctive missions and goals together under a common set of collective goals centralizing victim safety and offender accountability. Shared, agreed-upon intervention goals help present clear messages, expectations, and actions to both victims and offenders.
- Each policy is accompanied by **administrative protocols or procedures** that coordinate workers' actions while simultaneously avoiding turning each practitioner into a robot, devoid of professional skills and judgment. Every form, matrix, set of guidelines, report writing format, and assessment tool has been designed to address the unique characteristics of this crime and the interagency nature of case management.
- Via a **system of documentation and information sharing**, each intervention step is woven together with the subsequent steps in case processing. The legal system is a text-based system, meaning that case files and related documents coordinate workers across agencies and disciplines and time and distance. What a law enforcement officer is trained and required to record about an incident, for example, has an impact on charging, trial decisions, sentencing, probation conditions, and rehabilitation programming. Risk scales, charging guidelines, and sentencing matrices are significant factors in how a complex institution processes thousands of cases. The Blueprint uses new and enhanced approaches to gathering, recording, and disseminating information on cases. This information sharing system is linked to agreed-upon intervention goals in domestic violence cases and to efforts to coordinate interventions across agencies.

- Each policy also sets a foundation from which public agencies and practitioners can clearly delineate their respective **roles and functions**. A multiagency coordinated response requires connections between and across practitioners so that it is impossible to lose sight of the nature of the harm, the likely danger, and the opportunities for action and change in each case. The Blueprint calls on each practitioner in each intervening agency to be oriented toward collective goals, as well as toward those of their own agencies. Those collective goals are to (a) protect adult and child victims from ongoing abuse, (b) impose meaningful consequences for the harm, (c) help offenders who are willing to change, and (d) reduce the unintended negative consequences of state intervention for individuals and communities. Community-based advocacy has a distinctive role under the Blueprint in keeping the interagency response grounded in an understanding of the lives and needs of victims of battering. Community-based advocacy helps ensure that the process of adapting and implementing the Blueprint engages with a range of community members, from victims and survivors to populations overrepresented and/or underserved in the criminal legal system. The Blueprint sets an expectation that a fully accountable CCR recognizes that a core role of advocacy is to identify problems, to say when and how policy and practice are not meeting the needs of victims of battering in the community.

2. ATTENTION TO CONTEXT AND SEVERITY

The term “domestic violence” has come to include many kinds of behaviors within relationships between family and other household members. It lumps together vastly different actions: from throwing a shoe at a partner who gambled away a thousand dollars to strangling a woman to unconsciousness because she wants out of the relationship; from slapping someone on the arm to head-butting. The term domestic violence focuses attention on specific acts of violence toward a family member and obscures the context of that violence, which often includes ongoing coercion, intimidation, and emotional harm.

What has been largely submerged under the broad category of domestic violence is **battering**, a term recognized, defined, and brought to public attention in the 1970s by advocates responding to the realities of sustained abuse in women’s lives, primarily by their intimate partners. Battering came to describe an ongoing pattern of coercion, intimidation, and emotional abuse, reinforced by the use and threat of physical or sexual violence.⁶ As laws were enacted to protect victims of battering and hold batterers accountable, the term “domestic violence” was adopted to be inclusive of most abuse occurring in the home among people in intimate or familial relationships. *Domestic* violence emphasized the setting: the home. Apart from child abuse, violence involving intimate partners or other family members came under the same definition: i.e., it became domestic violence. Laws passed with battering in mind were applied to teenagers hitting their parents, to one brother hitting another, to a husband strangling his wife, and to that wife scratching her husband in response. Slogans like “zero tolerance for violence in the home” hindered critical reflection about the differences between these acts of violence.

Applying a single treatment to such a broad range of human interactions and behaviors, however, inhibits meaningful intervention for victims and for perpetrators.⁷ For example, grouping all acts of violence together, regardless of intent and context, leads to treating a battered woman or a teenage child who reacts to abuse with violence (albeit illegally) the same as the person who dominates his partner through a pattern of fear, coercion and violence: i.e., all become “domestic violence perpetrators.” Placing all acts of relationship violence into a single category of “misdemeanor domestic violence” or “felony domestic violence” can distort understanding of who is doing what to whom, and who needs what level of protection from whom. For victims of battering, such misunderstandings are not benign and they can have fatal effects, as analysis of intimate partner homicide confirms.⁸

The Blueprint differentiates

battering (characterized by ongoing, patterned coercion, intimidation and violence) from **resistive** violence in response to battering and **non-battering** intimate partner violence. When the Blueprint refers to “domestic violence crimes,” it is primarily concerned with those that occur in the context of battering, although its policies, protocols, and tools benefit the response to all forms of domestic violence.

The challenge is to make visible all that can possibly be known about the full scope of abuse occurring in a relationship.⁹ Interveners must be able to see the scope and severity of the offender’s violence, how often and under what circumstances it is occurring, and the pattern of the abuse. Is the violence escalating, deescalating, potentially lethal, or unpredictable? In designing the Blueprint, we were tempted to build it around typologies of domestic violence offenders, but decided that such an approach presented too many traps related to due process and safety. Instead, we built differentiation into each step of the process, supported by intense attention to gathering, documenting, disseminating, and building on new information over a period of time and by frequent, ongoing contact with offenders and victims¹⁰. This differentiation supports intervention tailored to the specifics of a case and the unique aspects and different levels of violence and abuse that offenders use and to which victims are subjected.

This process of differentiation is not new to the Blueprint. Law enforcement experts and state legislatures have recognized the need for differentiation by passing laws that discourage dual arrests even when evidence exists to arrest both parties in a domestic abuse-related case. Instead, these laws encourage officers to arrest the predominant aggressor and permit prosecutors to respond to the specifics of a case in new ways.

To respond to domestic violence without inadvertently causing further harm requires differentiating who is doing what to whom, and with what impact. The Blueprint directs practitioners to gather

information that illuminates both the pattern of abuse and the specific acts being committed. Policies and protocols then propose different interventions based on the circumstances, frequency, and severity of abuse. The Blueprint's expectation of ongoing leadership by and consultation with community-based advocates also helps maintain this focus on understanding and identifying the context of the abuse.

3. A PATTERNED CRIME REQUIRING CONTINUING ENGAGEMENT

A domestic violence crime is rarely fully resolved with the first intervention.¹¹ For those offenders who have much to lose by criminal justice intervention, a single legal action may be enough to jolt them out of thinking that violence is an effective way of dealing with their relationship. For another group of offenders who batter, the violence will not stop or decrease significantly in severity until there are repeated interventions. There is a small but volatile group with long and violent criminal histories for whom sanctions have little or no impact. If the violence is caused by mental illness, brain trauma, or similar factors, multiple and very specific interventions may be necessary.

Because the criminal legal system is incident-focused, most domestic violence–related criminal interventions focus on a single event (stalking cases perhaps the exception, if they are pursued). But most practitioners charged with intervening understand that these single acts of violence are usually part of a patterned use of coercion, intimidation, and the use or threat of violence—namely, battering—and related to repeated actions and threats committed over time and in countless situations. Interventions to process a single case of assault look different than interventions intended to stop the continued use of abuse and violence.¹² The Blueprint is designed to both process the “event” of a crime *and* do so in a manner that confronts and stops the pattern of abuse and violence.

This dual approach to intervention has important implications for an interagency approach. First, practitioners must be prepared to link seemingly isolated incidents into a more coherent picture of behavior and complexity of risk and safety for any one victim. Second, they must see their shared task and function as reaching beyond that single event to stopping future abuse. Without significant change on the part of the offender, the coercion and violence is likely to continue and may escalate in severity and frequency.

The patterned nature of battering means that the criminal legal system's contact with a victim or offender will likely continue over a period of time. This extended contact provides the opportunity to build relationships that reinforce safety and accountability in more lasting ways. If a victim is reluctant or refuses to participate in a prosecution and court intervention at a given point, how system practitioners treat her or him will shape the possibilities for a future partnership.¹³ As an investigator explained:

If I treat her with respect and let her know I'm concerned the first time I meet her, when it happens again she is more likely to take my call, or even call me. If I get frustrated and angry because I need her in order to get to him and I throw up my hands, saying 'fine, you want to live that way go ahead,' then I'm just one more person slapping her in the face.

As two patrol officers noted:

What I do and say the first time we go out on a case sets the tone for what the next officer faces. If she's

hostile and in my face and I treat her with respect and let her know we are here for her and her kids when they need us, the next officer (or maybe even the one after that) will be dealing with a different person...

Let's just put it this way, I'm not the one getting bashed up and pushed around and treated like an animal, so I'm in a better position to extend that hand. It might take two or three of us and different calls, but eventually most women get to a point where the police aren't the enemy and then they want to work together...

To produce a more meaningful and individualized response requires collaborating with victims in ways that acknowledge the nature of domestic violence as a patterned offense. This means:

- Wherever possible, minimize the victim's need to confront the offender.
- Protect the victim from retaliation when using information that she or he has provided.
- Treat each interaction with the victim as an opportunity to build collaboration over multiple interventions (even when a victim starts out hostile to those interventions).
- Stay mindful of the complex and often dangerous implications of a victim's collaboration with interveners.¹⁴
- Be aware that the fundamental purpose of battering, which characterizes the majority of domestic violence criminal cases, is to control what the victim says, thinks, feels, and does.¹⁵
- Engage in a dialogue with the victim rather than treating her or him as a data point.
- Avoid unintentionally reinforcing the abuser's actions: offer a clear alternative to messages that the victim is crazy, at fault, unbelievable, and unable to make decisions, and that the abuser is unstoppable.¹⁶

The distinctive role of community-based advocacy in a Blueprint community is critical to establishing an environment and practice of continuing engagement with victims of battering.¹⁷ Community-based advocacy provides a setting where victims of battering can speak confidentially and openly—including those who are fearful of and try to avoid the criminal legal system or those whose experience with the system has left them feeling less safe. The interagency response turns to and relies on the advocacy organization(s) to serve as a bridge between victims and the system and to help identify whether and how victim engagement practices are working at each step of the criminal case process.¹⁸

The Blueprint promotes an advocacy-initiated response as a foundation for continuing engagement throughout the criminal legal system process. Under an advocacy-initiated response (AIR), the arresting officer contacts the community-based advocacy program to let them know an arrest has been made and informs the victim that an advocate will be in contact. How that contact occurs varies according to how the AIR has been set up. It might be a phone call at the scene initiated by the responding officer, a follow-up phone call after the officer leaves, or, in some circumstances, an advocate coming to the scene. However the link with advocacy is made, AIR offers the victim confidential services related to her immediate safety needs, information about the court process, what she wants to have happen in court, and her wishes regarding contact with her partner.

4. SURE AND SWIFT CONSEQUENCES

Research into domestic violence suggests that sure and swift sanctions are more important than severe punishment in confronting this crime.¹⁹ Evidence points to building sure and swift consequences into the infrastructure of case processing²⁰ as a path to reducing recidivism in some cases and the severity of ongoing abuse in others.²¹

The national data is encouraging,²² although day-to-day work in the criminal justice system can leave many practitioners frustrated and skeptical that the changes made over the past several decades have actually reduced violence.²³

Batterers tend to push against any boundary set for them.²⁴ The clearer the message about what behavior is and is not acceptable, the more likely the abuser is to live within those boundaries.²⁵ Each policy and administrative protocol in the Blueprint, from the initial law enforcement contact through case closure, is designed with the goal of sure and swift consequences in mind, but also with the recognition that sometimes intervention goals can conflict. For example, if a probationer is arrested for assaulting his former partner, that new case may take months to resolve. The decision to pursue an immediate probation violation for committing a new offense is weighed against the possibility that the violation hearing might pose problems for the new case, which carries a more substantial and enhanced penalty. A prosecutor might prefer to wait for the new conviction to avoid such complications. Waiting, however, might result in the defendant having free license to harass the victim. One course of action—pursuing the probation violation—reinforces swift consequences. The other course of action—pursuing an enhanced charge—may reinforce more substantial consequences.²⁶ The Blueprint policies and protocols address these dilemmas, sometimes with a mandate requiring practitioners to take certain actions, sometimes with a set of guiding principles or procedures, and sometimes with a training memo suggesting how to weigh the different outcomes.

The Blueprint

uses interagency policies, protocols, case processing procedures, and information sharing to (a) maximize the state's ability to gain a measure of control over a domestic violence offender; (b) use that control to intervene quickly when there are new acts of violence, intimidation or coercion; and (c) shift the burden of holding the offender accountable for violence or abuse from the *victim* to the *system*.

5. MESSAGES OF HELP AND ACCOUNTABILITY

The single greatest obstacle to the criminal justice system's effective intervention in battering cases is the degree of psychological and physical control the abuser has over the victim.²⁷ Batterers rely on this power to shield themselves from legal interventions. Therefore, engaging with a victim of battering hinges on our success in conveying that (a) our intervention will counteract that power, (b) as practitioners we understand the reality of living with battering, (c) we have a genuinely collaborative approach, and (d) we are here to help, however long it takes.

The state, and by extension the practitioners who represent it, have a powerful influence over people. The messages given to victims, offenders, and children at each point of intervention can have a deterrent effect or, alternatively, can fail to deter and therefore act as an opening for more violence.²⁸

Consider two linchpin characteristics of battering cases involving heterosexual men. First is the batterer's sense of entitlement to his actions.²⁹ His partner is the target of his violence not so much because of *what she did* as *who she is*. Research has shown that a cognitive behavioral approach that challenges the abuser's belief systems about his rights and entitlements in intimate relationships is more effective than any other rehabilitation approach.³⁰ This approach can begin with the dispatcher and responding officer. If they and every subsequent practitioner are coherently and consistently "on-message" about the batterer's accountability for the harm he has caused, the expectations of the rehabilitation program will be set before he enters his first group³¹. This reinforcement cannot happen when each practitioner offers his or her distinct and often competing message about what lies at the root of the problem and what will fix it.

Effective interventions with an offender who is a batterer are respectful and fair, but also clear and consistent that there will be a consequence every time the offender violates a sanction or requirement.³² This consequence will be sure and swift and it will be linked to what the person chose to do. Batterers need to know that the system is coordinated, the players speak to each other, and it will be futile to try and play one off against the other.³³ Most importantly, batterers have to see that the violence, coercion, and intimidation are the focus of the state's intervention, not the victim's behavior. In this regard, there is no neutrality available to law enforcement officers, prosecutors, or judges: every message either challenges an abuser's sense of entitlement or reinforces it.

The second linchpin characteristic of battering is domination: not only physical, but often economic, social, emotional, psychological, and legal.³⁴ The practitioner who says to a victim, "look what happened: he hit you once, he'll hit you again," misses the complex nature of batterers' domination of their victims and its far-reaching implications in the lives of women and their children. The abuser's messages to his partner are often linked to her cultural, economic, religious, or spiritual identity.³⁵ "No one will believe you . . . no one will help you . . . they all know you're crazy . . . you're disgracing the clan (or family) . . . they'll take your kids . . . a good (Native, African American, Christian, Hmong, Jewish) woman doesn't shame her husband this way . . . what about the things you've done: your drinking, your visits to the shrink . . . everyone knows you're bipolar . . . I'm a (cop, minister, lawyer, doctor, hero, trusted businessman in this town), no one will believe you over me . . . think of the family . . . the children need a father, you're taking that away." To counter the power of such messages, system practitioners must

be cognizant of the relentlessly destructive messages that victims hear and, on some level, may have come to believe. Every action taken and every statement made in processing a case can and should be aimed at an efficient, consistent, coherent, clear message that strips the batterer of his most powerful weapon: namely, his insistence that “they can’t and won’t help you.”³⁶

Two caveats require attention here. First, not all cases of domestic violence involve heterosexual men battering women. Some involve gay men battering their partners. People with significant mental health problems may assault partners outside of the context of battering. Similarly, a small percentage of drug addicted domestic violence offenders do stop abusing their partners when they stop using drugs. Victims of battering who fight back illegally do not fit the definition of battering either: i.e., resisting is not battering. There are also women who batter their partners—primarily in lesbian relationships, but sometimes, though rarely, in heterosexual relationships. While cases involving battering by men are the prevailing type in the criminal legal system, the Blueprint provides a framework for intervention that benefits all types of intimate partner relationships.

The second caveat is a reminder that in the courtroom, everyone charged with a crime is presumed innocent until proven guilty. Practitioners relay messages at every point of contact and most of those points of contact are pre-conviction. Practitioners must walk a fine line between presuming guilt and being helpful and clear with suspects and victims.

Practitioners have the opportunity to counteract the messages associated with a batterer’s defense of the violence and abuse.³⁷ A batterer (i.e., someone who engages in a continuous pattern of violence and abuse) has seven basic defenses, each with a supporting message. Those messages are: (a) I didn’t do it; someone else did, (b) the victim is lying, (c) it was an accident, (d) it was self-defense, (e) it can’t be proved, (f) yes, I did it, but you’d do it too in my situation, or (g) I did it, but the officer messed up; they can’t convict me of anything. Batterers do not even need to present these defenses when they can rely on their victims to be unavailable to counter or challenge the defenses. Most abusers discourage the victim’s participation and reinforce the message that interveners cannot or will not help. Sometimes they do this in blatantly illegal ways; other times they rely on their power over the victim. The criminal legal system’s encouragement to a victim to participate in the prosecution and the protection it might offer is typically matched and often overpowered by the pressures a batterer can apply and the consequences he or she can impose for that cooperation.

The Blueprint is embedded with a set of messages that, if coordinated across practitioners and intervening agencies, can contribute to lower recidivism, increased engagement with victims, and less resistance from abusers to the state’s role in confronting the abuse. The Blueprint extends messages of help to protect victims and to provide offenders with opportunities for change³⁸. It also extends messages of accountability: individual accountability for the harm caused by battering; interagency accountability in building and sustaining an effective response; and intervention’s accountability to ensuring protection for victims and fair, respectful treatment of offenders.

Community-based advocacy has a key role in the Blueprint in reinforcing accountability, particularly the accountability of the system overall to the strengthening safety and well-being for victims of battering.

No one else in the community is positioned to hear so directly and candidly from a wide range of victims about their experiences with the criminal legal system response. Advocates are also positioned to see the full range of the response at all steps of case processing, from an initial call to 911 through the span of probation. Again, the advocacy organization(s) serves as a bridge between victims and the system and can help identify whether and how victim engagement practices are working at each step of the criminal case process. For this reason, the Blueprint sets an expectation that public agencies will involve community-based advocacy in implementing and monitoring the new policies and protocols. Advocacy contributions occur via such activities as participation in assessment of current practices, review of proposed policy and protocol revisions, interagency problem-solving and training, and membership on monitoring work groups.

6. REDUCING UNINTENDED CONSEQUENCES OF INTERVENTIONS AND THE DISPARITY OF IMPACT

We do not all experience the world in the same way. People's social realities are constructed by differences in class, age, race and ethnicity, immigration status, sexual orientation, history, privilege, and many other aspects of culture and identity. As a result, we do not all experience battering in the same way, or the actions of interveners or the impact of policies in the same way.³⁹ An effective domestic violence intervention accounts for the realities of peoples' unique circumstances and social standing. For example, intervention strategies must address the relationship between violence, poverty, homelessness, gender, and race. An effective interagency approach must reduce rather than emphasize the disparity between groups of people with different social realities. Reducing disparity requires us to find ways to sustain compassion for the people we encounter. Working in and around the criminal legal system in general—and responding to domestic violence in particular—is stressful, demanding work. We are constantly dealing with aspects of peoples' lives that are harmful, chaotic, and cruel. It is far too easy for a corrosive cynicism to set in that dismisses those before us as unworthy of help and attention, and diminishes the kind of problem solving that fosters safety and accountability on both individual and systemic levels.

Almost every practitioner in the system can cite a case where everyone did his or her job and every policy was followed, but the outcome of the case was neither just nor protective of the victim. In these familiar cases, the poor outcome is as much due to failures in our intervention strategies as it is about specific abusers. Effective intervention cannot be a blanket, one-dimensional response. Truly implementing the concept of equal treatment under the law requires thoughtful legal interventions that produce just outcomes. Under what circumstances should we adjust for the impact of policy and practice on peoples' different social realities? Whenever possible, the Blueprint introduces ways in which practitioners can reduce the level of disparity produced by their interventions. The ongoing experience of the early Blueprint adaptation communities is helping to identify strategies and tools to discover, talk about, and address the complex issues of disparity.⁴⁰

CONCLUSION

The Blueprint's design incorporates input from hundreds of experts, beginning with dozens of victims of battering who attended focus groups and pinpointed specific ways that interventions could better

promote their safety. Practitioner experts included 911 call takers and dispatchers, warrant officers and jail staff, law enforcement officers, prosecutors, probation agents, and judges. Community-based advocates and prosecution-based advocates contributed critical perspectives on the experiences of victims in the criminal legal system. The Blueprint's designers consulted with a national team of researchers and deliberated nearly every line of the policy and protocol templates with supervisors from each participating agency.

In the past forty years, many communities have come a long way toward building working relationships, alliances, and collaboration among advocates, law enforcement, prosecutors, probation agents, and other interveners, both with one another and with victims of battering. These relationships have produced a far more intentional and effective approach to public intervention in what was once considered a private crime. This effort has significantly reduced intimate partner homicides overall and introduced options for victims of domestic violence that were unheard of in our parents' and grandparents' time. It has meant that women, who are most often the victims of domestic violence, live for far shorter periods of time in an abusive relationship, as do their children.

Nonetheless, the work is by no means complete. According to analysis by the Violence Policy Center, 1,615 females were murdered by male perpetrators in the United States in 2013 (in single victim/single offender incidents). Ninety-four percent of women killed nationwide knew their assailants, who were usually current or former husbands or boyfriends.⁴¹ Among homicides overall, female victims are substantially more likely than male victims to have been killed by an intimate, a percentage that has unfortunately increased since 1980.⁴² Women have been shot, stabbed, strangled, and/or beaten to death, often with great brutality and often in the presence of or during an attack against their children as well. Similarly, with collateral homicides and assaults of the children, allies (e.g., family members, friends, attorneys), and new partners of victims of battering. Unreported are the countless "near homicides"—non-fatal often thanks to prompt medical attention—and the even greater unknown number of people who endure ongoing and daily coercion, intimidation, and violence with devastating impacts on their safety, health, and well-being. Many victims of battering are reluctant to call police for help, fearing that the police—and, by extension, the criminal legal system—would not believe them or do nothing to help them.⁴³

The Blueprint for Safety is the next wave of change in addressing the persistent and pervasive form of violence against women that has come to be known as battering. The Blueprint is change grounded in decades of knowledge and experience. We have learned that each encounter between someone living with this violence and a practitioner in the criminal legal system is an opportunity to interrupt the actions and patterns that sustain battering. The Blueprint organizes us to present a cohesive set of messages to victims and perpetrators.

To adult victims:

We're here to help when you're ready for that help.

The violence is not your fault and you are not responsible for the perpetrator's actions.

We're concerned for your safety—by working together we have the best chance of stopping the violence.

To children:

You haven't done anything wrong—it's not your fault.

We want everyone to be safe and we're here to help you and your family.

We won't hurt your father or mother.

To perpetrators:

The violence must stop—there is help for you to do that and there will be consequences if you don't.

This arrest (or prosecution or probation) is a result of your actions and not the actions of others.

This is an opportunity for you to change, to reject the violence and repair the harm you have caused, and we can help you do that.

In its structure and content, the Blueprint prepares agencies and practitioners across the criminal legal system to carry these messages with one voice.

UNDERLYING ASSUMPTIONS IN THE BLUEPRINT

In our grandparents' generation, women had few options for finding safety from battering. There were no organized shelters or religious or community support systems challenging the abuser (although informal confrontations occurred in many communities). Law enforcement was expected to calm the situation and leave. All but the most serious assaults were screened out of the criminal legal system and the few arrests that occurred were rarely prosecuted. That all changed, beginning with the opening of the first shelter for battered women and the first interagency intervention project. The last forty years have seen enormous changes in the state's response to intimate partner violence. For the first time in history, the state's obligation to protect its citizens was applied to "wives."⁴⁴

In any society, widespread use of violence, aggression, and coercion in families is a cultural phenomenon. Such violence is rooted in unjust social structures which the criminal legal system alone cannot unravel. The criminal legal system plays two important roles in reducing violence in families, however, by (1) enforcing laws which challenge a once accepted cultural practice (similar to the legal system's impact on drinking and driving, child labor, sexual harassment in the workplace, and exposure to secondhand smoke); and by (2) stopping individual abusers from doing more harm. It is one of many public institutions that convey social norms and rein in unacceptable behavior. It strives to accomplish this by responding with sure and swift consequences to those whose battering makes the home a place of fear rather than a place of refuge.

For almost four decades, survivors and community-based advocates have raised the voice of concern that too little is being done to stop the violence. Researchers have sent mixed messages about what works and what does not work. Organized opposition to reform has grown. As one criminal court judge shared with a colleague:

I've always thought that in domestic violence cases I could be the only person in the courtroom—no defendant, no victim, no attorneys; not a clerk or deputy in sight, not a motion to rule on or decision to make—and still I'd be absolutely sure I was doing something wrong.

The judge's frustrations are shared by many in the criminal legal system. Intimate partner violence is a complex type of crime. The offender's control over the victim can make effective intervention incredibly difficult and time-consuming. The good news is that our overall strategy of using the legal system to stop the violence appears to be making a difference, particularly in homicide rates. Spousal homicides overall dropped by 46% between 1976 and 2004. The number of black males killed by their partners dropped an astounding 82%, black females by 56%, and white males by 55%.⁴⁵ Between 1994 and 2011, the rate of serious intimate partner violence against females declined by 72% for females and 64% for males.⁴⁶ Battered women and their children face a very different reality today than did our grandmothers.⁴⁷

Few in the criminal legal system are comforted by such statistics when law enforcement calls and courtroom calendars are still overflowing with domestic violence–related cases. The Blueprint proposes the next level of change. It rests on years of experience in interagency coordination; research on arrests, sentencing, and treatment of batterers; statistical trends; a year-long process of interagency negotiation in Saint Paul; and the experience of the adaptation demonstration initiative. Blueprint policies and protocols are designed to guide every practitioner to do everything possible each time a person reaches out to this mammoth institution for help. Each assumption underlying the Blueprint is supported by research (see Chapter 9, Endnotes: Research, Literature, and Intervention Models). The Blueprint is an attempt to integrate what we have collectively come to understand as recommended practice in the criminal justice system response to domestic violence.

- When work is coordinated within and across agencies, the overall capacity to protect is increased.
- The action of one practitioner is strengthened by the cumulative effect of coordinated actions across the criminal justice system.
- When the system is organized to treat a case as part of an ongoing pattern of criminal activity rather than a singular event, outcomes improve.
- Interagency coordination is strengthened when information is organized around common risk markers that are uniformly collected and shared.
- Not all domestic violence is the same; interventions are different for violent acts that lack a context of coercion, intimidation and control (e.g. cases of mental illness, isolated events, victims of abuse reacting).
- Sending clear and consistent messages of offender accountability and victim safety can reduce the violence.

- Whenever possible the criminal legal system must shift the burden of confrontation from the victim to the intervening practitioner.
- Danger and repeat violence from the perpetrator can be anticipated when certain actions and behaviors are visible.
- It is important for every act of aggression by the offender to be met with sure and swift consequences.
- Intervention policies and protocols should be adapted to diminish unintended consequences that adversely affect marginalized populations.

Human rights leader Archbishop Desmond Tutu tells us that justice demands three things: (1) that the truth be told, (2) that the harm be repaired to whatever extent humanly possible, and (3) that the conditions that gave rise to the injustice be changed.⁴⁸ The Blueprint envisions and builds a path to all three elements of justice for those subjected to violence, aggression, and coercion in their intimate relationships and families.

PRACTITIONERS' GUIDE TO RISK AND DANGER

The following is an abbreviated list of factors related to risk and danger in domestic violence. Most of the research is based on violence toward women, which reflects the majority of cases coming into the criminal justice system. The presence of these indicators suggests that one of the following outcomes is likely without effective intervention: the violence will (1) continue, (2) escalate, and/or (3) become lethal.

Practitioners **should not assume** that the Guide to Risk and Danger lists every possible risk marker for continued violence or lethality. Instead, the guide uses key categories of risk to identify the indicators of severe violence or lethality. Each practitioner should be familiar with, look for, and document the key categories of risk and danger included in the guide. They can then weigh this information from the research with their own experience in domestic violence cases and the conditions highlighted in the guide as particularly associated with increased risk and lethality. When there is violence without these risk factors, practitioners should consider the probability that this is a case of either resistive violence or non-battering related domestic violence.⁴⁹

While a victim's perception of danger can be a very powerful predictor of re-assault, 47% of victims of femicide failed to recognize the potential for lethal violence or attempted murder.⁵⁰ **At a minimum, an intervening practitioner should always seek to determine⁵¹:**

- How recent was the last violence?
- Is the violence increasing in frequency?
- What types of violence and threats is the victim experiencing?
- Does the victim think [the offender] will seriously injure or kill her or her children?

Under the Blueprint, assessing for risk and danger is built into each step in the response. From the 911 call-taker to the judge and the supervising probation officer, everyone is positioned to understand, collect, and communicate information about the kind of violence that is occurring (context) and the level of harm that has occurred and is likely to occur in the future (dangerousness). The Blueprint seeks to provide practitioners at each point of intervention with the knowledge, authority, and capacity to adjust responses along a continuum of interventions, moving to an elevated and then maximum response depending upon the circumstances surrounding the case⁵².

The Blueprint approach differs from that of actuarial tools designed to measure specific acts or factors, such as prior assaults or employment status, and produce a score⁵³. The Blueprint seeks to “connect the dots,” i.e., to paint a picture of the violence in context and make that picture visible throughout the criminal case process. In that sense, the Blueprint takes a qualitative approach to analyzing risk and danger, using a more narrative framework that adds to, but does not replace, any actuarial tools used to complete certain tasks, such as making pretrial release recommendations.

When a batterer

combines threats or force (coercion) with control, such as
“micro-regulating” and “micro-surveillance,” the result is entrapment.

- *E. Stark (2007)*

Practitioners' Guide to Risk and Danger

Using this risk guide

- ❑ Each Blueprint protocol includes specific instructions for documenting and responding to risk. Practitioners should also read *Appendix 1B: Training Memo—Risk and Dangerousness*.
- ❑ Elicit and document the risk factors contained in this guide. Whenever possible, talk with the victim; engage in a discussion about danger rather than just asking if these things have happened. Victim perceptions and interpretations are important.
- ❑ Communicate risk factors to other intervening practitioners in a timely manner.
- ❑ Be attentive to the factors in a given case; use experience, common sense, and training to make judgments about the level of danger that both the offender and the set of circumstances pose.
- ❑ Adjust the response to each case based on the level of risk and dangerousness.
- ❑ Protect the victim from retaliation when soliciting or using safety and risk information.
- ❑ Link victims with risk factors to an advocate.
- ❑ Stay alert; the level and type of risk will likely change over time and as circumstances change. Determining and managing risk is an ongoing process.
- ❑ A victim's attempt to terminate the relationship is a major change that poses increased risk.
- ❑ Victims' perceptions of high danger are typically accurate; their perceptions of low danger are often not.

Acts or threats of violence associated with risk & lethality

Factors listed in italics are particularly associated with lethal violence

- *Stalking*
- *Strangulation; attempts to "choke"*
- *Threats to kill the victim*
- *Threats to kill that the victim believes or fears*
- *Threats to kill that are conveyed to others*
- *Threats of suicide*
- *Forced sex or pressuring for sex even when separated*
- *Serious injury to the victim*
- *Carries, has access to, uses, or threatens with a weapon*
- *Violence outside of the home*
- Aggression toward interveners
- Threats to family, coworkers, victim's new partner
- Animal abuse or killing pets
- Damages victim's property
- Violent during pregnancy or shortly after birth
- Hostage-taking; restraint
- Acts exhibiting extreme hostility toward the victim

Coercion

Violence with a pattern of coercion is a serious marker of high risk violence. Coercion may be displayed as control of children, finances, or activities; sexual aggression; intimidation; hurting pets; or isolating the victim from support systems.

<p>Risk is higher when the violence is accompanied by:</p> <ul style="list-style-type: none"> • <i>An increase in frequency, severity, or type of violence over recent months</i> • <i>Almost daily impairment by alcohol or drugs</i> • <i>The victim attempting a permanent break</i> • <i>Estrangements, separations, and reunions</i> • <i>Failure of prior interventions to affect the offender</i> • <i>A victim who expresses fear of threats to kill</i> • <i>A victim making no attempt to leave despite severe abuse</i> • <i>Prior arrests, law enforcement calls, and/or protection order(s)</i> • <i>Isolation of victim (physical or social)</i> • <i>A victim seeking outside help in the past year</i> • <i>A victim has a child who is not the offender's</i> • <i>An abuser leaves before law enforcement arrive; eludes warrants</i> • <i>An abuser's:</i> <ul style="list-style-type: none"> ○ Lack of remorse ○ Mental health issues ○ Financial difficulty; unstable housing ○ Generalized aggression or violent acts ○ Ongoing efforts to take children from their mother ○ History of violence in multiple relationships ○ First act of violence is life-threatening or brutal ○ Obsessive control of victim's daily activities ○ Obsessive jealousy ○ Significant and harmful use of a child ○ Drawing others into the abuse (e.g., children, family, friends) ○ Non-compliance with probation or pre-trial release conditions 	<p>Homicide-Suicide (for male offenders) accounts for 27-32% of the lethal domestic violence incidents</p> <table border="1" data-bbox="743 390 1409 709"> <tr> <td colspan="2">Predominant risk markers include: <i>guns, patterns of estrangement and reunion and offender's poor mental health</i>. Additional risk markers are:</td></tr> <tr> <td> <ul style="list-style-type: none"> • Obsession or jealousy • Alcohol impairment (23 to 38% of perpetrators) • History of domestic violence </td><td> <ul style="list-style-type: none"> • Suicide attempts or threats • Personality disorder • Depression of offender (46%) </td></tr> </table> <p>Women who kill male partners</p> <table border="1" data-bbox="743 789 1409 1356"> <tr> <td colspan="2">Predominant risk markers include: <i>severe, increasingly frequent, and recent violence by male partner against the defendant; a defendant who is isolated and has few social resources</i>. Additional risk markers are:</td></tr> <tr> <td> <ul style="list-style-type: none"> • Access or prior use of weapons • More than 10 violent incidents in the last year at the hands of the person killed • Law enforcement intervention in one or more domestic violence calls in past year </td><td> <ul style="list-style-type: none"> • Prior strangulation by person killed • Traditional relationship (married, children, lengthy relationship) • Trapped and isolated in violent relationship • Defendant sought help </td></tr> </table> <p>Note: The absence of any of these factors such as “defendant sought help” should not lead to a conclusion that there is no risk. These are not absolute correlations.</p> <p>J.C. Campbell, D. Webster, et al., “Assessing Risk Factors for Intimate Partner Homicide,” <i>NIJ Journal</i> No. 250 (2003): 15-19.</p> <p>P.R. Kropp, <i>Intimate Partner Violence Risk Assessment and Management, Violence and Victims</i> 23(2), (2008): 202-220.</p> <p>J. Roehl, C. O’Sullivan, et al., “Intimate Partner Violence Risk Assessment Validation Study, Final Report,” (2005).</p> <p>N. Websdale, “Lethality Assessment Tools: A Critical Analysis,” (2000).</p>	Predominant risk markers include: <i>guns, patterns of estrangement and reunion and offender's poor mental health</i> . Additional risk markers are:		<ul style="list-style-type: none"> • Obsession or jealousy • Alcohol impairment (23 to 38% of perpetrators) • History of domestic violence 	<ul style="list-style-type: none"> • Suicide attempts or threats • Personality disorder • Depression of offender (46%) 	Predominant risk markers include: <i>severe, increasingly frequent, and recent violence by male partner against the defendant; a defendant who is isolated and has few social resources</i> . Additional risk markers are:		<ul style="list-style-type: none"> • Access or prior use of weapons • More than 10 violent incidents in the last year at the hands of the person killed • Law enforcement intervention in one or more domestic violence calls in past year 	<ul style="list-style-type: none"> • Prior strangulation by person killed • Traditional relationship (married, children, lengthy relationship) • Trapped and isolated in violent relationship • Defendant sought help
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ADAPTING THE *BLUEPRINT FOR SAFETY*

The Blueprint is a distinct blend of approach, process, and document. As an **approach**, the Blueprint is a shared way of thinking about battering and domestic violence. It gets everyone on the same page under a common understanding of the intimidation and violence that characterize battering and how to intervene most successfully. The Blueprint is also a **process** for shared problem identification and problem solving based on regular monitoring and adjustments to practice. As a **document**, the Blueprint is a set of written policies, protocols, and training memos drawn from research and best-known practice. While each agency writes its own policy and protocols, the Blueprint framework and templates connect agencies in a unified, collective policy.

The Blueprint envisions a system in which each practitioner is tuned in to what others can and will likely do when intervening in domestic violence cases. We therefore recommend one reading of the published *Blueprint for Safety: An Interagency Response to Domestic Violence Crimes* from start to finish, rather than looking only at a single agency or role.

Chapters 2 – 8 of the Blueprint include policies and protocols that are anchored in the specific agency and practitioner roles in responding to domestic violence cases. Readers will find some repetition in content as the protocols further articulate and define the broad policy language and interagency response.

Chapter endnotes referenced throughout expand upon and buttress the Blueprint approach and process. The endnotes and references prepare those seeking to become a Blueprint community to be well-versed in the research, commentary, and national experience that supports the Blueprint. The endnotes integrate data from empirical studies, academic research, domestic violence and criminal justice literature, and national resources developed by and for practitioners. The concluding chapter includes a bibliography of cited research, academic literature, and intervention models.

Two questions are commonly asked regarding adaptation of the published document and its templates, training memos, and other supplemental material:

Can the *Blueprint for Safety: An Interagency Response to Domestic Violence Crimes* be copied?

Yes, absolutely. All chapters and related materials can be copied and adopted as-is, with the required citation. The front cover, title page, and back cover or page must include the following: *Adapted from the Blueprint for Safety as created by the City of Saint Paul, Minnesota, the St. Paul/Ramsey County Domestic Abuse Intervention Project, and Praxis International.*

Can the *Blueprint for Safety: An Interagency Response to Domestic Violence Crimes* be altered?

Yes, and no.⁵⁴ Any jurisdiction wishing to implement Blueprint policies and protocols is encouraged to use and adapt the language in Chapters 2-8 of the template. While most communities will have to alter the content based on state law and local conditions, some elements of the published document cannot be altered. This includes the foundational narrative and principles in Chapter 1, since they are essential to the meaning of the

Blueprint as an approach to battering and domestic violence-related crimes. Chapter 1 must be included in its entirety, without alteration. In addition, the *Blueprint Guide* (see below) includes an overview of essential elements that must be included regardless of the specific policy format and language used by a particular agency or jurisdiction.⁵⁵ Finally, because of the need for precision and consistency, some of the supplemental training memos cannot be altered and are clearly marked as such.

As a result of the national demonstration initiative, communities now have a collection of tools available in the *Blueprint Guide*. *This Guide* supports communities throughout the core phases of a local adaptation. The phases include:

1. Explore community readiness and prepare an adaptation plan.
2. Assess current policy and practice and identify problems that the Blueprint will address.
3. Adapt agency policies to reflect the Blueprint's essential elements.
4. Implement and institutionalize the Blueprint as the new way of working together.
5. Monitor progress and revise the Blueprint as necessary to address gaps in practice and new problems that emerge.

For questions regarding adaptation and use of published Blueprint materials, please contact Praxis International at blueprint@praxisinternational.org.

A victim's decision

to use the criminal justice system in the future was connected to financial dependence on the perpetrator, safety from abuse during prior interventions, and previous support from practitioners.

– R.E. Fleury-Steiner, *et al.* (2006)

ENDNOTES

1. Published as *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes* and available with related documents and resources at <http://praxisinternational.org/blueprint-home/blueprint-materials/>.
2. Available at <http://praxisinternational.org/blueprint-home/>. Referenced as *Blueprint Guide*.
3. The Blueprint differentiates **battering**, characterized by ongoing, patterned coercion, intimidation, and violence; **resistive** violence, used by victims of battering to resist or defend themselves or others; and **non-battering** violence resulting from such causes as a physical or mental health condition or traumatic brain injury. The legal system's category of "domestic violence" includes many types of abusive behavior and relationships. When the Blueprint refers to "domestic violence crimes," it is primarily concerned with those that occur in the context of battering, although the policies, protocols, and tools included benefit the response to all forms of domestic violence.
4. "The core tenet of most coordinated criminal justice responses [is] the belief that a criminal justice system that predictably and routinely entangles offenders in multiple ways improves the odds that any given offender will encounter a response that may alter his behavior." (Worden, 2003, p. 14)

Shepard (1999) offers a brief overview of the components of a coordinated community response (CCR) and how they work. Shepard and Pence (1999) provide more in-depth information on building a CCR.

A number of studies found that a coordinated intervention in domestic violence cases could have a positive, even cumulative, effect on the behavior of the offender. (Murphy, et al., 1998, pp. 278-279; Saunders, 2008, p. 165; Syers and Edleson, 1992, p. 484; Tolman and Weisz, 1995, p. 482; Worden, 2003, p. 13; 2001)

Sullivan (2006, p. 205) reports an increased responsiveness to victims and improved interagency interactions through a CCR.

Some studies found CCRs did not fully accomplish their goals or encountered unintended consequences for some victims. These studies are useful to those crafting interagency responses as they help to understand and avoid the pitfalls of this work.

Bouffard and Muftie (2007) report that the effectiveness of a CCR was related to the quality of the batterer's treatment.

- Salazar et al. (2007) found unintended consequences of CCR efforts when an increase in domestic violence arrests led to a rise in victim arrests.
- An audit of five jurisdictions in CA concluded that batterer intervention programs were not working as intended. (California State Auditor, 2006)
- A study of ten CCRs funded by the Centers for Disease Control found great variation in CCR quality, but no significant impact on domestic violence rates overall. (Klevens et al., 2008)

The *Greenbook* reports on interagency coordination efforts around the intersection of domestic violence and child maltreatment in six demonstration communities across the U.S. (Edleson et al., 2004, pp. 62-63) While the CCRs were one of the successes of the project, they faced problems with

differences in agency structures, philosophies, power, and trust. Participants reported obstacles to collaboration, including: length of the process, lack of time, and differences in organizational cultures.

In a study of interagency coordination, Gondolf (2009) found a number of problems related to personnel issues: new staff and leadership who were unfamiliar with the goals and history of the CCR, varying levels of involvement or resistance, and loss of trained personnel leaving gaps in institutional knowledge. While caseloads increased, there were also interagency barriers: differing intervention priorities, communication breakdowns, and financial stressors.

Worden (2003) mentions unintended consequences and resistance from key leadership as detriments to coordinated intervention. This author recommends caution in selecting outcome measures and definitions of success.

A study of 48 different domestic violence community collaborations (Nowell, 2009) suggests that the presence of stakeholders who are perceived to be out of sync by other stakeholders with regards to their understanding of domestic violence, but do not acknowledge this apparent disconnect, can negatively impact the effectiveness of the collaborative. In other words, a CCR-type entity is more effective when members have a shared understanding of domestic violence.

The literature also demonstrates facets of CCRs that work well.

“One large scale study of women in the justice system found that the more battered women perceived different agencies as working together, the more highly they rated them in terms of helpfulness and effectiveness and the more satisfied they were both with the legal system in general and with their own individual case outcomes in particular.” (Goodman and Epstein, 2008, p. 85)

Russell and Light (2006) found that victims responded well to police when officers were proactive and part of an integrated team.

Zweig and Burt (2006) found that women’s perceptions of whether community agencies were working together to assist her and her case significantly and positively related to arrests in domestic violence and sexual assault cases and to convictions in domestic violence cases. Perceptions that agencies were working together also increased women’s beliefs that law enforcement and prosecution are effective agencies.

Sullivan (2006, p. 205) says “strong leadership, a shared mission, shared power, and a membership extending across more fields” are needed to accomplish goals.

Worden (2003) recommends building on current relationships and resources with a committed core group.

In a review of 41 coordinating councils, Allen (2006, p. 48) concludes that to create an effective CCR requires an inclusive environment, broad participation, and shared decision-making.

CCR-related qualities and activities were correlated with higher rates of victim contact with intimate partner violence services in CCR communities when compared to communities without this intervention. These qualities and activities included: developing goals based on community needs, selecting priorities based on the salience of the need in the community, efforts to coordinate services, and disseminating information on the frequency of intimate partner violence in the community. (Klevens, et al., 2008)

5. "Offenders should receive swift, clear, meaningful, predictable, and certain consequences for violating probation." (Henderson 2014)

In regards to consistency and fairness see R. Paternoster, R. Brame, R. Bachman, and L. W. Sherman, 1997, p. 164-204.

If offenders perceive the process to be fair, they are less likely to be arrested for domestic violence again. F. S. Taxman, D. Soule, and A. Gelb, 1999, p. 3.

6. While the law brackets physical violence as specific criminal acts, other professional fields use a definition of battering that includes a variety of physical, sexual, and emotional behaviors. For examples, see Asmus et al., 1991; Dutton and Goodman; Follingstad et al., 1990; Johnson and Ferraro; Ptacek, 1999; Russell, 1990; Sullivan, 2006; Stark, 2007; Shepard and Campbell, 1992; Stark and Flitcraft, 1996; Tjaden, 2005.
7. “A more discriminating understanding of the nature of specific IPV [intimate partner violence] crimes, including the element of coercion, would help secure more appropriate sentencing, as well as treatment for the perpetrators, and more effective safety planning for victims (Erskine, 1999),” (as cited in Dutton, et al., 2005, p. 2).

A major debate in the literature is the efficacy of mandated policies—for both practitioners and victims.

Victims face economic and extralegal household realities that may depend on an intact family unit. (Hotelling and Buzawa, 2003, p. 33) For some victims, the ability to drop charges may give them the power they need to negotiate for change in the relationship. (Ford, 1991) Other victims face retaliation and rage from offenders for the system’s intervention and expectations of accountability. (Ptacek, 1999)

Goodman and Epstein (2008, p. 93) note that, “survivors who are forced into ... inflexible models may well reject them altogether.” In Indianapolis, Ford and Breall (2000, p.8) found that when victims were given a choice of whether or not to drop the charges against the offender, and they chose not to drop the charges, they were less likely to experience re-abuse over the next 6 months.

While some victims are more satisfied with an intervention if they have some control over the system’s response to their case, O’Sullivan, et al. (2007) lay out the complex legal and ethical dilemmas for practitioners facing such requests for flexibility. Their work evaluates victim safety, empowerment, and recidivism for two prosecutorial approaches to filing domestic violence cases.

8. For example, see the following fatality reports:
 - Minnesota Coalition for Battered Women
http://www.mcbw.org/files/u1/2008_Femicide_Report_FINAL_0.pdf
 - Washington State Coalition Against Domestic Violence
<http://dvfatalityreview.org/>
 - Wisconsin Coalition Against Domestic Violence
<http://www.endabusewi.org/ourwork/homicide-reports>
 - Additional information and links to domestic violence homicide studies in other states are available from the National Domestic Violence Fatality Review Commission at www.ndvfri.org
9. Stark (2007) estimates that coercive control is involved in at least 60% of domestic violence cases and is probably higher in criminal justice system cases where women seek help.

Dutton, et al. (2005, p. 2) argue “that measurement of violent acts alone cannot adequately characterize violence in intimate partner relationships (DeKeseredy and Schwartz, 1998; Dutton, 1996; Edleson and Tolman, 1992; Smith, Smith, and Earp, 1999; Yoshihama, 2000). Rather it is necessary to understand the use of, and response to, IPV in the context of the relationship and the cultural, social, and institutional systems within which the perpetrator and victim live (Dutton, 1996; Edleson and Tolman, 1992).”

Johnson and Ferraro (2000) point out the importance of making distinctions in the motives of the batterer, types of violence that are used, and cultural or social positions of the victim and the perpetrator.

Belknap and Sullivan (2003) reported on non-physical behaviors perpetrated against women in the six months before their partner was arrested. Table 1.6 shows how victims ranked frequency of occurrence for such items as “Tried to control her activities,” “Discouraged her contact with family/friends,” and “Forbid her from leaving her home.”

Dutton and Goodman (2005) report on the development of a measurement of coercion, demands, and surveillance. Examples of items on their Demand Subscale include “Wearing certain clothes,” “Using street drugs,” “Bathing or using the bathroom.” Coercion Subscale items include threatening harm to partner, self, or others. Surveillance Subscale items include “Kept track of telephone/cell phone use,” “Checked or opened your mail,” or checked the odometer on the car.

10. Regarding risk as dynamic and changing at each point of intervention and risk assessment as a process where there is “use of dynamic factors of behavior and circumstances that vary over time.” (Gondolf 2012, p. 193)
11. Websdale (1999) reminds us that homicides are often preceded by multiple criminal justice interventions.

In the Quincy study, Buzawa et al. (1998, p. 189) found about half of the offenders had prior arrests for violent offenses and within two years of the last criminal justice intervention, 44% of the offenders were rearrested for domestic violence.

Hart notes that between the arrest and prosecution, 30% of offenders may re-assault (Goldsmith, 1991, p. 7) and as many as half of domestic violence victims may be threatened with retaliation for cooperation with prosecutors. (Davis, et al., 1990, p. 19)

Batterers can reoffend quickly. Goodman and Epstein (2008, p. 75) say that “20% to 30% of arrested offenders re-assault their partners before the court process has concluded or shortly afterward, often as retaliation for involving them in the court system (M.A. Finn, 2003; Ford & Regoli, 1992; Goodman, Bennett, & Dutton, 1999; Hart, 1996).”

According to Gondolf and White (2001, p. 361), 20% of offenders will re-assault regardless of the intervention.

In another study, 14% of the victims reported threats from the perpetrator since disposition of their case, 8% had property damaged, 9% experienced new violence, and 37% of perpetrators had been verbally abusive. (Smith, et al., 2001, p. 72)

Batterers can be very resistant to change despite arrest, intervention, or group treatment. (Goodkind, et al., 2004, p. 515)

Offenders with a ‘stake in conformity’ (employed, married, stable housing) are least likely to reoffend after interaction with the justice system. (Roehl, et al., 2005, p. 14)

However, the high-risk offender with a criminal history tends not to change their behavior with criminal justice intervention. “For high risk offenders, even a ‘model’ court has not broken their pattern of intimidation and control and the interventions they have used to date are insufficient. Stopping chronic and/or serial batterers is apt to be a long, difficult process, not easily impacted by any one criminal justice intervention, especially one that is fundamentally compromised by long prosecutorial and judicial delays and restricted to misdemeanor type sentences.” (Hotaling and Buzawa, 2003, p. 26)

From their study of batterers in four cities, Heckert and Gondolf (2004, p. III-15-8) concluded that “men in the repeat re-assault category were slightly more likely to use a chain of tactics, or multiple tactics, in their violent incidents. That is, their violence was more likely to be excessive and unrelenting.”

Buzawa et al. (1998, pp. 205 and 198) found that courts are most likely to see entrenched batterers who have had prior involvement with the system and are less likely to see those batterers who use occasional violence and have no criminal record. They suggest that the level and conditions of an intervention could be linked to risk markers made visible for each offender.

12. Stark (2007, p. 94) points out that the harm in domestic violence is not only due to the number of violent events, but to an accumulation of multiple harms. It is the cumulative effect, rather than a set of isolated acts that impact the victim of battering.

Erskine (1999, pp. 1207-1232) discusses the importance of exploring ongoing patterns of intimidation and coercion to determine appropriate charges for a range of criminal or violent behaviors.

A critical part of accurate risk assessment is discussing with the victim her experiences over time and marking changes in frequency and severity. (Block, 2000, p. 290)

13. When victims are satisfied and work well with the prosecutor’s office, prosecution rates increase, there are a greater number of guilty verdicts, and victims are more likely to report continued abuse. (Buzawa and Buzawa, 2003; Belknap and Graham, 2003; O’Sullivan et al., 2007)

However, when a prosecutor and victim want or need different outcomes from intervention, a victim’s “nonparticipation may be chosen in response to the prosecutor’s noncooperation with her plan for securing herself from continuing violence.” (Ford and Breall, 2000, p. 7)

80% of the women who called police wanted protection (Ford and Breall, 2000). But “a battered woman who has made prior attempts to seek prosecution of civil protection orders, only to have the perpetrator escalate his violence, may be unwilling to face the risk that prosecution will further endanger rather than protect her.” (Roehl et al., 2005, p. 15)

Goodman and Epstein (2008, p. 92) explain that when a victim perceives that her needs do not fit what the system offers, “she is likely to feel disserved or even betrayed by the police. [Police] actions may expose her to a wide range of future harms, including retaliatory violence, poverty, homelessness, and loss of community. As a result, [she] may well decline to call the police if she ever again finds herself subjected to intimate partner violence. Her friends, hearing her story, may well do the same.”

Goodman and Epstein (2008, p. 94) go on to explain that “one study ... found that participants who reported feeling in control of the process of working with service providers were far more likely to rate the services they received as helpful and to use them again. (Zweig, Burt, & Van Ness, 2003) Similarly, a study within the criminal justice system found that victims who chose not to report

recidivist abuse to officials were those who felt they had ‘no voice’ in a previous prosecution.” Also see Belknap and Sullivan (2003, p. 6).

14. In Indianapolis, Ford and Breall (2008, p. 92) found that any action by the prosecutor lowered the risk of re-abuse by 50% for 6 months.

A victim’s cooperation is affected by delayed hearings, threats, and violence that continue during the process, and perceived lack of attention or support from prosecutors. (Tolman and Weisz, 1995, p. 482) Ultimately, a victim needs to determine whether the system can provide adequate protection against the offenders’ violence.

Fleury-Steiner et al. (2006, pp. 339 and 338) interviewed 178 women whose partners had been through the court system. 19% of these women had been assaulted between the time of the arrest and the closure of the case. The re-abuse continued for 38% of these victims during the first six months after the case closed and 35% experienced continued abuse in the second six-month period. These researchers concluded that if the system is not able to protect the victim while a case is pending, batterer and victim both receive clear messages about the lack of offender accountability and victim safety.

In making decisions about collaborating in a criminal justice case against the perpetrator, victims face “practical and relational obstacles” such as exposure to retaliation, escalating violence, forced separation, or the financial hardship of an arrest. (Goodman and Epstein, 2008, p. 97; Johnson, 2007, pp. 498-510; Dugan et al., 2003, pp. 20-25; Hart, 1996)

When the case proceeds, a victim may face an increase in controlling behaviors including stalking the loss of victim status, and fears of being arrested or losing custody of the children. (McFarlane, et al., 1999, p. 311; Belknap and Sullivan, 2003, p.10)

15. See Johnson and Ferraro (2000, p. 949); Stark (2007).
16. Worden (2003, p. 10) suggests that “the efficacy of many innovations [in intervention] may be contingent on the consistency of the messages that are exchanged among the victims, offenders, and practitioners.”

Interactions with the police create an important baseline for the victim’s level of trust in the rest of system. Belknap and Sullivan (2003) found that whether victims believed the state was a resource for their help seeking was based on positive interaction with an officer who listened without judgment and communicated empathy. Victims saw police as helpful when they provided legal information, advocacy support, attended to medical care, and paid attention to the needs of the children.

Goodman and Epstein (2008, p. 78) note, “Other research has shown that women who experience government officials as listening to their stories and responding to their individual needs are more likely to feel treated fairly and therefore to cooperate with the prosecutor’s requests than are women who feel forced into a mandatory model dismissive of their input (Erez & Belknap, 1998; Ford & Regoli, 1993).” A perpetrator may not stop battering the victim, but victims do not stop working toward non-violence. (Campbell et al., 1998, pp. 743-762)

Goodkind et al. (2004) studied the safety planning strategies victims with children used; in particular, see Table 1: Safety Planning Strategies Endorsed and Consequence of Using Strategy (p. 520).

Researchers at Texas Women’s University (2003) designed a one-hour phone contact for use with the victim during the processing of a protection order. Their study demonstrated that “abused women offered a safety intervention at the time of applying for a protection order quickly adopt safety behaviors and continued to practice those safety behaviors for eighteen months.” (p.8)

Practitioners can support a victim's safety planning by providing tactical information about the legal process, legal options, appropriate referrals, and specific communication about the risk of severe violence and lethality. (Johnson, 2007; Kropp, 2008, p. 213)

17. One of the first studies to examine community-based outreach in the context of an interdisciplinary community coordinated response to police-reported intimate partner violence found that community-based outreach by victim advocates results in decreased distress levels, greater readiness to leave abusive relationships, and greater perceived helpfulness of services relative to system-based referrals. (DePrince, et al., 2012a)

A randomized longitudinal study found that an outreach program was effective in increasing women's engagement with prosecution, as well as the likelihood of their participating in the prosecution of their abusers. Results were particularly robust among women marginalized by ethnicity and class, and those still living with their abusers after the target incident. (DePrince, et al., 2012b)

18. As part of its contribution to development of the Blueprint, the Saint Paul and Ramsey County Domestic Abuse Intervention Project published *The Distinct and Vital Role of a Legal and System Advocate*, available on its website: www.stpaulblueprintspip.org. This publication helps a community adapting the Blueprint to work with independent advocacy programs in an interagency approach to intervention.
19. Domestic violence research on how to reduce recidivism and reabuse through criminal justice interventions has a long history, beginning with Sherman and Berk's 1984 study which concluded that arrest and [swift] incarceration, was a deterrent "regardless of how the courts treat such cases." (p. 270) The field of juvenile justice reports a history of success with deterrence models that combine swift, certain, and graduated sanctions. The rich data in that field supports extensive, system wide, coordinated interventions and implementation of accountability based sanctions focused on redirecting behaviors and reducing recidivism. (see *Effective Program Services and Models Associated with the Five Graduated Sanction and Intervention Levels for Juvenile Justice*. (2001). Available at www.ncjfcj.org/our-work/juvenile-graduated-sanctions-e-tool)
20. Discussing the need for graduated sanctions to be delivered swiftly and with certainty, Taxman et. al (1999, p. 13) include concepts of swift, certainty of response, and proportional severity as key elements of accountable systems. Paternoster et al. (1997) focus on the importance of perceptions of fairness on domestic violence related cases.
21. Gondolf (2004) noted a reduction in no-shows and improved completion rates of batterer intervention programs when offenders moved through the system quickly. When intervention was swift and certain, the rate of offenders entering the groups increased from 70% to 95% and the completion rate rose to 70% (p. 619). Gondolf linked the effectiveness of batterer programs to a streamlined system where violations were treated with a 'swift and certain' response, offenders identified as high risk received increased sanctions, and risk markers were monitored throughout the intervention (see discussion on page 624).

Two additional studies by Gondolf (2000; 1999) verify the impact of swift and sure responses for domestic violence offenders. In 2012, Gondolf concluded that their study "left us with an appreciation of the behaviorist axiom that says a swift and certain response improves outcomes." (p. 211)

In domestic violence cases, the specific language of swift and sure is not commonly used, but several authors do recommend aggressive or prompt response to violations of court orders. (Buzawa et al., 2000; Hofford, 1991, pp. 12-17) One of the four lessons reported from the Judicial Oversight Demonstration project was the importance of "procedures to monitor or educate defendants and

provide a quick court response to violations of no-contact orders and other bond conditions.” (Visher et al., 2007, p. 9)

To review a theoretical frame for choice theory and negative sanctions see Pratt (2008) and Kurbrin, et al. (2009). A research study conducted by Weisburd, et al. (2008) demonstrated the impact of swift and certain responses to probation violators.

22. A number of federal agencies now promote swift, certain and graduated sanctions as effective interventions. For instance,
 - NIJ solicitation, Evaluation of a Multi-site Demonstration for Enhanced Judicial Oversight of Domestic Violence Cases, NIJ solicitation (May 1999): p. 2.
<https://www.ncjrs.gov/pdffiles1/si000357.pdf>
 - Crime and Justice Institute at Community Resources for Justice
http://b.3cdn.net/crjustice/5364fc66efa31368e0_g6m6iyhv9.pdf
 - National Council on Juvenile and Family Court Judges
<http://www.ncjfcj.org/our-work/juvenile-sanctions>
23. The experience of two communities where the criminal justice system instituted sure, swift, and escalating sanctions show promise. (Hamner, et al., 1999; Sumner, 2014) These programs emphasize interagency coordination, attention to context and severity, messages of help and accountability, victim advocacy, and community involvement in holding offenders responsible. A preliminary summary concludes "The measureable impact of this strategy so far includes a dramatic reduction in IPV-related homicides, lower recidivism rates for IPV offenders notified, reduction in IPV arrests, reduction in victim harm reported in IPV assaults, and fewer repeat calls for service." (Sumner, 2014)
24. In their seminal study of the criminal justice system in Quincy, MA, Buzawa et al. (2000, pp. 9, 10, 18, and 12) found that 84% of offenders had prior arrests, 54% had six or more prior charges, and 14% had at least 30 criminal charges. In the Quincy study, nearly three-quarters of the victims had made prior calls to the police about that perpetrator. "Less than half the victims were living with the offender at the time of incident, but three-fourths of victimizations occurred in their homes." Even as a model proactive court, in Quincy "the system does not appear to prevent recidivism among 'hard-core' re-offenders." The population of batterers in that study recidivated within one month after arrest.

Bouffard and Muftie (2007, p. 364) reported that batterers who had been in the system with a prior domestic violence case were significantly more likely to be no-shows for batterer group intake than those without a domestic violence record.
25. "Swift, certain, and progressive responses to non-compliant behavior sends offenders a clear message that such behavior is not tolerated and that offenders are accountable for their own behavior." (Taxman, 1999, p. 3)

"Offenders should receive swift, clear, meaningful, predictable, and certain consequences for violating probation." (Henderson 2014)
26. Klein, et al. (2014) found that prosecution and sentencing of domestic violence cases can significantly reduce re-abuse for the majority of more chronic abusers who also commit non-DV crimes. The research suggests that what matters is the comparative severity of the domestic violence sentencing compared to non-DV sentencing, not the severity of the sentence itself. The researchers recommend

that prosecutors and judges sanction crimes against person appropriately, namely more severely than typical non-DV crimes abusers may be arrested for.

27. Dutton and Goodman (2005) describe a process of coercion and control created by both demands and threats: threats that the victim knows from past experience to be credible. In summary, a history of exposure to negative consequences from previous threats assures compliance with future demands. This dynamic of threats and consequences form a “cumulative pattern” of control that is not dependent on physical contact. To break that pattern, the victim assesses resources and options for safety that are as credible as the perpetrator’s threats. For additional information about the process of coercion and control, see Dutton et al. (2005) and Stark (2007).
28. In his observation of courtroom interactions in domestic violence cases, Ptacek (1999, pp. 172-178) studied how the interaction between judges, victims, and offenders can support or deter the battering dynamic. He points out that the behaviors demonstrated in the courtroom can (intentionally or not) become another resource the perpetrator can use for intimidation or coercion in the future. To that extent, a victim’s experience of the criminal justice intervention can reaffirm the perpetrator’s messages. Ptacek created a graphic titled “Judicial Responses that Reinforce Women’s Entrapment” to describe some of the behaviors he observed. To demonstrate the potential parallels that victims may find in criminal justice interventions, he lays the judge’s behaviors alongside behaviors used by perpetrators. Ptacek’s graphic is available in a report by Stekeete, et al. (2000, p. Appendix I-2)
29. Descriptors of entitlement are found in the writings of practitioners with extensive experience facilitating batterer intervention programs. These practitioners are in agreement about entitlement as a foundational element of battering. Bancroft (2002, p. 54) describes entitlement as a belief (and attitude) that the batterer alone has the right to privilege and status in this relationship.

F. Mederos (2004, p. 15) adds that entitlement is the expectation that a partner will fulfill a specific (gendered) role in the relationship and that the perpetrator has the right to use violence, anger, or other forms of abuse for failure to meet those expectations.

Also see Pence and Paymar (1993).
30. 49% of batterer groups use a cognitive-behavioral approach. (Saunders, 2008. p.157)

From a longitudinal study of batterer programs, Gondolf (2004, p. 623) concluded that cognitive-behavioral programs for batterers were the most commonly used, effective for most offenders, and less costly to administer. Also see Gondolf (2012); Hamberger (1997); Pence and Paymar (1993); Sullivan (2006, p. 204); White and Gondolf (2000).
31. “Criminal justice agencies should communicate directly with offenders about the community’s intent to act decisively to stop domestic violence, and specifically, that increased surveillance of their individual actions is now in effect.” (Sumner 2015)
32. See Paternoster et al. (1997).

If offenders perceive the process to be fair, they are less likely to be arrested for domestic violence again. F. S. Taxman, D. Soule, and A. Gelb, 1999, p. 3.
33. Robinson and Tregidga (2007) found that taking a holistic multiagency approach to domestic violence can reduce recidivism, even among the population most at risk. The research was conducted with very high-risk victims of domestic violence to determine levels of victimization one year after being referred to a Multi-Agency Risk Assessment Conference (MARAC) and their perceptions of this type of intervention. Nearly all victims acknowledged the importance of having multiagency support once they were ready to change their situations.

34. “Violence is simply a tool ... that the perpetrator uses to gain greater power in the relationships to deter or trigger specific behaviors, win arguments, or demonstrate dominance.” (Dutton, et al. 2005) In the development of a coercion scale, these same authors identified nine areas where offenders focused demands on victims: personal activities and appearance, support systems, household responsibilities, economic resources and work, health, physical intimacy, legal help seeking, immigration, and children or parenting (pp.1-3).

Stark (2007, pp. 228-278) argues that in large part the historic concept of domination has been replaced by coercive control: coercion as force or threats used to yield a desired response and control as both structural and tactical. Control could involve deprivation, manipulation, demanding compliance while controlling resources, behaviors, and support systems. Stark uses the terms microregulating and microsurveillance to emphasize the intrusion of coercive acts in the lives of victims. When combined, the product of coercion and control is entrapment.

35. Dutton and Goodman (2005, p. 747) point out that a victim’s cultural, religious, and economic realities give coercive tactics and threats their meaning.

For a listing of control tactics embedded in messages that are used by perpetrators before and after criminal justice intervention. See Table 1.6 in Belknap and Sullivan. (2003, n.p.)

36. Fleury-Steiner et al. (2006, p. 329) found that a victim’s decision to use the criminal justice system in the future was connected to their financial dependence on the perpetrator, safety from abuse during prior interventions, and support from practitioners.

One of the conclusions from the Judicial Oversight Demonstration Initiative was that judges can make a difference in victim safety and offender accountability. (Visser et al., 2007, p. 2)

From observations of restraining order hearings in Dorchester and Quincy, MA, Ptacek (1999) identified five types of authority judges present to victims and offenders. The messages carried by the court’s demeanor can be of believability, support, seriousness of the charge, or a dismissive ‘wink and a nod.’ The court’s response to a victim can counteract messages of the batter, but are particularly important information for the victim’s strategic planning.

Victims fear that criminal justice practitioners will believe the offender, not make an arrest, or take no action. (Russell and Light, 2006, p. 389)

Prosecutors send clear messages by communicating to the victim how the criminal justice system works and just what it can and cannot do. (Hotaling and Buzawa, 2003, p. 38)

Messages of support are also sent through the types of institutional resources that are offered: advocacy, culturally sensitive programs and referrals, translation and TDDY services, etc.

37. Colia Ceisel (Public Defender Ramsey County, Retired), Presentation at Saint Paul Police Department Training, June 28, 2009. For more discussion on batterers’ defenses of violence, see Bancroft (2002, pp. 296-301); Buzawa and Buzawa (2003, pp. 147-148); and Loue (2001, p. 119).

38. High Point, NC Offender Focused Domestic Violence Initiative matches graduated sanctions with escalation of services available to victims and opportunities for offenders to change (GED, fee waivers for BIP, and job training). (Sumner 2015)

39. Colia Ceisel (Public Defender Ramsey County, Retired), Presentation at Saint Paul Police Department Training, June 28, 2009. For more on batterers’ defenses of violence, see Bancroft (2002, pp. 296-301); Buzawa and Buzawa (2003, pp. 147-148); and Loue (2001, p. 119).

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40. See “Principles and Complex Realities,” *Blueprint Guide*, at <http://praxisinternational.org/blueprint-home/>.
 41. Violence Policy Center (2014, p. 6), analyzing Supplemental Homicide Report data submitted to the Federal Bureau of Investigation.
 42. Cooper and Smith (2011).
 43. National Domestic Violence Hotline (2015).
 44. Violence Policy Center (2014, p. 6).
 45. Stark 2007, p. 55. Referencing Durose, et al. (2005) and Fox and Zawitz (2004).
 46. Catalano (2013).
 47. For a discussion of national data sources and statistics, see Stark (2007 pp. 53-56).
 48. Archbishop Desmond Tutu received the Nobel Peace prize in 1984 for his contributions to ending apartheid in South Africa and to global human rights.
 49. For more information on using the Practitioners’ Guide to Risk and Danger, see *Training Memo – Risk and Dangerousness: Managing Severe or Lethal Violence*, at <http://praxisinternational.org/wp-content/uploads/2016/02/BPTrainingMemoRiskandDangerousness1BOct2013.pdf>.
 50. Roehl, et al. (2005, p. 15). Also see Weitz, et al. (2000) and Heckert & Gondolf (2004).
Regarding caution against relying too heavily on women’s perceptions and need to combine with other methods. (Gondolf 2012, p. 260)
 51. Regarding risk assessment as a process that includes the “use of dynamic factors of behavior and circumstances that vary over time,” and the perception of the victim. *Ibid.*, p. 193.
 52. Gondolf emphasizes that a one-time, stand-alone assessment is not enough. He argues that risk is dynamic, it changes at each point of intervention and with each shift in a relationship. As a process of assessment then, the dynamic nature of risk needs to be *managed*. “The goal is to assess risk, identify needs, respond with services, reassess, and revise - all with supervision and accountability.” This requires “a functioning system, with established procedures, policies, and linkages.” The key to effectively addressing risk is clearly and strongly linked to a systems’ adoption of best practices into which risk assessment(s) is integrated. “A coordinated response is needed to do risk assessment thoroughly, wisely, and effectively.” Risk assessment “increases the communication, alertness, awareness, and attention to those working with batterers and their partners. All of these changes can help improve the response to high-risk men and reduce recidivism.” *Ibid.*, p. 193, 194, 197.
 53. Process of risk assessment is not a “mechanical routine.” *Ibid.*, p. 193.
“The sense that the research evidence somehow endorses one instrument over another, or a pat set of interpretations based on cutoff scores, is unfounded.” *Ibid.*, p. 259.
 54. All Blueprint publications, supplemental material, and the adaptation guide and tools can be found and downloaded at <http://praxisinternational.org/blueprint-home/>.
 55. See “Essential Elements – Annotated,” *Blueprint Guide* (2015).

SAMPLE MEMORANDUM OF UNDERSTANDING (MOU)

Blueprint for Safety – Participating Agencies

I. BACKGROUND

- A. The St. Paul Blueprint for Safety was developed in Saint Paul, MN, in 2010 by the City of Saint Paul, Praxis International and the Saint Paul Domestic Abuse Intervention Project (a local advocacy program), and is the first comprehensive inter-agency guide for criminal justice practitioners who process cases of domestic violence.
- B. The Blueprint for Safety identified in this MOU is an adjunct generic document, developed by Praxis International and the City of Saint Paul in 2010, as a template for use by any community to follow to create a cohesive set of criminal justice system policies, protocols and procedures to improve victim safety and offender accountability in domestic violence cases.
- C. In a Blueprint community, practitioners collaborate to develop written policies and protocols outlining each practitioner's role, responsibilities, specific actions, and documentation duties. They are linked through an articulated commitment: first, to a positive case outcome for victims, and second, to each other in an inter-agency partnership in case processing.

II. ROLES AND RESPONSIBILITIES AGREED TO BY PARTICIPATING AGENCIES

- A. The following agencies are partners to this MOU: (Adapt this portion of the document to reflect local structure)
 - 1. (Agency) is the local emergency communications center. It receives calls and dispatches for [police, fire, emergency medical, and sheriff's office]. The agency takes approximately (number) domestic violence-related calls per year.
 - 2. (Law enforcement agency) has (number) sworn officers. Last year the department responded to (number) domestic-assault-related calls. Domestic assault follow-up investigations are assigned to (number) investigators, who investigated (number) cases last year. [OR: (Agency) has no dedicated investigators. Any follow-up investigation is handled by patrol officers.]
 - 3. Repeat #2 if more than one law enforcement agency.
 - 4. (Agency) prosecutes [misdemeanor/felony/all] domestic assault-related cases. It has (number) attorneys and (number) non-attorney staff members assigned to these duties, including (number) victim-witness specialists. Last year the office prosecuted approximately (number) [misdemeanor/felony] domestic-assault-related cases.
 - 5. Repeat #4 if more than one prosecutor's office.
 - 6. (Agency) is responsible for conducting bail evaluations, making recommendations to the court regarding bail and conditions of release, and pretrial supervision of defendants who

are out-of-custody pending trial. (Number) staff members are assigned to these duties. Last year the agency conducted (number) bail evaluations and supervised (number) defendants on pretrial supervised release.

7. (Agency) is responsible for jail operations. The agency has (number) sworn personnel and (number) non-sworn personnel assigned to the jail. Last year (number) offenders were booked into the jail.
8. (Agency) is responsible for processing warrants. The agency has (number) sworn personnel and (number) non-sworn personnel assigned to those duties. Last year, (number) warrants were processed and (number) offenders apprehended on warrants.
9. (Agency) is responsible for courtroom security. The agency has (number) sworn personnel and (number) non-sworn personnel assigned to those duties. There are (number) courtrooms where domestic violence cases are heard.
10. (Agency) conducts presentence investigations (PSI) or presentence reports (PSR) and supervises defendants on probation or parole post-conviction. (Number) officers are assigned to these duties. Last year they conducted (number) domestic assault-related PSIs and supervised (number) defendants on probation or parole.

B. Agencies signing this MOU agree to work with other participating agencies to:

1. Examine, redraft, and enhance policies, protocols, and documentary practices governing each practitioner who has a significant role in processing domestic violence cases.
2. Participate in an assessment of current agency practice compared to the Blueprint template, to include interviews and observation of agency staff, and reading of case files and other documents. Agencies agree to make staff available for interviews and observations, and to have case files and other documents examined by team members under a negotiated confidentiality agreement.
3. Produce policies, procedures, and implementation processes that conform to the Blueprint Essential Elements and are consistent with the six Blueprint Principles:
 - Adherence to an interagency approach
 - Attention to context and severity of the violence
 - Recognition of domestic violence as a patterned crime requiring continuing engagement
 - Providing swift and sure consequences
 - Sending messages of help and accountability
 - Reducing unintended consequences and disparity of impact
4. Ensure that the community-based advocacy program is included in interagency planning and implementation meetings and in policy and protocol development.
5. Build practices into policies and procedures to reduce unintended harmful consequences of reform efforts for certain groups of people, such as undocumented immigrants, victims of ongoing abuse who use violence against their abusers, people with disabilities, or homeless men and/or women.

6. Gather and disseminate data related to the response to domestic violence-related calls for service and crimes.

III. IMPLEMENTATION

Signing agencies agree to:

- A. Actively participate in planning and coordination meetings.
- B. Assign one or more agency representatives to:
 1. Actively participate on the Blueprint adaptation and implementation teams.
 2. Work with the Blueprint team coordinator and participate in the development, assessment, implementation and monitoring phases.
 3. Assist with writing policies and procedures.
 4. Oversee internal agency implementation of the agreed-upon changes to local policy, protocol and practice.
- C. Evaluate and monitor the Blueprint implementation process and seek a high rate of compliance with the policies, protocols, and procedures specific to their section of the Blueprint.
 1. Adopt a monitoring protocol that will ensure a high rate of practitioner compliance to the community's Blueprint policies and protocols.
 2. Provide supervisory oversight and regular quality checks and compliance reviews of adherences to Blueprint-specific policies and protocols.
 3. Gather and disseminate data per MOU section B6.
 4. Assess agency practice for compliance with Blueprint policies and protocols, per MOU section B2.
- D. Commit to an ongoing process of working with other Blueprint agencies in the community to continually monitor effectiveness of the Blueprint and make modifications as needed.

BLUEPRINT FOR SAFETY – MEMORANDUM OF UNDERSTANDING

Signatures of Agency Directors or Designees (Adjust as appropriate for the community)

EMERGENCY COMMUNICATIONS CENTER

Authorized representative (print name)	Title
Signature	Date

LAW ENFORCEMENT

Authorized representative (print name)	Title
Signature	Date

SHERIFF'S OFFICE

Authorized representative (print name)	Title
Signature	Date

PROSECUTOR'S OFFICE

Authorized representative (print name)	Title
Signature	Date

VICTIM WITNESS

Authorized representative (print name)

Title

Signature

Date

EMERGENCY COMMUNICATIONS CENTER

Authorized representative (print name)

Title

Signature

Date

PRETRIAL SERVICES

Authorized representative (print name)

Title

Signature

Date

PROBATION

Authorized representative (print name)

Title

Signature

Date

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BLUEPRINT FOR SAFETY COORDINATOR – ROLE, RESPONSIBILITIES AND SKILLS

The Blueprint for Safety ensures that each agency and each practitioner—from 911 operators and patrol officers on through to courts and probation—is “on the same page” in maximizing safety and well-being for victims and accountability for offenders. Instead of a fragmented response, the Blueprint establishes a common foundation, collective policy, and consistent attention to risk and danger. Realizing these goals requires skilled facilitation, organization, and persuasion. While that role is filled in part by each Blueprint team member and the team working as a whole, it is the Blueprint coordinator who keeps the focus on managing the Blueprint and moving it forward. The coordinator provides the glue and guidance that helps the partner agencies and work groups assess current practice, adapt the Blueprint to local conditions, implement and monitor the resulting changes in practice, and keep battered women’s experiences central to the process.

In some communities, one person will act as the Blueprint coordinator, while in others the responsibilities and tasks will be shared by a two-member or other small coordinating team. Whatever the configuration that best fits local conditions, the scope of work and specific tasks outlined here are essential to adapting and implementing the Blueprint for Safety in any community.

BLUEPRINT COORDINATOR RESPONSIBILITIES

1. Organize a process to develop a Memorandum of Understanding (MOU) outlining the roles and responsibilities of each project partner.
 - a. Sell policymakers and agency directors on the Blueprint for Safety.
 - b. Secure the participation of partner agencies.
2. Help organize and staff a Blueprint team and related work groups to adapt the Blueprint to fit local conditions and realities.
3. Coordinate Blueprint team and work group activities to assess current practice, including:
 - a. Produce a current case processing map of each step in a criminal domestic violence related case (conducted with the Blueprint team).
 - b. Create a source book of local policies, administrative forms and protocols for current case processing of criminal cases.
 - c. Guide the information-gathering process with the Blueprint team (see Attachment A), including:
 - i. Compiling policy and procedure comparison charts
 - ii. Analyzing case files and records

- iii. Observing current practice
- iv. Interviewing practitioners and agency heads
- d. Assemble all materials necessary to conduct the assessment: policies, protocols, forms laws, statistical information, case records (e.g., files, tapes, reports).
- e. Schedule activities related to information-gathering activities (case analysis, observations, and interviews) and/or provide the work group with details on how to make those arrangements.
- f. Maintain notes of discussions and conclusions related to the current-practice assessment.
- 4. Coordinate all Blueprint team and work group activities to adapt Blueprint policies, protocols, and memos, including:
 - a. Utilize practice-specific work groups (e.g., 911, patrol response, prosecution, etc.) to identify and recommend specific local adaptations to the Blueprint policies, protocols, and supplemental training and procedural memos.
 - b. Ensure Blueprint team and agency directors' review and feedback of recommended changes.
 - c. Assist agency directors in the process of accepting or modifying the recommended language changes to Blueprint policies, protocols, and memos.
 - d. Maintain notes of Blueprint team and work group discussions and decisions.
- 5. Coordinate all Blueprint team and work group activities to implement and monitor the local Blueprint, including:
 - a. Help organize the process of changing the adaptation team to an implementation team, including:
 - i. Consult with agency directors to assign implementation team members.
 - ii. Provide implementation team members who were not involved in the adaptation phase with an orientation to Blueprint principles/practices.
 - b. Coordinate and staff the implementation team to put into practice the local Blueprint policies, such as (but not limited to) new:
 - i. Documentation requirements
 - ii. Procedures, forms, checklists
 - iii. Database revisions
 - c. Assist agency directors to formally and publicly launch the local Blueprint.
 - i. Organize the logistics for training days for all practitioners on the implementation of the Blueprint.

- ii. Organize press releases and events to launch the local Blueprint.
 - d. Coordinate meetings of the implementation team to review cases going through the system and monitor compliance with the local Blueprint:
 - i. Determine compliance with new policies and protocols.
 - ii. Troubleshoot low compliance with agency directors and practitioners.
 6. Keep the experiences of battered women visible and central throughout the adaptation and implementation processes.
 - a. Support the leadership of community-based advocates.
 - b. Organize surveys, focus groups, and interviews with survivors.
 - c. Consult with community-based organizations and agencies that regularly work with battered women.

BLUEPRINT COORDINATOR QUALIFICATIONS AND SKILLS

- Well-organized, analytical, and diplomatic
- Strong verbal and written communication skills
- Experience providing logistical support for meetings and training events
- Able to analyze and synthesize complex information from multiple sources
- Strong group facilitation and negotiation skills
- Demonstrated experience in working with diverse groups of people toward common goals
- Working knowledge of the local criminal legal system process and the capacity to work effectively with each participating agency
- Working knowledge of battered women's experiences and the dynamics of battering and other forms of domestic violence

STEPS IN COORDINATING AN ASSESSMENT OF CURRENT PRACTICE

The Blueprint team or a designated work group(s) conducts the assessment, with facilitation and organization provided by the Blueprint coordinator.

1. Produce a current case processing map of steps involved in processing a domestic violence case in the criminal legal system. Begin with 911 and carry through to probation monitoring. Pay particular attention to:
 - a. Whether and how practitioners are linked between each step

- b. The kinds of forms and documentation used
 - c. Whether and how victims are linked with community-based advocates
 - d. Assessment of risk and danger
- 2. Create a source book of local policies, administrative forms and protocols for current case processing of criminal cases, from 911 through probation monitoring.
- 3. Compile basic statistical information on domestic violence-related cases: e.g., 911 calls, arrests, crimes charged, disposition, sentencing, demographics.
- 4. Conduct focus groups with victims/survivors about their experiences with the criminal legal system.
- 5. Compile a policy and procedure comparison chart that analyzes local practices alongside recommended Blueprint polices and protocols.
- 6. Analyze case records (e.g., 911 calls, patrol reports, prosecution files, probation records, etc.) to compare current practice with recommended practice
- 7. Observe current practices via patrol ride-alongs, 911 “sit-alongs,” court observations, and other practitioner observations.
- 8. Interview agency directors, supervisors, and practitioners about current practice.
- 9. Coordinate and facilitate meetings to review, interpret, and analyze assessment data throughout the process.
- 10. Maintain a written record of all discussions, conclusions, and recommendations related to the current-practice assessment.

RESOURCES

Praxis International has a variety of materials available to help prepare for coordinating and guiding a current-practice assessment at www.praxisinternational.org.

Best-Practice Assessment Guides

Instructions on how to organize a work group to analyze current practice; includes step-by-step instructions on mapping case processing, analyzing case records, and policy analysis. The guides cover 911, police patrol and investigations, and prosecution charging.

Checklists for Best Practice

An abbreviated version of the assessment guides.

Safety and Accountability Audit Toolkit

The current-practice assessment is similar to a Safety and Accountability Audit. Designed for coordinators, the Toolkit includes instructions on how to develop a case processing map, conduct focus groups, interview practitioners, observe practitioners on the job, and analyze case records.

Essential Skills in Coordinating Your Community Response to Battering: An E-Learning Course for CCR Coordinators

A self-paced course that can help a Blueprint coordinator prepare to facilitate interagency work groups in a current-practice assessment or in other facets of Blueprint adaptation.

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BLUEPRINT FOR SAFETY ADVOCATE – ROLE, RESPONSIBILITIES AND SKILLS

The Blueprint for Safety ensures that each agency and each practitioner—from 911 operators and patrol officers on through to courts and probation—is “on the same page” in maximizing safety and well-being for victims and accountability for offenders. The Blueprint replaces a fragmented response with a common foundation, collective policy, and consistent attention to risk and danger. It is grounded in the experiences of victims of battering and an understanding of how criminal legal system intervention affects their lives.

A Blueprint community engages with a range of community members, from victims and survivors to populations overrepresented and/or underserved in the system. Securing and maintaining that engagement is the primary role of the Blueprint for Safety Advocate (Blueprint Advocate). The Blueprint Advocate ensures that the voices and experiences of battered women are represented at all stages of the process. In collaboration with the coordinator and the adaptation team, the Blueprint Advocate also plays a lead role in establishing the Advocacy-Initiated Response emphasized throughout the Blueprint.

The Blueprint Advocate is not a crisis advocate; that is, does not act on behalf of and provide support to individual victims of battering. Rather, the Blueprint Advocate is a systems change advocate, identifying problems and seeking new ways for the criminal legal system to produce better outcomes for all battered women.

The following broad summary illustrates the type of work and kinds of knowledge and skills related to the role of Blueprint Advocate.

BLUEPRINT ADVOCATE RESPONSIBILITIES

1. Represent the experiences of battered women through all phases of becoming a Blueprint community:
 - a. Participate in practice assessment activities for all points of intervention in the criminal justice system’s response to domestic violence (* Steps in coordinating an assessment of current practice).
 - b. Participate in policy analysis and adaptation discussions for all agencies.
 - c. Contribute to policy adaptation and writing for all agencies, as appropriate.
 - d. As part of a Blueprint training team, conduct training on new Blueprint policies and practices, where relevant and appropriate.
 - e. Participate in monitoring of Blueprint policies and practices.
2. Engage with survivors of battering to contribute to the Blueprint development:

- a. Recruit, establish, and maintain a survivor's advisory group.
 - b. Facilitate communication between the survivor advisory group and the Blueprint Coordinator and the Blueprint Adaptation Team.
 - c. Recruit, facilitate, and report on focus groups with survivors about their experiences with the criminal justice system's response to domestic violence.
 - d. Maintain knowledge of the broadest range of survivors' experiences in the community.
 - e. Collect and maintain knowledge of the full scope and scale of violence against women in the community.
3. Engage with other community-based organizations representing populations overrepresented and/or underserved in the criminal legal system.
 - a. In collaboration with the Blueprint Coordinator, brief community organizations on the Blueprint for Safety.
 - b. Gather and convey information about the experiences of victims of battering from overrepresented and/or underserved communities in seeking help from the criminal legal system.
 - c. Include members from overrepresented and/or underserved communities in survivor focus groups and the survivor advisory board.
4. Regularly meet with and advise the Blueprint Coordinator and the Blueprint Adaptation Team.
5. Coordinate, establish, and implement an Advocacy-Initiated Response across the criminal legal system (** Overview of Advocacy-Initiated Response).

BLUEPRINT ADVOCATE QUALIFICATIONS AND SKILLS

- Knowledge of battered women's experiences and the dynamics of battering and other forms of domestic violence
- Experience working with diverse groups of people toward common goals
- Connections with diverse community-based organizations, particularly those representing underserved and marginalized people
- Group facilitation and negotiation skills
- Ability to analyze and synthesize information from multiple sources
- Knowledge of the local criminal legal system process or a comparable complex system

***STEPS IN COORDINATING AN ASSESSMENT OF CURRENT PRACTICE**

The Blueprint Adaptation Team or a designated work group(s) conducts the assessment, with facilitation and organization provided by the Blueprint Coordinator and participation of the Blueprint Advocate.

1. Produce a current case processing map of steps involved in processing a domestic violence case in the criminal legal system. The map begins with 911 and carries through to probation monitoring. The goal is to develop a clear picture of whether and how practitioners are linked between each step; the forms and documentation used; whether and how victims are linked with community-based advocacy; and assessment of risk and danger.
2. Create a source book of local policies, administrative forms and protocols for current case processing of criminal cases, from 911 through probation monitoring.
3. Compile basic statistical information on domestic violence-related cases: e.g., 911 calls, arrests, crimes charged, disposition, sentencing, demographics.
4. Conduct focus groups with victims/survivors about their experiences with the criminal legal system.
5. Compile a policy and procedure comparison chart that analyzes local practices alongside recommended Blueprint policies and protocols.
6. Analyze case records (e.g., 911 calls, patrol reports, prosecution files, probation records, etc.) to compare current practice with recommended practice.
7. Observe current practices via patrol ride-alongs, 911 “sit-alongs,” court observations, and other practitioner observations.
8. Interview agency directors, supervisors, and practitioners about current practice.
9. Coordinate and facilitate meetings to review, interpret, and analyze assessment data throughout the process.
10. Maintain a written record of all discussions, conclusions, and recommendations related to the current-practice assessment.

****OVERVIEW OF ADVOCACY-INITIATED RESPONSE**

We know that victims experience better outcomes when linked with confidential advocacy: psychological distress is reduced and court outcomes are enhanced. Just knowing a resource is available, though, doesn’t guarantee that a person will actually access it. Not knowing what an advocate is, or not wanting to bother anyone, most victims will also refuse an offer from law enforcement to have an advocate contact them.

However, when an advocate calls a victim and offers confidential services, although they have the right to refuse, most are willing to talk, at least once, to an advocate. This opportunity can lay the foundation for continued involvement and support as a victim processes her experiences; thereby increasing safety for more victims. Because of this, communities across the country are moving toward implementing an

advocacy-initiated response (AIR) to increase the connections between victims and community-based advocates.

The AIR involves a working agreement between the law enforcement agency and the community-based advocacy program. The arresting officer contacts the community-based advocacy program to let them know an arrest has been made and lets the victim know that an advocate will be calling. An advocate then calls the victim, and after receiving permission from the victim to proceed, the advocate provides confidential services to:

- Assess and plan for her immediate safety needs.
- Provide information regarding the court process.
- Determine what she wants to have happen in court and her wishes regarding contact with her partner.

One of the riskiest and most stressful times in a victim's life is when the criminal justice system gets involved. Using the advocacy-initiated response model, more victims receive crucial information to reduce stress and anxiety and enhance safety.

Additional information: http://praxisinternational.org/library_advocacy.aspx

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BLUEPRINT ADAPTATION TEAM: ROLE & ACTIVITIES

ROLE

A Blueprint Adaptation Team is a group that forms once a decision has been made to establish a Blueprint for Safety. The adaptation team develops the Blueprint for Safety collective policy.

The adaptation team asks:

- What is the current scope and scale of domestic violence in our community?
- How do current policy and practice line up with the Blueprint's essential elements?
- What are victims' experiences with current practice?
- Where are problems located and how will the Blueprint help address them?
- How will each agency's policy and practice change?

Blueprint for Safety collective policy: shared purpose and goals among criminal legal system agencies that reflect the Blueprint foundational principles, with agency-specific policies and protocols for processing domestic assault cases

MEMBERS

The adaptation team includes the Blueprint coordinator, advocate, and one or more representatives from each criminal legal system agency, plus community-based advocates and representatives for organizations working on behalf of marginalized communities. It convenes ad hoc work groups and invites others to participate as needed.

In some communities, members of the adaptation team may shift to the role of implementation team once the Blueprint has been established. In others, the implementation team will involve many new representatives from the criminal legal system agencies. See Blueprint Implementation Team: Role and Activities.

ACTIVITIES

These are the activities of the adaptation team as a group. Individual members will not necessarily complete all activities. The Blueprint coordinator provides overall management and organization.

1. Conduct an assessment of current policy and practice in response to domestic violence-related crimes.

- a. Compare current policy with Blueprint essential elements.
 - b. Collect baseline statistical data for domestic violence-related crimes.
 - c. Use information from the Blueprint advocate, multiple focus groups, and a survivors' advisory group to learn about victims/survivors' experiences with the criminal legal system.
 - d. Map each point of criminal case processing (911 through to probation monitoring), with specific attention to how risk and danger and advocacy are addressed.
 - e. Analyze case records to compare current practice with recommended practice.
 - f. Interview agency directors, supervisors, and practitioners about current practice.
 - g. Observe criminal case processing.
 - h. Review, interpret, and analyze assessment data throughout the process.
 - i. Document all discussions and recommendations.
2. Adapt agency policies to produce a collective Blueprint policy.
 - a. Determine differences between current policy and Blueprint essential elements.
 - b. Identify what will need to change in order to adapt the Blueprint to each agency.
 - c. Present proposed Blueprint policy changes to each agency head.
 - d. Identify any areas of disagreement and barriers to adaptation.
 - e. Propose solutions and options to address barriers and areas of disagreement.
3. Contribute to activities related to the launch and release of the Blueprint collective policy.
 - a. Accompany Blueprint coordinator to brief criminal legal system agency heads, interagency/CCR group, and other relevant community agencies and organizations on the Blueprint collective policy and agency-specific changes.
 - b. Attend and participate in Blueprint launch events as needed.
 - c. Participate in Blueprint implementation training to agency-specific, interagency, and community audiences.

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PLANNING A BLUEPRINT FOR SAFETY PROPOSAL

The following discussions, groundwork, and information gathering help position a community to submit a grant for funding to develop and launch the Blueprint. In addition, many of the questions lead to the kind of reflection that can benefit any coordinated community response or similar interagency effort.

If you are applying to the Office on Violence Against Women under a FY 2015 solicitation, you will need to meet special requirements set by OVW.

BACKGROUND

Become familiar with the Blueprint for Safety principles, process, and templates available via the Praxis International website: www.praxisinternational.org.

READINESS QUESTIONS

Communities that can answer “yes” to the following questions are well-positioned to adapt and implement the Blueprint. How does your community compare? What are your strengths and where will you need to pay more attention?

- Community-based advocates have a central role in commenting on and shaping the criminal legal system’s response to domestic violence.
- Community-based advocates and key leaders in the criminal legal system are accustomed to working together to identify and solve problems.
- We are curious and transparent about our response to domestic violence crimes.
- We seek out best practice rather than assuming that what we have been doing is the most effective approach.
- We are committed to a united approach with a shared purpose and goals.
- We can agree upon adhering to the Blueprint foundational principles to guide the response to domestic violence crimes.
- We can establish the necessary coordination.
- We can establish sufficient authority and resources to sustain the Blueprint.

PREPARATION

By discussing and gathering the following information, you will be prepared to develop the narrative, goals, and objectives for a proposal.

- Statistical data related to numbers and dispositions of domestic violence-related crimes
- Composition of interagency group/CCR addressing criminal legal system intervention in domestic violence crimes (members and who is missing)
- Capacity of community-based advocacy to lead the interagency group/CCR and the Blueprint adaptation
- Foundation for institutional/systems change work
 - Experience in assessing and investigating how community systems and institutions respond to domestic violence crimes (e.g., conducting a Praxis Safety and Accountability Audit, Fatality Review, research studies, other assessment projects)
 - Examples of problems addressed successfully via changes in policy and practice—and the challenges
 - Criminal legal system agencies with domestic violence policies currently in place and those that are missing
 - Role of community-based advocacy in leading and sustaining institutional change work
 - Successes and problems in monitoring and maintaining changes in policy and practice
 - Extent to which criminal legal system agencies are likely to see the Blueprint adaptation as an intrusion
 - Willingness of the interagency group/CCR and criminal legal system agencies to be transparent and forthcoming about shortcomings in current practice
- Current issues that the interagency group/CCR is dealing with and how the Blueprint will help address them
- How the community is positioned—or not—to produce policy and practice consistent with the Blueprint Foundation Principles
- How the community is positioned—or not—to build a framework of justice for vulnerable populations in the criminal legal system response to domestic violence crimes
- One or more examples of a harmful unintended consequence of current practice that the Blueprint might help address

BUDGET AND RESOURCES

- Personnel and coordination resources currently available
- Salary and fringe benefits for the participation of one or more community-based advocates and the Blueprint coordinator
- Office space and equipment
- Costs involved in recruiting and facilitating community focus groups
- Training and launch events
- Printing and distributing Blueprint documents
- Web-site development and maintenance
- Other likely costs related to adapting, implementing, and sustaining the Blueprint

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BLUEPRINT FOR SAFETY: POLICY ADAPTATION PHASES

POLICY ADAPTATION PHASES

PHASES	PROCESS NOTES	ASSIGNED TO
Learning the Blueprint	<ul style="list-style-type: none"> • Understand state laws that governs CJS response to domestic violence • Read all Blueprint policies • Review Blueprint Essential Elements and Rationale • Review training memos • Begin to identify places where agencies may have issues/differences of opinion • Set up work groups for next steps 	Blueprint coordinator and advocate
Current practice assessment	<ul style="list-style-type: none"> • Compare current policy with Blueprint essential elements • Collect baseline statistical data for domestic violence-related crimes. • Use multiple focus groups and a survivors' advisory group to learn about victims/survivors' experiences with the criminal legal system. • Map each point of criminal case processing (911 through to probation monitoring). • Analyze case records to compare current practice with recommended practice. • Interview agency directors, supervisors, and practitioners about current practice. • Observe criminal case processing. • Coordinate and facilitate meetings to review, interpret, and analyze assessment data throughout the process. 	Blueprint coordinator and advocate and work groups

PHASES	PROCESS NOTES	ASSIGNED TO
	<ul style="list-style-type: none"> Keep a written record of all discussions and recommendations. 	
Adapting Policy to the Blueprint Essential Elements	<ul style="list-style-type: none"> Work though and identify what they will change, what coordinator and advocate will need to negotiate in adapting the Blueprint to each agency Work group members review policy and highlight questions/concerns Discuss questions/concerns Come to agreement on policy changes For areas of continuing disagreement, coordinator and advocate may need to seek outside help to come to agreement Summarize options and arguments to present to agency heads 	Blueprint coordinator and advocate and work groups

POLICY ADAPTATION WORK GROUPS

AGENCY	BLUEPRINT POLICY ADAPTATION WORK GROUPS	
	Attend every meeting (Coordinator and advocate and...)	Attend meetings as required
911	<ul style="list-style-type: none"> 911 designee to the project 911 staff <ul style="list-style-type: none"> Operator Dispatcher 	<ul style="list-style-type: none"> Prosecution Patrol officer Bail evaluator Others as needed
Law Enforcement (LE)	<ul style="list-style-type: none"> LE designee to the project LE staff 	<ul style="list-style-type: none"> Prosecution Probation officer

AGENCY	BLUEPRINT POLICY ADAPTATION WORK GROUPS	
	Attend every meeting (Coordinator and advocate and...)	Attend meetings as required
	<ul style="list-style-type: none">o Patrolo Investigation	<ul style="list-style-type: none">• 911• Others as needed

AGENCY	BLUEPRINT POLICY ADAPTATION WORK GROUPS	
	Attend every meeting (Coordinator and advocate and...)	Attend meetings as required
Sheriff (SO)	<ul style="list-style-type: none"> • SO designee to the project • SO staff <ul style="list-style-type: none"> ◦ Warrants ◦ Jail ◦ Courtroom security 	<ul style="list-style-type: none"> • Prosecution • Bail evaluation/pretrial release • Police Investigator • Others as needed
Prosecution (including bail evaluation)	<ul style="list-style-type: none"> • Prosecution designee to the project • Charging and prosecuting attorneys • Police Investigator 	<ul style="list-style-type: none"> • Probation officer • Bail evaluators/pretrial release • Court administration • Others as needed
Probation	<ul style="list-style-type: none"> • Probation designee to the project • Probation staff (one rep per function) <ul style="list-style-type: none"> ◦ Pre-trial (PSI writer) ◦ Post-conviction (supervising agent) 	<ul style="list-style-type: none"> • Prosecution • Law Enforcement (Police records or investigator) • Others as needed
Court Administration and the Bench	<ul style="list-style-type: none"> • Chief judge • Court administrator • At least one additional judge 	<ul style="list-style-type: none"> • Prosecution • Probation • Others as needed

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BLUEPRINT FOR SAFETY ADAPTATION PROCESS AND TIMELINE: TRACKING CHECKLIST

Tracking the players, activities, and timelines involved in adapting the Blueprint is essential. The entire process benefits from understanding how each of the eight or more agencies in the criminal legal system contributes to assessment activities, writes and approves policy, and trains its personnel.

Who sets up the tracking system?

The Blueprint coordinator. A tracking system is an essential coordination tool.

When should the tracking system be set up?

Get the tracking system in place early on, ideally in the explore-and-prepare phase.

How should the tracking system be organized?

The format is up to the coordinator, but it will work best if organized according to what the coordinator is familiar and prepared to work with. Options include:

1. Simple tables, one for each agency
2. Spreadsheet that tracks all agencies in one place
3. Database that can be queried to produce reports for one or all agencies

What should the tracking system include?

Whatever the format, the tracking system will include the elements included in the following list, along with anything specific to local conditions. For example, a community with a specialized domestic response team or high risk offender team may want to specifically include tracking data for that team, in addition to the police department.

Tracking Fields

- Agency name
- Primary Blueprint liaison for each agency; name and contact information
- Blueprint teams and work groups, including individual names, agency affiliation, and contact information
 - Primary agency liaisons

- o Practice and policy assessment work groups
 - o Policy writing work groups
 - o Implementation committee
- Memorandum of Understanding (MOU) signed
- Existing written policy on response to domestic violence crimes (pre-Blueprint)
- Copy of all policies, directives, or standard operating procedures related to the agency's response to domestic violence collected
- Copy of all report forms, checklists, screening tools, risk assessments, etc., used in domestic violence cases collected
- Description of the agency's policy approval process
 - o Who is involved, time frame, format requirements, role of any outside body involved in policy, accreditation, or certification¹
 - o Policy approval deadlines
- Description of the agency's training development and approval process
 - o Who is involved, time frame and scheduling deadlines, new hires and current employees, role of any accrediting or certification body²
 - o Training development due dates and deadlines
- Baseline statistical data on domestic violence cases collected
- Agency policies compared to Blueprint Essential Elements
- All practice assessment activities complete
 - o Mapping
 - o Community consultation

¹ For example, some law enforcement agencies and prosecutors participate in a voluntary accreditation process via a state or national entity, such as CALEA (Commission on Accreditation for Law Enforcement Agencies). Some law enforcement agencies utilize services and models from Lexipol or the International Association of Chiefs of Police to develop policy.

² For example, an agency may want or need to have training certified by a state or professional agency in order for it to count toward mandated training hours, professional licensing, or salary reimbursement. Such approval processes typically involve a specific time frame and documentation.

- o Case reviews
 - o Interviews
 - o Observations
- Blueprint policy adaptation complete and approved
- Implementation plan developed and approved
 - o Implementation committee established
 - o Launch event completed
 - o Revised or new documentation; procedures, forms, checklists; database revisions, etc., in place
 - o Agency training scheduled
 - o Agency training completed
- Ongoing monitoring plan developed for each agency and overall
 - o Timeline for data collection, monitoring activities, and anticipated reports
 - o Highlight agency-specific revisions to Blueprint
- Adapt and add other elements specific to local conditions

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COORDINATING THE BLUEPRINT FOR SAFETY: STRATEGIES TO STAY FOCUSED AND MOVE FORWARD

A Blueprint coordinator leads a process, whether working one-on-one with a key ally or whether utilizing a work group or convening an interagency or community-wide meeting. Meetings of all shapes, sizes, and configurations are a main tool for getting things done in a Blueprint community. To build and sustain a Blueprint for Safety requires skilled organizing and facilitation in many settings, from persuading agency administrators to supporting the adaptation team; from managing practice assessment and policy writing activities to dealing with resistance, personalities, and unexpected events.

Blueprint coordinators come to the position with many relevant skills, but with different levels of experience in applying those skills. Some will be seasoned social change advocates with lengthy experience in negotiation, coalition-building, analysis, and managing change. Others will be relatively new to the work and familiar with such skills more in theory than in practice. The following strategies help expand and reinforce necessary coordination skills.

STRATEGY: SEEK ADVICE

Seeking advice is a hallmark of skilled organizing and facilitation. Sources available to a Blueprint coordinator include:

- **Blueprint Advocate**

The Blueprint advocate is a problem-solving partner: someone with whom the coordinator can explore issues and scenarios in relation to the possible impact on victims of battering.

- **Blueprint organizers and supporters**

Along with members of the adaptation team, those most invested in the Blueprint are also likely to be knowledgeable about key partners and processes.

- **Knowledgeable community members and leaders**

A person can have little direct connection with the Blueprint adaptation process, but be a valuable source of information and advice about the community or systemic advocacy and change. For example, a coordinator might seek advice from the director of the YWCA or local rape crisis center, retired system practitioners, a former tribal chair, or community organizers affiliated with social justice issues.

- **OVW-designated technical assistance (TA) providers**

A TA provider can consult on community-specific problems related to organizing the Blueprint and connect a coordinator with in-person training, webinars, and publications. For example, the following

kinds of assistance via Praxis International can help expand the knowledge and skills related to organizing and facilitating the interagency, systemic change that is at the center of the Blueprint: Essential Skills in Coordinating Your Community Response to Battering: An E-Learning Course for CCR Coordinators, in-person training institutes, webinars related to advocacy and to criminal legal system change, and guides to analyzing institutional practice.¹

- **Non-profit and social change resource centers, university extension programs, and community colleges**

Classes, conferences, and publications provided by these kinds of organizations can be helpful sources of advice on such topics as responding to group dynamics, facilitating effective discussions, crafting messages, and expanding cultural awareness and respect.

- **Tribal and state coalitions working to end violence against women**

Coalitions can provide expertise and advice on issues related to data collection, legislation, and policy issues.

GOOD ADVICE: THE COMMUNITY TOOL BOX

<http://ctb.ku.edu/en/table-of-contents>

A public service of the Work Group for Community Health and Development at the University of Kansas, the Community Tool Box provides free on-line tool kits related organizing and coordinating community change, such as that involved in establishing a Blueprint for Safety. The Tool Box provides step-by-step guidance in community-building skills, from creating and maintaining partnerships and assessing community needs and resources to building leadership, enhancing cultural competence, and evaluating an initiative. For example, Chapter 16 in the Leadership and Management tool kit provides how-to advice on group facilitation and problem-solving: (1) conducting effective meetings, (2) developing facilitation skills, (3) capturing what people say, and (4) techniques for leading group discussions.

<http://ctb.ku.edu/en/table-of-contents/leadership/group-facilitation>

¹ For details on available resources and technical assistance, go to www.praxisinternational.org.

STRATEGY: USE THE RULES

From its decades of work with communities seeking to change the response to violence against women, Praxis has defined four “rules” for institutional or systems change advocacy. Attention to the rules helps a coordinator keep each phase of the Blueprint focused and moving a forward.

#1: Centralize victim safety and engagement.

- Knowing the scope and scale of violence against women in our communities is one way that we help to centralize the Blueprint’s principles of victim safety and engagement.
- Workers analyzing problems will drift toward increasing efficiency and away from what works for victims. It is easy to focus on making the system run more effectively from the agency’s perspective. This happens not out of bad intentions but because of how institutions typically organize how cases are processed.
- Advocates centralize women and children’s experiences within in their organizations. They have a key role in leading interagency work to focus on the needs, safety, and well-being of women/survivors.

#2: Develop a strong knowledge base.

- In other words, homework is critical. Effective coordination rests on knowledge of the Blueprint as an approach and process, the structure and function of community systems, local political and interpersonal dynamics, and the scope and scale of domestic violence.
- We cannot assume that anecdotes, advice from individuals, personal experience, statistics, etc., show the whole picture. There are many dimensions to developing a strong knowledge base, including statistical data, studying how institutions process cases, and learning about victims’ lived experiences with the criminal legal system.
- Research the issues and know:
 - Statistical and demographic data for battering and domestic violence-related crimes
 - Circumstances victims of battering face
 - Institutional responses and their outcomes
 - How workers are organized to act on cases
 - Institutional assumptions, theories, and concepts

#3 Use a systemic and social change analysis.

- In assessing and analyzing current practice, seek to expose systemic problems, not individual behavior.

- Focus on case processing and weaknesses in case processing that contribute to poor outcomes for victims/survivors.
- Know and recognize how community systems standardize their responses to battering.

#4 Use a model of constructive engagement.

- Be respectful. An atmosphere of criticism or personal attack is counter-productive to the Blueprint's emphasis on mutual, interagency problem-solving.
- Assume that practitioners and others participating in Blueprint adaptation and implementation can and will help.
- Build relationships and trust. Work with people as true colleagues.
- Understand the consequences for victims and survivors of using a judgmental approach with practitioners: i.e., judgement and blame discourage practitioner openness and engagement with victims/survivors.
- Remain solution-oriented and avoid backing a practitioner or agency into a corner.
- As a leader, facilitate analysis and problem solving.

STRATEGY: BE ALERT TO COMMON PITFALLS

A Blueprint coordinator who is prepared—i.e., who seeks advice and follows the use-the-rule strategies outlined above—will keep the work moving forward. A skilled coordinator will also stay alert and try to avoid common pitfalls related to organizing and facilitating a multifaceted effort such as the Blueprint. These pitfalls include:

- The temptation to “go it alone” rather than face the often messy and frustrating realities of group process and investment or utilize the adaptation team
- Overreliance on a one-to-one approach at the expense of building an effective, involved adaptation team
- Reluctance to question how and why things happen as they do in the criminal legal system: i.e., limited curiosity about how the system works or does not work for people
- Doing only those tasks that are the easiest or most comfortable to do
- Accepting historic conflicts as current process: i.e., assuming that because agencies or individuals have had a bad experience in the past that they cannot work together now
- Relying solely on an official body—e.g., prosecutor or sheriff's office or probation agency—to conclude that a policy or practice is “good,” without gauging the actual implications and impact on people's lives

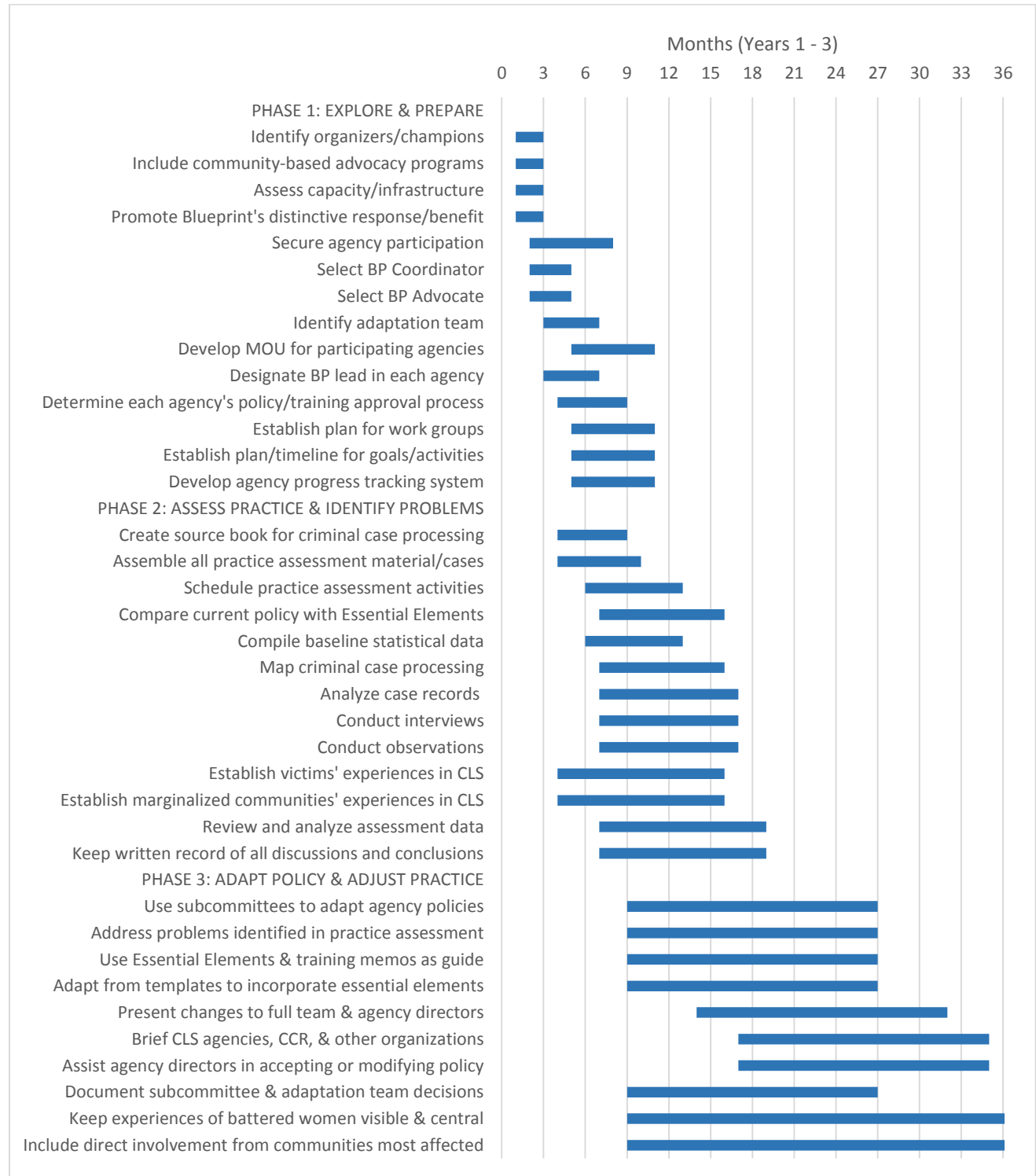
- Failing to keep practitioners and agency staff at all levels informed about and involved in Blueprint adaptation and implementation, from those in a central policy-making and supervisory role to first responders
- Overreliance on e-mail communication at the expense of personal contact, particularly when announcing important work or inviting people to a critical discussion
- Lack of sufficient distribution, review, and comment time for policy documents, leaving people feeling left out of the process
- Haphazard welcome and introductions to those attending Blueprint meetings and events, leaving people feeling ignored and slighted
- Leaving under-served or over-scrutinized communities out of the process or invited to participate as an afterthought.
- Limited or sloppy data-gathering and presentation
- Allowing one agency or individual to use the Blueprint approach and process to “get” another
- Drifting away from ongoing victim-survivor input and guidance
- Lack of advance preparation (i.e., facilitation, attendance, roles, process) and clear goals for meetings

The best way to avoid these kinds of common pitfalls brings a coordinator full circle: seek advice and follow the rules.

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BLUEPRINT ADAPTATION TASKS AND TIMELINE

BLUEPRINT ADAPTATION & IMPLEMENTATION TIMELINE: PHASES 1 – 3



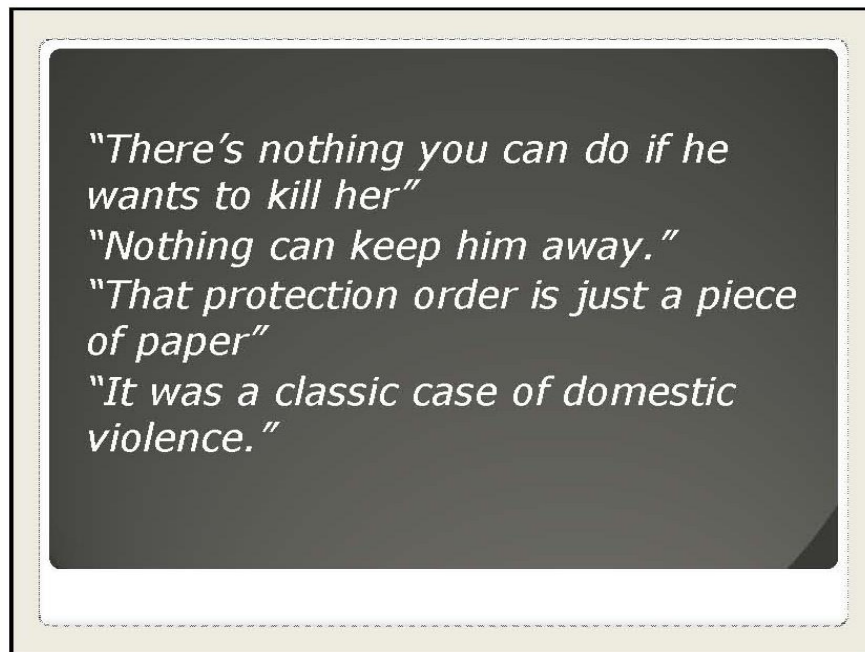
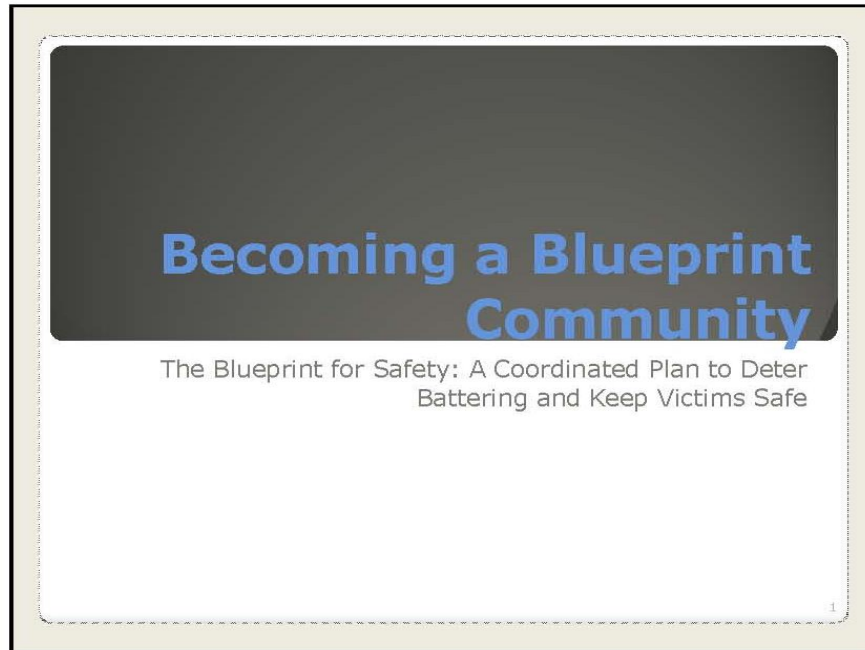
BLUEPRINT ADAPTATION & IMPLEMENTATION TIMELINE: PHASES 4 – 5



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PRESENTATION TEMPLATE: BECOMING A BLUEPRINT COMMUNITY

(Available in electronic format from Praxis: blueprint@praxisinternational.org)



DEVELOP basic statistical picture for your community, including:

- Calls to 911
- Proportion of police work
- Prosecution & probation data
- # crisis calls – data from community-based organizations
- Etc.

Scope & scale of domestic violence in [Local]



The faces behind the numbers

The Blueprint for Safety

A coordinated justice system response to domestic violence crimes that...

- Responds more quickly and effectively
- Enhances capacity to stop violence, reduce harm, and save lives
- A fully articulated CCR
- Plan and method for making a CCR work

Defining the Blueprint

5

- **An approach:** shared, coherent way of thinking about domestic violence cases and what types of intervention are effective
- **A document:** collection of interagency practices designed to guide our collective approach
- **A process:** ongoing evaluation and adjustments to practices

Defining the Blueprint

6

- 2007 – 2010: Blueprint for Safety created and tested in St. Paul, MN (and continues today)
- 2011 - 2015: OVW-funded adaptation demonstration initiative
 - Duluth, MN
 - New Orleans, LA
 - Shelby County/Memphis, TN

Designed & tested

1. Coordinated work across and within agencies increases protection
2. Outcomes improve when the system treats a domestic violence case as part of ongoing pattern of criminal activity vs. a single event

**Research supports the
Blueprint approach**

3. Clear and consistent messages of offender accountability and victim safety can reduce violence.
4. Sure and swift consequences for offenders can reduce recidivism and the severity of future abuse.

Research support, continued

- Single, overarching policy
- Best practices grounded in research
- All agencies identify, document, act on risk/danger
- Employs victim *engagement strategies*
- Pays attention to *disparity* of impact and unintended consequences
- *Inter- and intra-agency monitoring* built in= ongoing problem solving among practitioners

Key features of the Blueprint

10

- Do you believe he/she will seriously injure or kill you/your children? Why/why not?
- Is the abuse becoming more frequent? More severe?
- Describe the worst incident/time you were the most frightened.
- Have you ever been threatened for seeking help from police? Courts? Others?

Blueprint risk questions

11

- Document & communicate information about risk/danger *across* system in new ways: **linked tools**
- Strengthen witness interviews & officer's direct observations
- More use of undercharged crimes, e.g., stalking, witness tampering
- Improve investigation & charging of suspects who've fled the scene

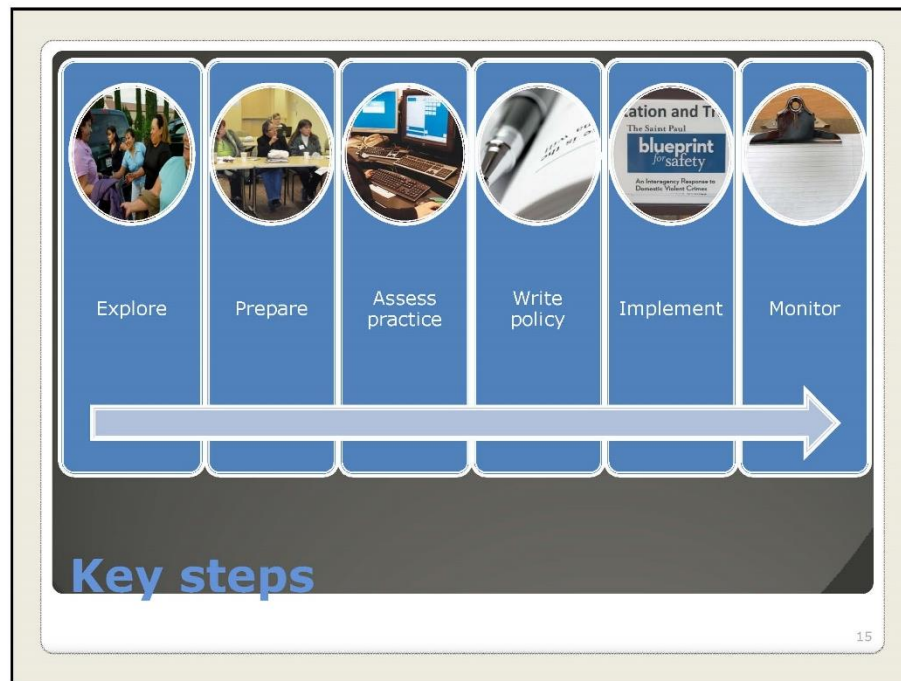
As a Result . . .

- Framework for pretrial release conditions that reflect risk/danger & include victim input where possible; swift response to violations
- Position probation to differentiate context/severity & fit sanctions & supervision accordingly
- More detail to judges about pattern, type, scope, & severity of abuse

As a Result . . .

Across the criminal legal system, decisions and judgments are based upon a more complete understanding of the risk and context of a particular case

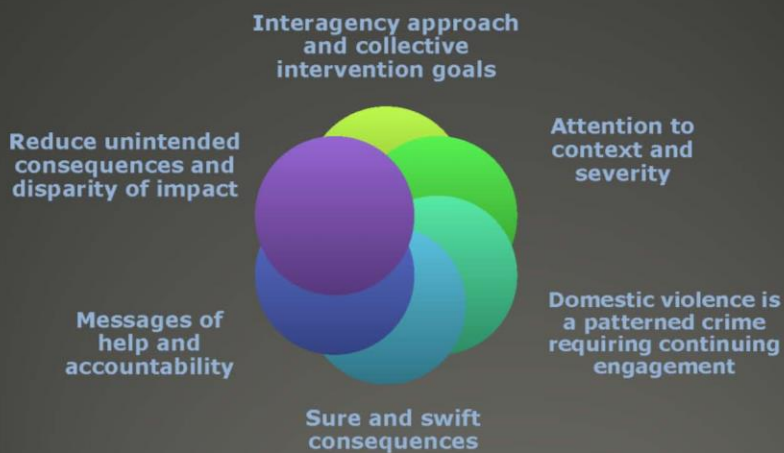
As a Result . . .



- Commitment to find and fix problems
- Use best-practice templates
- Partner with community-based advocates
- Ongoing inter- and intra-agency supervision and monitoring

Self-examination & problem-solving

17



Foundational principles

18

- Work together to develop policies, procedures, protocols
- Direct engagement with survivors (focus groups, battered women's advisory group)
- Understand full scope and scale of domestic violence
- Broad access to victims and survivors
- Unique perspective on CJS response

Central role for advocates

19

Becoming a Blueprint community requires:

- Currently functioning interagency group
- Ongoing leadership by advocates
- Coordinator
- Time
- Agencies understand this is a process of assessment and change
- Leadership and commitment
- Spirit of trying new things

Blueprint requirements

20

Can we answer "yes" to the following...

- Advocates have a central role
- Advocates and CJS work together
- Committed to a united approach with shared purpose
- Curious about how we're doing
- Open to new approaches
- Can agree to the Blueprint principles
- Can establish coordination
- Can establish authority and resources to sustain the Blueprint

Is the Blueprint right for us?

21

Adapt slide to address questions and/or outline next steps according to local needs and plan

Questions & Next Steps & Contacts

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BLUEPRINT FOR SAFETY: POLICY AND PRACTICE ASSESSMENT GUIDE

ADAPTED FROM COPYRIGHTED MATERIAL – PRAXIS INTERNATIONAL

This assessment guide is a supplement to the Blueprint guide, *Becoming a Blueprint Community: A New Response to Battering and Domestic Violence Crimes*. Related tools referenced here will be found in the Appendix to the Blueprint guide.

The material included here is based on the Institutional Analysis (IA) method developed by Praxis International. The approach will be familiar to any community that has conducted a Praxis Safety and Accountability Audit or used other applications of IA or to those who have completed the Advocacy Learning Center.¹ For those new to this method of analyzing policy and practice, the Blueprint version included here provides the basics and positions a Blueprint coordinator and team to answer:

1. How does the current criminal legal system response meet the Blueprint's essential elements for recommended practice in battering and domestic violence related crimes?
2. What are the range of victims' needs and experiences with the current response?
3. What are the experiences of victims from communities that are over-represented and/or underserved in the criminal legal system?
4. What policy and practice changes should be made to address gaps in recommended practice and better meet victims' needs within the framework of the Blueprint for Safety?

What are the benefits of a policy and practice assessment in adapting the Blueprint?

- Compare the current response to recommended practice and identify strengths and gaps (see Blueprint Essential Elements - Annotated, Appendix 10 in *Becoming a Blueprint Community*).
- Paint a clear picture of what is actually happening versus what agencies assume is happening.
- Introduce new ways of working together via emphasis on advocate-practitioner work groups and an approach to ongoing monitoring of cases against a set of recommended practices.
- Uncover ways in which policy and practice might be contributing to unintended consequences and disparity of impact for different communities.
- Introduce and strengthen skills that support the Blueprint as an ongoing process of finding and fixing problems in the criminal legal system response.

¹ See Institutional Analysis/Community Assessment and Advocacy Learning Center at www.praxisinternational.org.

Who conducts the policy and practice assessment?

The Blueprint adaptation team and/or designated work groups conduct the assessment, with facilitation and organization provided by the Blueprint coordinator and representation from the Blueprint advocate and community-based advocacy organizations. See **Blueprint Policy Adaptation Phases and Work Groups, Appendix 17** in *Becoming a Blueprint Community*.

What contributes to a successful policy and practice assessment?

- Work groups of manageable size (typically, four to eight members) that include a mix of people with expertise in the day-to-day work

Generally, agency heads do not participate in the assessment work groups, although in small communities or agencies they might be included.

- Setting a tone of respect and curiosity

A message of “how can we work together to strengthen our work” versus “so-and-so screwed up” contributes to success. The assessment is not about individual worker or agency performance, but about how the response is organized and compares to the Blueprint essential elements.

- Skilled facilitation that helps keep the focus, tone, and message on track

Facilitating the policy and practice assessment is among the Blueprint coordinator’s key roles.

- Using the case mapping step to anchor the process

As the Blueprint adaptation team develops a detailed picture of how cases move through the criminal legal system they build new working relationships and begin to see where and how the response may not be meeting victims’ needs.

- Ready access to agency case records

Access to agency records is included in the Memorandum of Understanding, Appendix 12, in *Becoming a Blueprint Community*) because the case review is fundamental to a thorough assessment.

Where do we start . . . and how much policy and practice assessment is enough?

Policy and practice assessment occurs for each key step in the criminal legal system process. This involves a combination of community consultation, basic data collection, policy comparison, mapping, and case review. Interviews and observations add depth to the assessment whenever possible or when something is unclear or there is a need to learn more about a particular step.

Possible places to begin the policy and practice assessment include:

1. Begin with community consultations to identify areas of most concern to victims. Focus the practice assessment on those areas and the agencies involved. Map the process and conduct case reviews for those steps that raise the most concern. Include a system-wide policy comparison.
2. Complete the policy comparison step and focus the practice assessment on areas where there seem to be the biggest gaps between the essential elements and current practice. Include community consultations to check the policy and practice assessment discoveries against victim/survivors' experiences.
3. Focus the practice assessment on the front end of the criminal legal system, from the 911 response through charging. If many essential elements are missing at these critical early points, such gaps will impact the response at later stages of the criminal case process. Use community consultations, basic data collection, policy review, mapping, and case reviews to construct a clear picture of where and how problems are occurring or have been avoided.
4. Start at the front end of the criminal legal system, at the 911 response, and go through to post-sentencing. Utilize all assessment steps and methods (i.e., community consultations, basic data collection, mapping, policy review, case file analysis, interviews, and observations). This approach is a full system-wide Safety and Accountability Audit. If your community is positioned to do so, this option will provide the most complete picture of current practice and any gaps. It is where St. Paul started and the results led to the Blueprint for Safety.

The Bottom Line

Conduct some level of practice assessment at each key step in the criminal case process. Be as thorough as possible and use the most complete array of assessment tools at primary decision points: arrest, pretrial release, charging, and sentencing. At other points—such as jail booking, warrant service, courtroom security, and victim/witness services—complete the policy comparison and mapping, at a minimum, and include case reviews in as many places as possible.

Case review at all points in the criminal case process is highly encouraged; it is a rich source of information about what is actually happening. The case review does not necessarily require a large number of calls, cases, reports, or documents from each agency. Because the focus of the case review—and the practice assessment overall—is on how the local criminal legal system response compares to recommended practice, the case review does not need the kinds of broad representative samples and numbers that a research study might require. The case review requires enough examples to be confident that what is found reflects how the agency's response is organized and not isolated or

individual practice. The number of any one type of case or document varies, depending upon the focal point of the policy and practice assessment. The number is typically higher for single, uncomplicated types of forms and files, such as a 911 emergency call recordings or bail screening forms. A 911 or bail screening case review might include thirty calls or screening forms. With more complex case documents that include many reports and forms from different sources, such as prosecution case files or presentence investigation files, a half-dozen might be sufficient. More detailed guidance is included in the case review section of Steps and Tools.

To learn more about Institutional Analysis

The Blueprint tools introduced in Phase 2 of the Blueprint guide, Assess Practice and Identify Problems, provide the basics on how to organize and conduct the policy and practice assessment. The Phase 2 steps and tools are intended to be self-guided without requiring additional training or preparation. For Blueprint coordinators and others who seek additional support or information about the approach, however, Praxis International offers a variety of supplemental material, in addition to a schedule of webinars and an annual in-person training institute. The listed resources can be found at www.praxisinternational.org under Institutional Analysis/Community Assessment.

The following items provide how-to discussions related to policy and practice assessment:

- **Essential Skills in Coordinating Your Community Response to Battering: An E-Learning Course for CCR Coordinators:** a self-paced course that can help a Blueprint coordinator prepare to facilitate interagency work groups in a current-practice assessment or in other facets of Blueprint adaptation.
- **Videos: (1) Overview of Best Practice Assessment Tools and (2) Building a Team to Conduct a Best Practice Assessment.** The steps and tools in this Blueprint guide have been adapted from the process described in the videos.
- Archived webinars and other presentations cover a variety of topics related to institutional analysis and practice assessment.

The following publications provide more in-depth guidance related to Institutional Analysis:

- **Safety and Accountability Audit Toolkit:** the Blueprint policy and practice assessment is similar to a Safety and Accountability Audit. The Audit Toolkit includes instructions on how to develop a case processing map, conduct focus groups, interview practitioners, observe practitioners on the job, and analyze case records.
- **Safety and Accountability Audit Logistics Guide:** on-line tools that supplement the Audit Toolkit with additional planning and organizational support.
- **Text Analysis as a Tool for Coordinated Community Response: Keeping Safety for Battered Women and Their Children at the Center** presents the foundation, logistics, and applied

examples of studying case files and other documents as a way to examine current practice and identify problems.

STEPS AND TOOLS

Tools referenced in the steps are included with the Policy and Practice Assessment Guide, unless otherwise noted.

1. **Mapping Domestic Violence Case Processing**
2. **Source Book Contents**
3. **Data-Gathering Template**
4. **Community Consultation**
5. **Policy Comparison Worksheets**
6. **Analyzing Case Records**
7. **Practice Assessment Case Review Worksheet**
8. **Practitioner Interviews and Observations**
9. **Analysis and Reporting**
10. **Notes and Documentation**

This list of key steps assumes that the necessary agency-specific work groups are in place. Some of the steps may be underway simultaneously in different agencies or phases of the criminal legal system response.

Step 1

Produce a current case processing map of steps involved in processing a domestic violence case in the criminal legal system. Begin with 911 and carry through to probation monitoring.

☞ See tool **Mapping Domestic Violence Case Processing**

Step 2

Create a source book of local policies, administrative forms and protocols for current case processing of criminal cases, from 911 through probation monitoring.

☞ See tool **Source Book Contents**

Step 3

Compile basic statistical information on domestic violence-related cases: e.g., 911 calls, arrests, crimes charged, disposition, sentencing, demographics.

☞ See tool **Data-Gathering Template**

Step 4

Conduct community consultations with victims/survivors about their experiences with the criminal legal system.

☞ See tool **Community Consultation**

Step 5

Complete a policy comparison that analyzes local policies alongside the recommended response defined in the Blueprint Essential Elements.

☞ See tool **Policy Comparison Worksheets**

Step 6

Analyze case records (e.g., 911 calls, patrol reports, prosecution files, probation records, etc.) to compare current practice with the recommended practice in the Blueprint Essential Elements.

☞ See tool **Analyzing Case Records**

Step 7

Interview agency directors, supervisors, and practitioners about current practice.

☞ See tool **Practitioner Interviews and Observations**

Step 8

Observe current practices via patrol ride-alongs, 911 “sit-alongs,” court observations, and other practitioner observations.

☞ See tool **Practitioner Interviews and Observations**

Step 9

Coordinate and facilitate meetings to review, interpret, and analyze assessment data throughout the process.

☞ See tool **Analysis and Reporting**

Step 10

Maintain a written record of all discussions, conclusions, and recommendations related to the current-practice assessment.

 See tool **Policy and Practice Assessment Notes and Documentation**

BLUEPRINT ESSENTIAL ELEMENTS

The Blueprint Essential Elements provide a foundation for the policy and practice assessment. The essential practice elements are used in different formats for different purposes, with the core information for each agency staying the same. Blueprint Essential Elements Annotated (Appendix 10, in *Becoming a Blueprint Community*) provides the rationale for each element and why it has been included. The policy and practice assessment guide includes three versions of the essential elements that can be used as follows:

5. Policy Comparison Worksheets: use to compare local policies to the essential elements.
6. Case Review Worksheets: use to analyze case records (e.g., forms, reports, checklists, case files, etc.) alongside the essential elements
7. Policy and Practice Assessment Notes and Documentation Tool: essential elements organized to provide the Blueprint coordinator with an option for tracking the results of policy comparison, case review, and other aspects of the policy and practice assessment.

[1] MAPPING DOMESTIC VIOLENCE CASE PROCESSING

Mapping is a core tool of Institutional Analysis. Praxis has developed and utilized this process in many Community Assessments, such as Safety and Accountability Audits, and in its Best-Practice Assessment guides.

A community coordinated response (CCR) team or work group can also use mapping as a stand-alone activity to develop a picture of whether and how attention is paid to the following aspects of intervention:

- Recognizing and understanding battering
 - Establishing the context and severity of the violence (i.e., who is most at risk from whom and in what ways)
 - Communicating knowledge about the case and the context and severity of the violence across the criminal justice system
 - Identifying and matching services to individual circumstances and needs
1. Advance preparation
 - a. Select a facilitator who will guide the exercise and be well-versed in the instructions.

- b. Read any applicable policies and protocols for the point(s) of intervention being mapped.
2. Select a format to record the mapping that can be brought to subsequent meetings for reference and revision. For example:
 - a. Flip chart paper that can be taped together as needed
 - b. A long, wide sheet of paper taped to a chalk board or wall
 - c. Electronic copy board that captures and prints the map

NOTE: Attachments 1 through 3 illustrate different case processing maps. Your map does not need to be printed, however, and most likely you will not have the time to take that extra step. The map will be just as useful to the team, and perhaps most useful, if it is a kind of poster that can be carried to and displayed at each meeting.

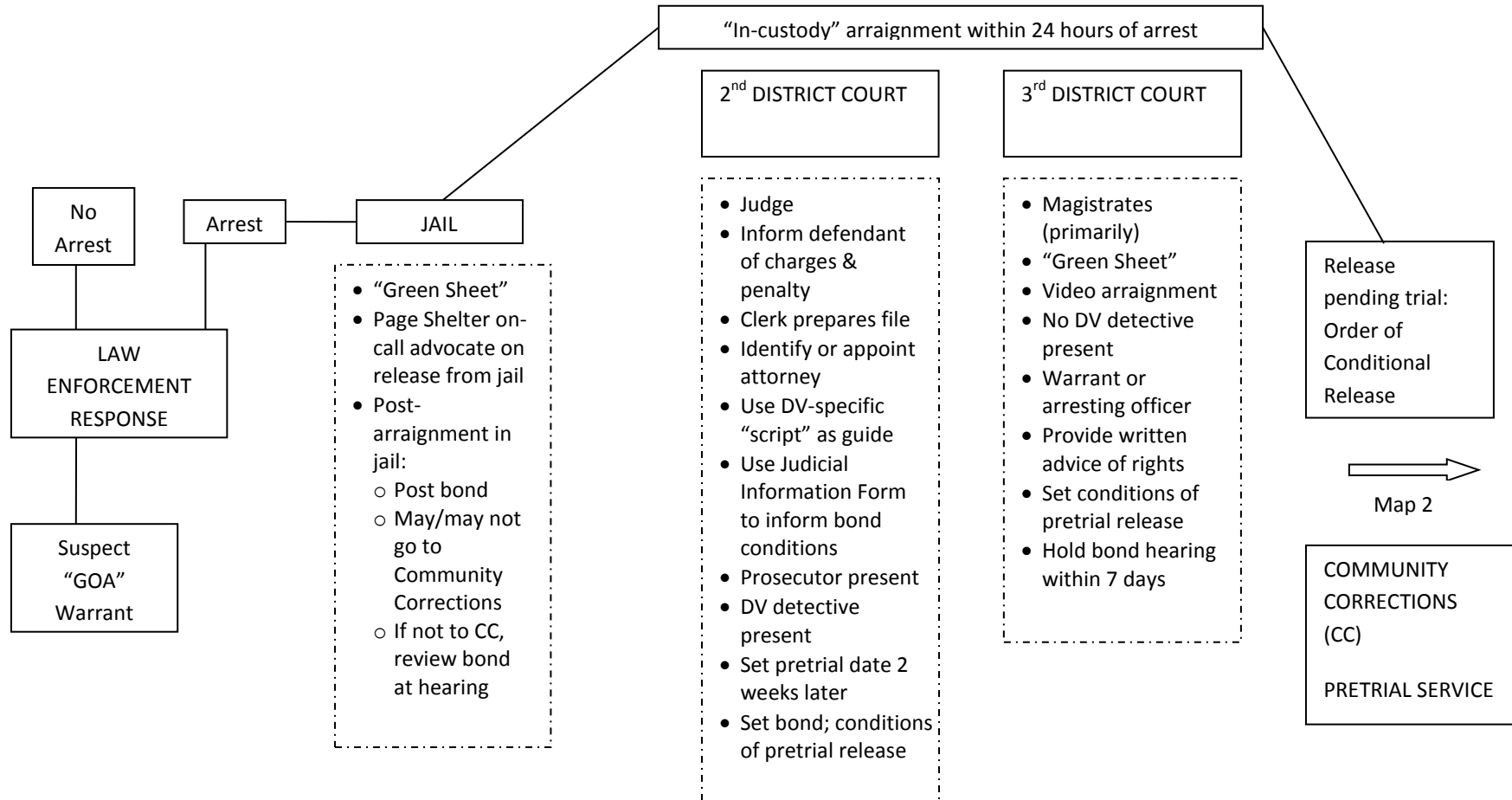
3. Begin by directing questions to the team members who are most involved as practitioners at the point of intervention under review. For example, if the assessment concerns 911, direct questions to the call receivers/dispatchers.

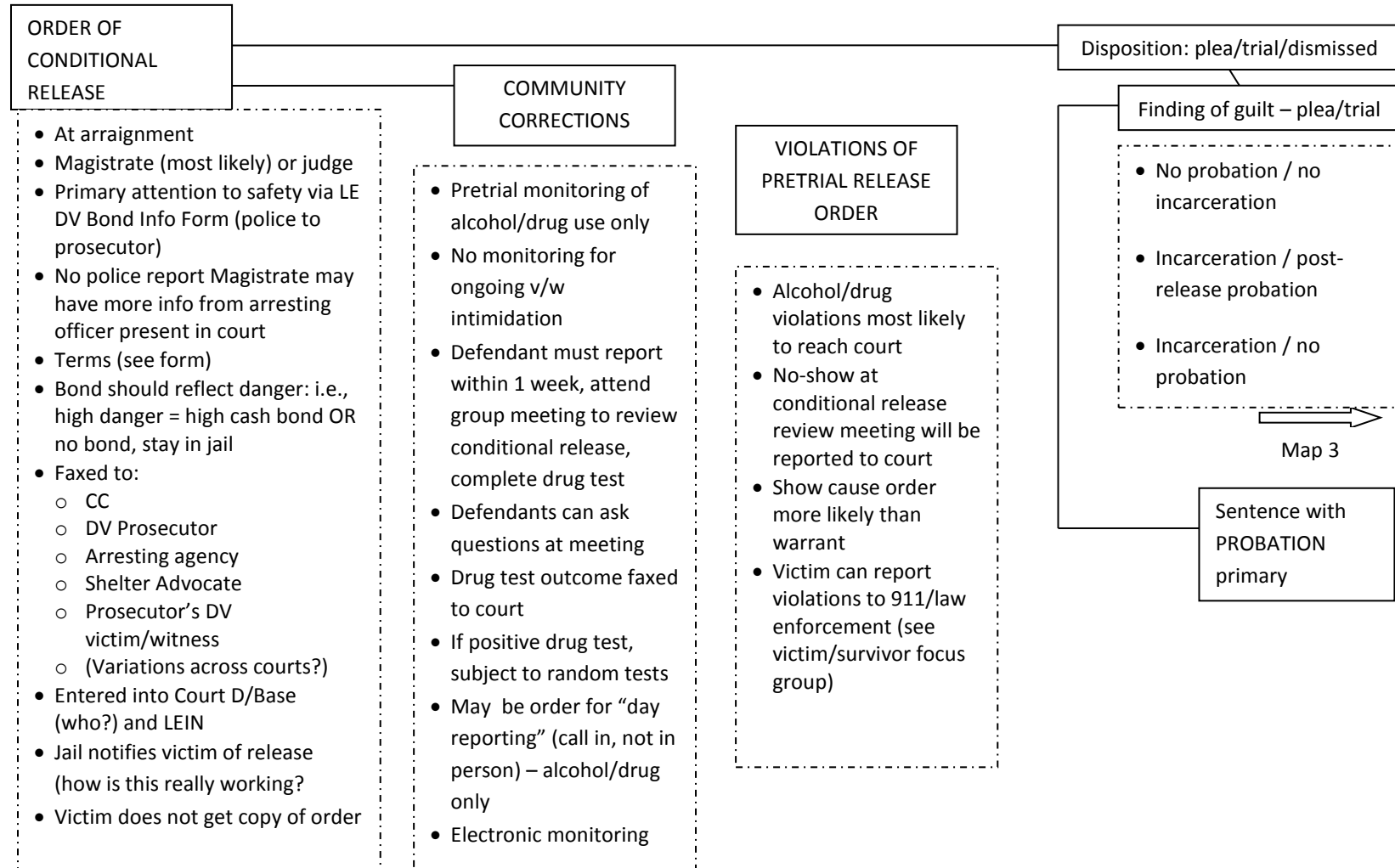
NOTE: Depending upon the points of intervention being mapped, it might be necessary to invite others to participate. Prepare them in advance about what to expect. Emphasize that the mapping exercise is not a grilling or critique, but a process of learning about how things work.

4. Start with this question: How and when do you first get involved in a domestic violence case? Diagram the initial point of contact and first step in case processing.
5. Ask: then what happens; what's the next step? For each step, ask the following kinds of questions to develop specific details about case processing:
 - a. What happens at this point?
 - b. Who is involved and how?
 - c. What kinds of policies or protocols govern this step?
 - d. What kinds of forms or reports are involved?
 - e. Where do those forms and reports go; who gets copies, and how?
 - f. What kind of inquiry into the type and severity of violence occurs? Where does that information go?
 - g. How are victims connected with advocacy at this point?
 - h. What kind of messages regarding help for victims and offender accountability get relayed?
 - i. Where and how do victims appear and have a voice in the process?
 - j. How do defendants understand what is required of them?

6. Encourage questions. Mapping benefits from the team members' participation, experiences, and perceptions.
7. Identify key themes and questions that need to be answered.
 - a. Prioritize questions and identify who to contact for more information.
 - b. Assign each team member one or more questions to address and report back on at the next meeting.
8. Bring the map to each team meeting. Use it as a point of reference when discussing case files and make additions or changes as new information becomes available.

Misdemeanor Case Processing Map 1: ARRAIGNMENT

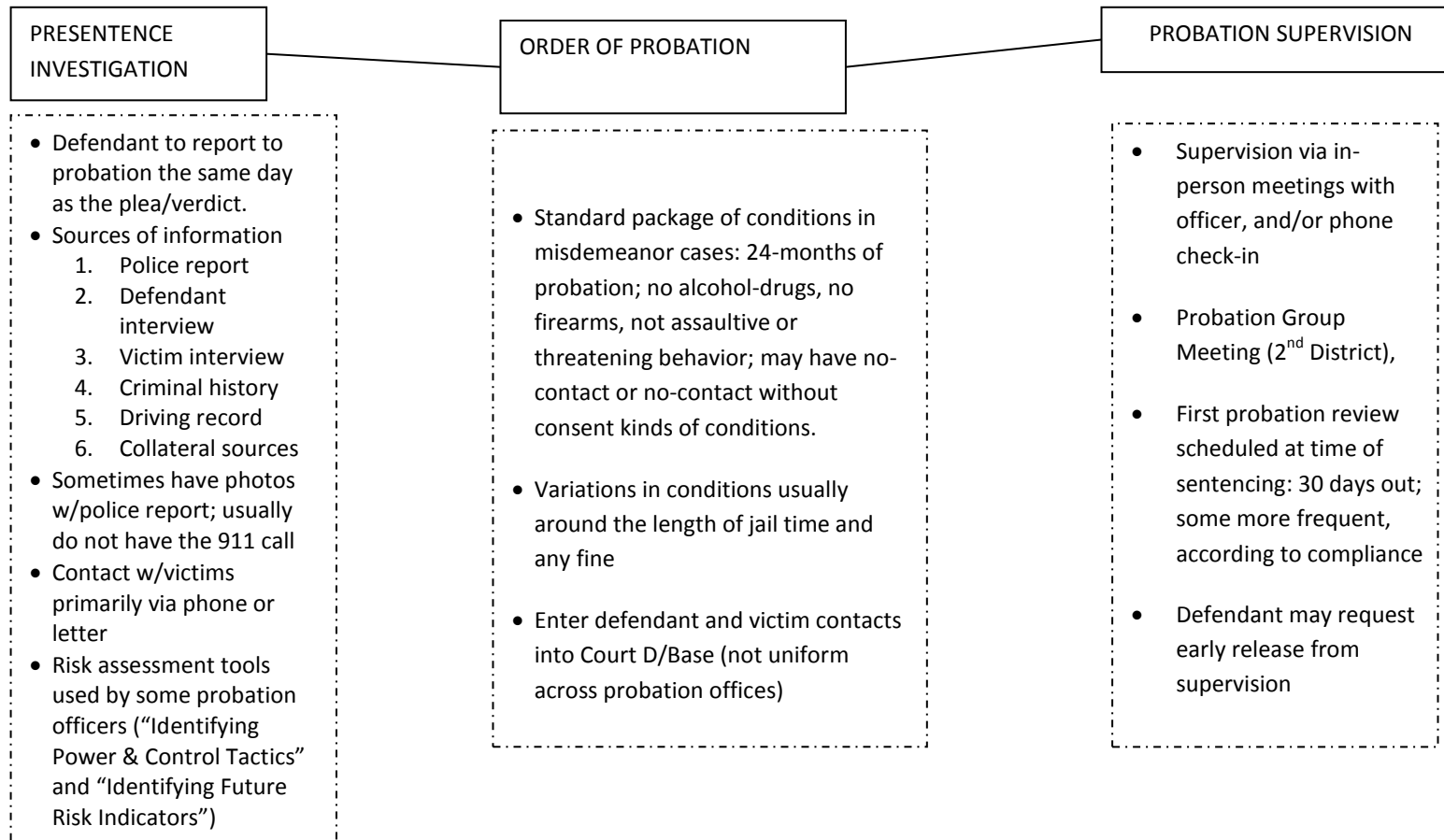


Misdemeanor Case Processing Map 2: PRETRIAL RELEASE (“DV BOND”)*Purpose (1) SAFETY: Public / victim**Purpose (2) APPEAR at subsequent proceedings*

⇒⇒⇒Time from assault to sentencing: 4 to 10 to 24 months (per case file review) = opportunities for victim/witness intimidation ⇒⇒⇒

Misdemeanor Case Processing Map 3: PROBATION

Specialized Enforcement Officer (1st): Involved throughout: primary responsibility in making link between victim and probation; contacts prior to PSI and ongoing probation reviews.



[2] SOURCEBOOK CONTENTS

The sourcebook gathers agency policies together in one place. It also includes administrative forms and protocols and other material related to criminal case processing. The sourcebook provides a reference for the Blueprint coordinator, primarily, and for the adaptation team and work groups.

1. Blueprint for Safety brochure and/or overview
2. Contact information for Blueprint coordinator, advocate, and adaptation team and work group members
3. Map of the criminal legal system's response to domestic violence-related cases (as developed under Step One)
4. Criminal laws related to domestic violence case processing
5. Policies and related administrative documents (e.g., protocols, forms, checklists, assessment tools, computer screen capture) for each key agency and step of criminal case processing:
 - a. 911 Emergency Communications
 - b. Law enforcement (all agencies within the jurisdiction)
 - c. Sheriff's Office (or other administrator of jail, courtroom security, and warrant service)
 - d. Prosecutor
 - e. Victim/Witness
 - f. Pretrial release/bail screening and monitoring
 - g. Probation
 - h. Criminal court
6. Informational material provided to victims in domestic violence-related cases, such as brochures, victims' rights and compensation forms, advocacy resources
7. Any available statistical data for each key agency

[3] DATA-GATHERING TEMPLATE

Scope and Scale of Battering & Domestic Violence in Our Community

Adapted from copyrighted material – Rural Technical Assistance on Violence Against Women – Praxis International

A Note on “Data”

We commonly think of “data” as equaling numbers. Counting things related to the criminal legal system response is important, such as the number of calls to 911 or misdemeanor arrests or cases charged or convictions. In understanding and articulating what is happening in a Blueprint community, however, we want more than numbers. Other sources of data—other ways of knowing—are also essential to drawing a full picture of what is happening. These other sources include: survivors’ accounts of how community systems have responded to their needs, mapping the steps in case processing, talking with practitioners and observing them at work, and analysis of the extent to which policies and protocols reflect recommended practice.

Strategies and Sources

Statistical Data

Statistical data includes counts gathered from a variety of sources to:

- Develop a picture of “how many _____”
- Raise questions about possible problems to be further investigated (e.g., 500 domestic violence-related arrests but 100 cases resulting in charges; 50% of those arrested on domestic assault charges are women)
- Compare types of case dispositions
- See who overrepresented and/or underserved in the criminal legal system

Sources of statistical information:

- | | |
|-----------------------------------|---|
| • Community-based advocates | • Specialized domestic violence response team (e.g., “DVRT” or high risk offender team) |
| • Tribal law enforcement agencies | • Fatality Review Board |
| • Tribal justice system offices | • Family Justice Center |
| • Police | • Other community-based organizations working with victims/survivors |
| • Prosecutor | • Organizations representing marginalized |
| • Victim/Witness | |

- Jail communities
- Sheriff's Office
- Pretrial Supervision
- Courts
- Probation
- Batterer intervention programs
- Other

Institutional Analysis

The Blueprint Policy and Practice Assessment Guide utilizes Praxis Institutional Analysis (IA) methods and tools. IA can be used in whole or in part to discover information about:

- Victims/survivors' actual lived experience and how intervention is/is not meeting their needs
- The organization and function of current practice
- Contrasts between the stated official process and the actual process
- Problems to be addressed via Blueprint policies and protocols
- Whether policies and protocols have been implemented as intended
- Where harmful unintended consequences and disparity of impact might exist
- The impact of Blueprint changes and implementation over time

IA methods are used throughout Phase 2 (Assess Practice and Identify Problems) in building a Blueprint for Safety and from implementation onward to monitor and evaluate the Blueprint as a "living," sustainable response to battering-related crimes. The methods and corresponding tools in this assessment guide include:

- Talking with victims/survivors of battering (Community Consultation, Appendix 22-4)
 - Focus groups / listening circles
 - Individual interviews
- Talking with community-based advocates & other organizations that work with women/survivors (Community Consultation, Appendix 22-4)
 - Battered women's programs / domestic abuse programs
 - Other women's advocacy organizations
 - Culturally-specific organizations

- Comparing policy and practice to Blueprint Essential Elements (Policy Comparison Worksheets, Appendix 22-5)
- Mapping the steps in criminal case processing, with specific attention to how victims are connected to advocacy and how information about risk and danger is collected and communicated (Mapping Domestic Violence Case Processing, Appendix 22-1)
- Analyzing case records, such as calls, recordings, electronic screens, reports, case files, forms (Analyzing Case Records, Appendix 22-6)
- Observing actual practice, such as sit along with 911 call-takers, ride with patrol officers, sit in on arraignment and sentencing hearings in court, observe probation intake (Practitioner Interviews and Observations, Appendix 22-8)
- Interviewing workers (Practitioner Interviews and Observations, Appendix 22-8). For example:
 - 911 call-takers
 - Patrol officers
 - Investigators
 - Specialized high risk teams
 - Prosecutors
 - Victim/witness specialist
 - Judges & court staff
 - Probation agents
 - Tribal attorney
 - Tribal court judge & staff
 - Batterer intervention group facilitators

Establishing a baseline and ongoing data collection

The template worksheets include data elements that contribute to a comprehensive picture of the scope and scale of battering and other forms of domestic violence. At the front end of building a Blueprint for Safety, this information sets a baseline from which the impact of new policies and procedures can be tracked. While presented here in a worksheet format that can be used as-is, the fields can be adapted to construct or modify a customized database.

Few communities are likely to be able to compile all of the data listed here, particularly in the early stages of adapting the Blueprint. The comprehensive set of elements illustrates the kinds of information

that can be built over time to develop as complete a picture as possible of the scope and scale of the violence. The worksheets are a goal to work toward. In the meantime, seek out the following key statistical data on domestic violence-related crimes as a baseline:

- 911-Emergency calls
- Arrests on domestic violence-related charges
- Prosecution referrals and dispositions (by type of charge and outcome)
 - Charged
 - Declined or dismissed cases
 - Plea
 - Trial
- Data related to arrest and prosecution of victims of battering
 - Dual arrests
 - Break down by female and male suspect/defendant
- Orders for protection
 - Petitions filed
 - Temporary and permanent orders issued
- Requests for advocacy services
 - Crisis line/help line calls
 - Requests for emergency shelter

In addition to compiling baseline statistical data, the policy and practice assessment introduces methods of community consultation (Appendix 22-4) to help keep victim/survivors' needs and experiences at the center of the Blueprint and to discover what is occurring in communities that have been traditionally overrepresented and underserved in the criminal legal system.

For communities operating under grants from the Department of Justice Office on Violence Against Women, many of the data elements included in the template are similar those in the required semi-annual progress reports submitted to the Muskie School of Public Service, such as data related to 911-

emergency calls, arrests, and prosecution.² The template includes other information that the “Muskie report” does not ask about, such as arrest data related to victims of battering charged with crimes and victim/survivor lived experience in relation to battering and the community response.

Blueprint communities are encouraged to explore partnerships with university-based researchers who may be able to assist in establishing baseline data and methods of tracking ongoing data and evaluating the Blueprint’s impact on local practice (see Phase Five, Monitor and Revise). Researcher partnerships can also help a Blueprint community gather and analyze data related to disparity.

Using data to identify disparity and unintended consequences

Preventing and addressing disparity and unintended consequences of criminal legal system intervention in battering and other domestic violence crimes begins with data.

- Who is being affected and in what ways?
- What is the experience of victims/survivors from marginalized communities that have been overrepresented and/or underserved in the criminal legal system?
- Are victims of battering being arrested and charged as if they were batterers?
- What is the experience of immigrant women who are being battered?
- What kinds of language access are in place or absent—and with what impact?

The baseline data noted above and in the following worksheets is helpful in drawing one kind of picture—the volume and type of violence—but not very useful in relation to questions of disparity and unintended consequences. Answering such questions begins in part by “disaggregating” or breaking apart general statistical data to learn more about who is in the criminal legal system, and in what ways. The more specific data is then compared to a people’s representation in the larger population. Is a people or a community overrepresented or underrepresented in the total, and in what ways and with what meaning?

Many agencies in the criminal legal system disaggregate some of the statistical data they collect. For example, most law enforcement agencies voluntarily submit crime data via either UCR (Uniform Crime Report) or NIBRS (National Incident Based Reporting System) and can break down general arrest data according to race, ethnicity, sex, and age, for victims and offenders.³ Unless there is some feature in the

² For information on the reporting requirements, go to <http://muskie.usm.maine.edu/vawamei/>.

³ NIBRS and UCR are both regulated by the FBI. NIBRS goes into greater detail about types of offenses than UCR. NIBRS differentiates between completed and attempted crimes, unlike UCR. NIBRS data can be submitted electronically; UCR written documents have to be hand entered into a computer system for analysis. See <http://blog.spotcrime.com/2012/03/difference-between-ucr-and-nibrs.html>.

local data-gathering process that flags domestic violence-related cases, figuring out the nature and demographics of domestic violence-related arrests, however, requires searching. While there may be a state-level crime of “domestic battery,” for example, no such category exists in UCR or NIBRS; agencies have to determine whether to classify an arrest for domestic battery under aggravated assault or other assaults (UCR) or aggravated assault or simple assault or intimidation (NIBRS). “Stalking” might go under the category of other assault or under intimidation. A wide range of crime categories can include acts related to battering and domestic violence: arson, assault, burglary/breaking and entering, destruction/damage to property, homicide, kidnapping/abduction, rape and other sex offenses, and disorderly conduct. Sorting out the full scope of domestic violence-related crimes is one step. The domestic violence crimes then need to be broken down according to race, ethnicity, sex, and age—at a minimum—to provide a basic picture of who is being drawn into the criminal legal system via what types of domestic violence-related crimes.

Figuring out how data related to domestic violence-crimes can be further taken apart to examine disparity and unintended consequences requires attention and planning by the Blueprint coordinator and adaptation team. The following first steps help set a foundation from which to develop and pursue ways of establishing the scope and scale of violence in relation to disparity and unintended consequences in the context of the Blueprint.

1. Learn who is in the community.

What are the demographics of the larger community? Who are the distinct communities within the larger community? What is the history of each community and its experience with the criminal legal system?

2. Build relationships with those in the community who can guide and inform the data collection and analysis.

Who are the advocates working in each distinct community, both specific to issues of battering and in general? Who are the researchers and scholars in the community who have knowledge about the criminal legal system and/or data collection and analysis?

3. Find out how data in the criminal legal system is obtained, stored, shared, and changed—and find out early on in the planning and assessment stages.

What do we know about the data? What kind of data is collected and used at each key decision point in the criminal legal system process? Where is the data located? Who has access to it? What is the process for obtaining the data? Can data be retrieved and compared across years. Does the data track or flag all domestic violence-related crimes? Can data be sorted and queried by relationship, gender, race, ethnicity, immigration status, tribal enrollment, or factors related to specific communities? What is the process for adding data fields or features?

4. Request basic data about domestic violence cases and demographics from each agency in the criminal legal system process.

How many domestic violence-related cases (calls, arrests, cases charged, presentence investigations, pleas, convictions, etc.)? How does the overall case data break down according to UCR/NIBRS race, ethnicity, sex, age, and victim to offender relationship data values? What, if any, other demographic or identity features are recorded and available (e.g., gender identity, preferred language, income)?

UCR/NIBRS categories⁴

<i>Race</i>	<i>Ethnicity</i>	<i>Sex</i>
White	Hispanic or Latino	Female
Black or African American	Not Hispanic or Latino	Male
American Indian or Alaska Native	Unknown	Unknown
Asian		
Native Hawaiian or Other Pacific Islander		
Unknown		
<i>Relationship of Victim to Offender (examples most relevant to domestic violence)</i>		
Spouse	In-law	Boyfriend/Girlfriend
Common-Law Spouse	Stepparent	Child of Boyfriend/Girlfriend
Parent	Stepchild	
Sibling	Stepsibling	
Child	Ex-Spouse	
Grandchild	Homosexual Relationship	

⁴ See the data values in section 4.4, Clarification of Specific Data Elements & Data Values, in National Incident-Based Reporting System (NIBRS) User Manual, January 17, 2013; access at <http://www.fbi.gov/about-us/cjis/ucr/nibrs/nibrs-user-manual>.

5. Take the data-gathering and analysis deeper into common issues related to disparity of impact and unintended consequences.

What issues have different communities of victims/survivors identified? What does the data say about victims of battering charged with crimes? About language access? About the response to immigrant women? About the impact of blanket, mandatory no-contact orders?

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 1

Data elements	A. Baseline Year Totals	B. If unknown, how might the information be obtained? Is it available?
Law enforcement		
DV homicides (intimate partner or collateral)		
DV homicides (non-intimate partner: e.g., family violence)		
911 calls (following or similar types of coding):		
<ul style="list-style-type: none"> • Domestic violence/abuse • Stalking • Sexual assault • Bail violations (DV-related charge) • Order for protection violations • Domestic abuse – “verbal only” 		
Patrol response: no arrest – report written		
Patrol response: no arrest – no report		
Patrol response: suspect gone-on-arrival		
Patrol response: arrest		
<ul style="list-style-type: none"> ○ Misdemeanor ○ Felony 		
Cases referred to investigator for follow-up		
Referred to prosecutor		
<ul style="list-style-type: none"> ○ Misdemeanor ○ Felony 		
Arrests of female offenders (intimate partner		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 1

Data elements	A. Baseline Year Totals	B. If unknown, how might the information be obtained? Is it available?
Law enforcement		
relationship)		
<ul style="list-style-type: none"> ○ Male victim ○ Female victim 		
Arrests of male offenders (intimate partner relationship)		
<ul style="list-style-type: none"> ○ Female victim ○ Male victim 		
<p>To what extent can the above data, if available, be reported according to race, ethnicity, gender, age, and relationship of those involved?</p> <p>Other characteristics and aspects of identity?</p>		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 2

Data elements	A. Baseline Year	B. If unknown, how might the information be obtained? Is it available?
Prosecution		
Charged by prosecution: # of cases charged as:		
<ul style="list-style-type: none"> ○ Misdemeanor ○ Felony 		
Declined by prosecution		
<ul style="list-style-type: none"> ○ Misdemeanor arrest charge ○ Felony arrest charge 		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 2

Data elements	A. Baseline Year	B. If unknown, how might the information be obtained? Is it available?
Prosecution		
Dismissed after charging – victim’s request		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Dismissed after charging – other reasons		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Guilty plea as charged		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Guilty plea to lesser charge		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Trial & guilty verdict		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Trial & acquittal – not guilty verdict		
<input type="radio"/> Misdemeanor <input type="radio"/> Felony		
Diversion / deferred prosecution agreement		
Cases prosecuted with female offender		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 2

Data elements	A. Baseline Year	B. If unknown, how might the information be obtained? Is it available?
Prosecution		
(intimate partner relationship)		
<ul style="list-style-type: none"> <input type="radio"/> Male victim <input type="radio"/> Female victim 		
Cases prosecuted with male offender (intimate partner relationship) <ul style="list-style-type: none"> <input type="radio"/> Female victim <input type="radio"/> Male victim 		
<p>To what extent can the above data, if available, be reported according to race, ethnicity, gender, age, and relationship of those involved?</p> <p>Other characteristics and aspects of identity?</p>		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 3

Data element	A. Baseline Year	B. If unknown, how might the information be obtained? Is it available?
Advocacy		
Crisis/help line calls		
Requests for emergency shelter		
Legal advocacy – assistance with protection order process		

BATTERING AND DOMESTIC VIOLENCE IN OUR COMMUNITY: SECTION 3

Data element	A. Baseline Year	B. If unknown, how might the information be obtained? Is it available?
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Advocacy

Legal advocacy – court accompaniment
(criminal case)

To what extent can the above data, if available, be reported according to race, ethnicity, gender, age, and relationship of those involved?
Other characteristics and aspects of identity?

VICTIM/SURVIVOR LIVED EXPERIENCE

Summarize:	What is known	How to address gaps in that knowledge
------------	---------------	---------------------------------------

Victim/survivors' needs related to the harm caused by battering and other forms of domestic violence

A clear picture of how needs are being met by the criminal legal system response

A clear picture of how needs are *not* being met by the criminal legal system response

Are battered women being arrested?

What is happening to battered women who are arrested?

VICTIM/SURVIVOR LIVED EXPERIENCE

Summarize:

What is known

How to address gaps in that knowledge

Who are the culturally distinct and/or marginalized communities within the wider community?

Is the criminal legal system response working for all survivors in all communities?

- If yes, in what ways and for whom?
- If no, in what ways and for whom is it not working?

[4] COMMUNITY CONSULTATION

Definition

One of the Blueprint's distinctive features is its commitment to grounding the approach and process in the experiences of victims of battering. The Blueprint calls on advocacy organizations and criminal justice agencies to work together to develop procedures and protocols. It also calls for including and consulting with those in the community who are most impacted by such public policies. Along with practitioner-advocate partnerships, a Blueprint community engages with a range of community members, from victims and survivors to populations overrepresented and/or underserved in the system, to develop, implement, and monitor Blueprint policies and practice.

Actions by the criminal legal system affect victims in different ways, sometimes with unintended harmful impacts. The Blueprint seeks to build this awareness into policy and practice, with attention to the complex and often dangerous implications of a victim's collaboration with interveners. The Blueprint acknowledges the realities of peoples' unique circumstances and experiences and seeks a criminal legal system response that best fits victims' needs as it helps stop violence, reduce harm, and save lives.

To keep victims of battering at the center of the Blueprint requires connecting and talking with survivors and others in the community as a matter of routine practice. In other words, community consultation must be a regular, sustained way of doing the business of the Blueprint. In the context of the Blueprint, community consultation is the process of engaging with and seeking guidance from survivors of battering and others in the community who represent the broadest range of life experiences, circumstances, and identities. Community consultation is not a one-time meeting or focus group or the

presence of a token survivor on a team or work group. It is an active, intentional, and ongoing process that utilizes a variety of methods to help keep the Blueprint grounded in the realities of living with battering and the experiences of those who are overrepresented and/or underserved in the criminal legal system. A fully developed and sustainable Blueprint for Safety rests on community consultation.

Forms of community consultation used in the Blueprint adaptation

Community consultation can be informal, via the encounters that advocates have with battered women and with one another and other practitioners. Sharing what we are hearing and seeing in the moment can point to questions that need to be answered or potential problems that the Blueprint might need to address. In addition, community consultation must take more specific forms in order to build the ongoing practice into a local Blueprint. Some of these forms overlap. Your community is likely to come up with a customized version that fits local conditions. While not all of the forms need to be developed and utilized—or in place simultaneously—the first two are essential. The Blueprint cannot proceed as intended without active leadership by community-based advocacy and the first-person perspectives of survivors.

- **Essential: Regular conversations and policy/practice review with community-based advocacy organizations**

Community-based advocacy located in nonprofit, nongovernmental or tribal organizations, such as a local program for battered women, is essential to grounding the Blueprint in the scope and scale of battering and in victims' lives and experiences. Community-based advocacy provides a setting where victims of battering can speak confidentially, freely, and openly. No one else plays this role, which is distinct from that of the important support provided by victim assistance or legal services within government agencies. Community-based advocacy typically has broader access to victims and survivors, many of whom are fearful of and try to avoid public institutions such as the criminal legal system.


The Blueprint advocate has the key role of ensuring that the voices and experiences of battered women are represented at all stages of developing a local Blueprint. This role is fulfilled in part via regular consultation with a wide range of community-based advocates. It includes frequent and focused conversations about what advocates are learning from the victims of battering that they work with. What is working and not working for battered women in the criminal legal system response? Are victims of battering getting arrested? What is happening for immigrant women? What are victims' experiences with no-contact orders?

The Blueprint advocate is a bridge between advocacy organizations and the adaptation team. Ideally, the adaptation team and related work groups will include several community-based advocates. At a minimum, the Blueprint advocate, together with the Blueprint coordinator, ensures that a wide range of advocates are fully informed about proposed changes in policy and practice and have ample opportunity to review the proposals and recommend revisions. Consultation with community-based advocacy is not limited to those organizations that are the most well-known for working with victims of battering. It includes seeking out organizations that may have a great deal of

contact with victims in different advocacy settings, such as housing, health care, and economic security. Because of their distance from the criminal legal system, these “non-DV” advocates might offer particularly useful insights into survivors’ experiences.

- **Essential: Regular conversations and policy/practice review with survivors via individual interviews and group discussions such as listening sessions and talking circles**

While community-based advocates can provide critical information about victims’ needs and experiences, talking directly with survivors adds depth and confirmation to what advocates report. First-person conversations are particularly important in understanding when and how the criminal legal system is experienced as unhelpful or unsafe by survivors from overrepresented or underserved communities. The Blueprint advocate has a key role here, too, in organizing and ensuring direct feedback from survivors. Note: interviews or other direct conversations with survivors are not about grilling women on the details of the violence that they have experienced. The purpose is to learn about experiences with and problems in the system’s response and to review and make recommendations on how the Blueprint can address those problems.

 Resource: Discussion group guide and related information at http://www.praxisinternational.org/iata_audit_coordinators_resources.aspx#LogisticsGuideSection3

- **Essential: Regular conversations and policy/practice review with communities that are overrepresented and/or underserved in the criminal legal system.**

The ongoing consultation with community-based advocates provides one link to communities that are overrepresented and/or underserved in the criminal legal system. In addition, a more direct and focused consultation with individuals and organizations from specific communities will add to the understanding of current and historical experience with the criminal legal system in general. Regular conversations with diverse communities helps connect the Blueprint coordinator, organizers, and adaptation team with local and national efforts to reduce disparity within the criminal legal system overall. Such conversations also encourage those focused on criminal legal system change to pay attention to the experiences and needs of victims of battering and the impact of proposed changes on women from marginalized communities.

- **Useful: Questionnaires**

Questionnaires can be quick and inexpensive ways of surveying a large number of survivors about a specific issue, such as access to advocacy at the time of a police call, the use of mandatory no-contact orders, or experiences with one or more steps in the criminal case process. Many people are familiar with giving feedback in this way and are often more open in their responses because of the impersonal and anonymous format. A questionnaire can be designed so that it is easy to fill out and questions can be asked in a uniform way that makes it easy to tabulate and summarize responses. The availability of low- or no-cost online survey tools (such as SurveyMonkey, Zoomerang, or Google Forms) means that survivors, other community members, and practitioners can complete the survey

at home, at an advocacy office, public library, or place of employment. Advocates can distribute or call attention to flyers and posters with information on the website and process. Questionnaires can also be distributed via postcards or paper forms that are deposited at a convenient collection point or returned via regular mail.

- **Optional: Survivors' advisory group**

Communities that are positioned to bring survivors' together in a formal advisory role will benefit from the insight and guidance that this form of community consultation can provide. Establishing a survivors' advisory group for the Blueprint is more likely when community-based advocacy programs already have a similar approach in place within their organizations. Survivors' groups oriented to policy and practice review rarely emerge spontaneously, but grow from the intention—and attention and facilitation—of advocacy organizations that value survivors' voice and guidance. Such a group can be challenging to establish and maintain over time as a fixed body with consistent membership. A more ad hoc approach can be more sustainable, with a group brought together as needed several times a year to analyze Blueprint adaptations and recommend changes. This approach can take advantage of any core membership and leadership that has emerged while also providing flexibility to bring in new members. For example, two or three times a year the Blueprint coordinator and advocate could partner with advocacy organizations to hold a dinner program that invites a diverse range of survivors to comment on specific questions or aspects of the Blueprint or criminal legal system response.

📎 Resource: Blueprint for Safety Survivors' Advisory Group: Role and Activities

- **Optional: Disparate impact advisory group**

The benefits and challenges in establishing a disparate impact advisory group to the Blueprint are similar those for a survivors' advisory group. There is the potential for deeper insight and guidance that will help adapt and implement the Blueprint in ways that reduce unintended consequences and disparity of impact. It can be equally challenging to establish and maintain such a group over time as a fixed body with consistent membership. It can perhaps be even more challenging. The experience of being overrepresented in and/or underserved by the criminal legal system has left many people and organizations representing marginalized communities wary about the motivations and sincerity of that system. Their participation in policy discussions and development has often been at a token level. Blueprint communities that are positioned to form and sustain a disparate impact advisory group will most likely have already begun such work in meaningful ways elsewhere in the community. Blueprint organizers will have a foundation of relationships and trust that persuade individuals and organizations to join the effort.

📎 Resource: Blueprint for Safety Disparity Impact Advisory Group: Role and Activities

Confidentiality – consent & safety

Community consultation in the context of the Blueprint and its focus on people’s experiences with battering requires specific attention to confidentiality, consent, and victim safety. Anyone completing a questionnaire or participating in an individual interview or focus group, for example, should be clearly informed of the purpose of the activity and how the information collected will be used. Victims of battering and others in the community—including those charged with domestic violence-related crimes—must understand that their participation in such activities is voluntary and that refusing to talk or otherwise provide information will have no impact whatsoever on their ability to use advocacy services or their case or any criminal legal system action. While the purpose of direct consultation with survivors and others is to learn about experiences with and problems in the system’s response, personal information about their lives and circumstances may be revealed. Personal information must be treated confidentially and collected in such a way that individuals are not identified (unless a person has granted clear, specific permission to do so).

Consultation with victims of battering should not put them at risk for further abuse. For example, when contacting victims by phone or mail with interview requests, focus group announcements, or questionnaires, consider who else is present in the home and has access to mail and phone messages. The Blueprint advocate and community-based advocacy organizations should be involved in planning any direct consultation with victims.

Option: Survivors’ advisory group – role and activities

Role

A distinctive feature of the Blueprint for Safety is its commitment to ground policy and practice in the experiences of victims of violence, with particular attention to the complex and often dangerous implications of a victim’s collaboration with the criminal legal system. Because community-based advocacy is uniquely situated to bring victims’ experiences and concerns forward, it has a central role in Blueprint leadership and partnerships. Another way the Blueprint stays grounded in victims’ experiences is via an advisory group of survivors who provide ongoing guidance and help direct the process of adapting and implementing the Blueprint. The Survivors’ Advisory Group (survivors’ group) acts as a touchstone to uncover problems that the Blueprint seeks to solve and test the Blueprint’s solutions.

Members

The Survivors’ Advisory Group should reflect the broadest, most diverse range of battered women in the community. Recruiting a broad range of members requires reaching out to culturally-specific and other organizations working with survivors, perhaps around issues that are not directly identified as a “domestic violence” program, such as employment or post-incarceration programs. The structure and format of meetings should be established in consultation with the Blueprint Advocate and other advocates who can strategize on how to best provide flexibility and consistency, meet any necessary childcare and transportation needs, and compensate members for sharing their expertise.

Activities

1. Meet regularly with the Blueprint advocate and the coordinator to provide guidance on strengthening victim engagement and avoiding unintended harmful consequences.
2. Review Blueprint policies and protocols from the perspective of survivor experience to identify potential harmful consequences of Blueprint interventions.
3. Contribute to building a knowledge base about violence against women in the community and the impact of criminal legal system intervention on the lives of battered women.
4. Act as a kind of “standing” focus group that can provide feedback on specific questions related to Blueprint policy and practice. Note: This is not in place of community focus groups with battered women.
5. Support ongoing conversations with victims of battering in the community by contributing to the organization and facilitation of focus groups and similar discussions.
6. Participate in policy and practice assessment activities, such as case file reviews and observations.
7. Recommend changes in Blueprint policy and practice to address any unintended consequences.
8. Contribute to ongoing monitoring, evaluation, and revision of Blueprint policy and practice.

Option: Disparity impact advisory group – role and activities

Blueprint for Safety Foundational Principle 6: Act in ways that reduce unintended consequences and the disparity of impact on victims and offenders.⁵

Role

The Blueprint for Safety faces three complex interconnected realities as it seeks to honor Principle Six: (1) the deep and pervasive harm of mass incarceration and its impact on marginalized communities, (2)

⁵ **Unintended consequences:** Reforms to institutional policy and practice that are meant to increase safety and well-being for victims of battering instead jeopardize safety and well-being and contribute to disparity of impact. Unintended consequences may affect a broad range of victims of battering or fall more heavily on a specific group or community. **Disparity of impact:** Exists when the proportion of a specific group within the control of the criminal legal system is greater than its proportion in the general population or when criminal legal system intervention has a more negative impact on a specific group. The group may reflect a particular characteristic or, more likely, reflect the intersectionality of different aspects of identity, such as race, ethnicity, class, gender, sexual orientation, age, poverty, ability, health status. Harmful disparity may result from overt bias or it may reflect unintended consequences, such as policy or practice that appears identity-neutral but that has a different impact on specific groups and communities.

the deep and pervasive harm of violence against women, and (3) the ways in which victims of battering are routinely caught up in the criminal legal system. The realities are interconnected.

The Disparate Impact Advisory Group (disparity impact group) identifies and analyzes issues of disparity in the community in relation to the Blueprint. It recommends adjustments to Blueprint policy adaptation and practice in order to avoid magnifying disparity. The disparity impact group provides an avenue for direct involvement in the adaptation process by communities that are overrepresented and/or underserved in seeking help from the criminal legal system.

Members

The disparity impact group's core members include individuals affiliated with community-based organizations that represent and work directly with marginalized communities. The group includes meaningful representation from those most affected by disparity in the criminal legal system (i.e., sufficient numbers so that one or two individuals are not expected to represent an entire community). Possible sources to recruit core members include culturally-specific advocacy and civil rights organizations, legal aid services, and faith-based justice system reform groups. The specific make-up will depend upon local conditions related to current and historical disparity. The Blueprint coordinator and advocate also participate, along with a mix of Blueprint organizers and practitioners. The disparity impact group might also include one or more local researchers who study issues of disparity.

Activities

1. Provide analysis and recommendations related to unintended consequences and disparity of impact in the criminal legal system's response to battering.
2. Contribute to building a knowledge base about the current and historic nature of disparity within the larger community and the criminal legal system.
3. Hold focus group or similar community discussions to gather information from victims of battering about the criminal legal system response and recommendations for change.
4. Participate in policy and practice assessment activities, such as case file reviews and observations.
5. Review Blueprint adaptations to policy and practice for any potential harmful consequences or disparity of impact.
6. Recommend changes in Blueprint policy and practice to address any unintended consequences or disparity of impact.
7. Contribute to ongoing monitoring, evaluation, and revision of Blueprint policy and practice.

[5] POLICY COMPARISON WORKSHEETS

Using this tool

- Provide the relevant section to the workgroup that will be examining policy for that agency (e.g., the 911 work group uses the 911 section, the police department work group uses the law enforcement section, etc.).
- NOTE: Communities are neither expected nor likely to have all elements present in local policy and protocol. The essential elements reflect recommended standards. They provide a starting point for assessing the local response and establishing a foundation for changes and adaptations as a Blueprint community.
- “Policy” includes any written directive that tells practitioners what they must do. Directives that function as policy can appear under different names, such as “standard operating procedure” or “protocol.” If an agency insists that it does not have a policy (i.e., no written policy) use the worksheet to ask about and examine whatever informal policy exists. What are workers required to do, however the expectation gets conveyed?
- Instructions: How does current POLICY compare?
 - Under this column, note where each element listed in the first column can be found in the agency’s domestic violence policy (e.g., “policy sections 1A and 3C”) and add any notes or comments about the policy.
 - The language used in local policies is unlikely to be the same as the wording in this tool. Look for and reference similar content and meaning in local policy that reflects the intended Blueprint element.
 - If the essential element is located outside of the domestic violence policy (e.g., in the investigations section of the police department’s policy rather than in the domestic violence section), note where it can be found.
 - If the essential element is entirely missing, note any barriers to including it (e.g., including the element would require a change in legislation or new technology).
- Notes: the coordinator or a member of the work group records the analysis. Recommended: use a blank version of the policy comparison in an electronic format to take notes. This facilitates sharing the results with agency liaisons and administrators and the adaptation team. It also facilitates transferring information to the notes and documentation tool if the coordinator has selected that option to track the results of the policy comparison, case reviews, and other findings from the practice assessment.

Related tools:

- To address questions about why a particular element is included, see the explanation in **Blueprint Essential Elements Annotated** (Appendix 10 in *Becoming a Blueprint Community*).
- To document the policy and practice reviews using a single worksheet, see the **Notes and Documentation Tool** (Appendix 22-10).
- See corresponding **Case Review Worksheets** (Appendix 22-6).

Blueprint Essential Elements – Policy Comparison Worksheet: 911 Emergency Communications

911 EMERGENCY COMMUNICATIONS	How does current <i>POLICY</i> compare? Where is this element found in the agency's domestic violence policy? <i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i>
1. Set priority-level response for domestic assault calls.	
2. Elicit and relay to responding officers information about: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene 	
3. Collect and relay information to aid officers in apprehending suspects who have left the scene.	
4. Communicate effectively and respectfully with callers.	
5. Tell callers when a squad has been dispatched.	
6. Determine how and when to safely keep callers on the line.	
7. Respond to people having difficulty with communication.	
8. Safely respond to interrupted calls.	
9. Safely respond to children on the line.	
10. Communicate in a person's first language and in ways that address limited English proficiency; provide access to language interpretation & TTY/TDD when required.	

911 EMERGENCY COMMUNICATIONS**How does current *POLICY* compare?****Where is this element found in the agency's domestic violence policy?***If missing, explain where located elsewhere in agency policy or any barriers to including it.*

11. Utilize all available databases and information sources to obtain history on suspect.

12. Code calls accurately when domestic violence-related.

13. Record and keep calls and related documents in a manner which allows later access by bail evaluators, investigators, prosecutors, probation, and defense attorneys.

14. Foster engagement with people seeking help:

- **Avoid placing the victim in a position of confrontation with the offender.**
- **Protect the victim from retaliation when communicating with the offender.**
- **Treat each interaction with the victim as an opportunity to build a partnership over multiple contacts.**
- **Demonstrate awareness of signs that violence may be resuming or escalating.**
- **Inform caller before placing him/her on hold.**

15. Conduct regular supervisory review of calls and practice according to Blueprint policies and protocols.

911 EMERGENCY COMMUNICATIONS	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
16. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.	
17. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.	
18. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Essential Elements – Policy Comparison Worksheet: Law Enforcement

LAW ENFORCEMENT	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
1. Obtain or request enhanced information from dispatch, including: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene • Information to aid in locating suspect who has left the scene 	

LAW ENFORCEMENT	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>2. Separate the parties and minimize sight and sound contact between suspect and victim(s) as safety permits.</p>	
<p>3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>	
<p>4. Interview everyone at the scene (including children) and obtain contact information for all.</p> <ul style="list-style-type: none"> • Obtain detailed contact information for the victim. • Obtain suspect's statement if present at the scene or if s/he can be located. 	
<p>5. Identify and check on the welfare of all children at the scene.</p>	
<p>6. Document and collect all available evidence, including photographs of all injuries, the scene, broken or damaged belongings, weapons, witness statements, electronic (e.g., recordings of text messages, voice-mail, social media), indicators of strangulation, indicators of stalking.</p> <ul style="list-style-type: none"> • Do not seize telephone if it would leave victim without a working phone. • Request the victim sign a medical release if medical treatment will be sought. 	

LAW ENFORCEMENT	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<ul style="list-style-type: none"> • Collect and secure evidence related to probable cause regardless of suspect's absence from the scene. • Note spontaneous statements by those at the scene. • Note physical appearance and emotional demeanor of parties. 	
<p>7. Determine the existence of civil protection orders, harassment restraining orders, and criminal no-contact orders.</p>	
<p>8. Ask about and document past history of violence and stalking.</p> <ul style="list-style-type: none"> • Victim and witness informants • Law enforcement and criminal history records 	
<p>9. Ask and document responses to the 3 Blueprint risk questions and follow-up:</p> <p>a) Do you think he/she will seriously injure or kill you, your children, or someone else close to you? What makes you think so? What makes you think not?</p> <p>b) How frequently does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?</p> <p>c) Describe the time you were the most frightened or injured by him/her.</p>	

LAW ENFORCEMENT	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>10. Ask about and document threats to victim for seeking help or attempts to dissuade victim from seeking help.</p>	
<p>11. When both parties have used violence:</p>	<ul style="list-style-type: none"> • Assess <u>first</u> for self-defense; arrest the party who was not acting in self-defense. • If cannot determine self-defense, assess for and arrest the predominant aggressor. • Discourage dual arrest.
<p>12. Mandatory arrest with probable cause & one or more of the following conditions:</p>	<ul style="list-style-type: none"> • Felony-level crime • Injury or impairment to victim • Dangerous weapon involved • Violation of order for protection, harassment restraining order, or no-contact order • Victim fears imminent bodily harm
<p>13. Whether or not there has been an arrest, provide assistance to victims before clearing the scene:</p>	<ul style="list-style-type: none"> • At a minimum address: medical care, transport to a safe place, notice of victim's rights & compensation, advocacy & community resources, civil protection orders. • Encourage victim to call 911 if suspect returns to the scene.

LAW ENFORCEMENT

How does current *POLICY* compare?

Where is this element found in the agency's domestic violence policy?

If missing, explain where located elsewhere in agency policy or any barriers to including it.

14. When probable cause exists to make an arrest and the suspect has left the scene, collect all evidence, take measures to locate the suspect and protect the victims; submit an investigation report.

15. Document patrol response and arrest decision in a report utilizing information in the Domestic Violence Patrol Report Checklist (attached).

16. If there is insufficient probable cause for an arrest, write a brief report to document the complaint and the response. Do not recode a call dispatched as domestic abuse-related to a non-domestic category.

17. If the suspect is gone from the scene (GOA), collect evidence in the same way as when an arrest has taken place and search for suspect as is reasonably possible.

18. Conduct prompt supervisory review and (1) assign follow-up investigation when patrol has determined probable cause for an arrest or (2) forward to charging attorney without further investigation.

19. Cases with one or more of the following receive high priority regardless of whether offender is in custody or out of custody (GOA):

- **Imminent time deadline**

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?
	Where is this element found in the agency's domestic violence policy?
	<i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i>
<ul style="list-style-type: none"> • Significant injury or impairment • Strangulation or stalking alleged • Victim's response to risk questions indicates significant risk 	
<p>20. In gross misdemeanor and felony cases:</p> <ul style="list-style-type: none"> • Conduct an expanded domestic violence risk assessment as warranted, starting from responses to the three risk questions. • Evaluate for all possible charges. 	
<p>21. Be alert to and investigate types of crimes associated with domestic violence:</p> <ul style="list-style-type: none"> • Stalking/harassment • Strangulation • Sexual coercion/sexual aggression • Witness tampering 	
<p>22. Promptly notify the victim when a case is declined for referral to prosecution.</p>	
<p>23. Determine if the suspect is on probation; if so, notify probation of the circumstances of the case, including any offenses where the suspect left the scene and has not been located.</p>	
<p>24. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration over time, and increase access to services and protection.</p>	

LAW ENFORCEMENT	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>25. Conduct regular supervisory quality and compliance review of departmental practice.</p> <ul style="list-style-type: none"> • Patrol and investigation supervisors conduct regular review of reports and files • Refer reports to supervisors and commanders for review, redrafting, and policy/protocol clarification • Approve officers' actions when exceptions to arrest policy are contemplated 	
<p>26. Provide structure for supervisors to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>	
<p>27. Meet regularly with 911, prosecution, and probation to discuss and resolve problematic cases and responses.</p>	
<p>28. When an incident involves department employees:</p> <ul style="list-style-type: none"> • Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability. • Send a supervisor of higher rank than the suspect to the scene. • Supervisor shall recover arrestee's badge, law enforcement identification card, and weapon. 	

LAW ENFORCEMENT

How does current *POLICY* compare?

Where is this element found in the agency's domestic violence policy?

If missing, explain where located elsewhere in agency policy or any barriers to including it.

29. Incidents involving public figures:

- Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability.
- Send a supervisor to the scene.
- Take precautions to protect the victim's safety and confidentiality.

30. Other observations in comparing current policy and practice with Blueprint Essential Elements:

- Strengths
- Other gaps

Attachment to Law Enforcement Essential Elements – Policy Comparison

Domestic Violence Patrol Report Checklist

Background and officers' actions:	For each witness and party involved:	Information from the victim, including history of violence and stalking and contact information:
<input type="checkbox"/> Time of officers' arrival and time of incident	<input type="checkbox"/> His/her account of events and responses to follow-up questions	<input type="checkbox"/> Responses to the risk questions:
<input type="checkbox"/> Relevant 911 information, including specific details about any violence or threats in the 911 call	<input type="checkbox"/> Officer observation related to the person's account of events	1. Do you think he/she will seriously injure or kill you or your children? What makes you think so? What makes you think not?
<input type="checkbox"/> Immediate statements of either party and any witnesses at the scene	<input type="checkbox"/> Identification, address, and means of locating the person for follow-up, including: <ul style="list-style-type: none"> ○ Home address and phone number ○ Place of employment, work address and phone number ○ Cell phone number(s) ○ Relationship to other parties 	2. How frequently and seriously does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?
<input type="checkbox"/> A complete description of the scene		3. Describe the time you were the most frightened or injured by him/her.
<input type="checkbox"/> Note any existing protection or no-contact orders, probation, warrants, prior convictions		4. Have you ever been threatened or intimidated by him/her for seeking help or attempting to seek help from police, the courts or others? How?
<input type="checkbox"/> Summarize actions taken by responding officers (e.g., entry, arrest, non-arrest, use of force, attempts to locate, transport, advocacy contact and referrals, victim notification, seizing firearms, rationale for self-defense or primary aggressor determination)	For each party involved: <input type="checkbox"/> Injuries or impairment, (including pain, strangulation effects, breathing, movement impairment)	<input type="checkbox"/> Threats to the victim for seeking help, particularly from law enforcement or courts, and stalking behaviors
<input type="checkbox"/> Account of evidence collected (e.g., pictures, statements, weapons, other)	<input type="checkbox"/> Emotional	<input type="checkbox"/> Name and phone numbers of someone who can always reach the victim

Attachment to Law Enforcement Essential Elements – Policy Comparison

Domestic Violence Patrol Report Checklist

<input type="checkbox"/> Presence of risk factors (see below) <input type="checkbox"/> If an arrest was not made, the reason why <input type="checkbox"/> When possible, issue a squad pick-up and hold on suspects not on the scene (“gone-on-arrival” or GOA) that are on probation.	state/demeanor <input type="checkbox"/> Acts of intimidation or aggression <input type="checkbox"/> Presence or use of weapons <input type="checkbox"/> Alcohol or drug consumption and impairment of those involved	NOTE: Record victim contact information in the confidential section of the report. <input type="checkbox"/> Inform the victim that every effort will be made to protect this information, but that it is possible that the suspect could gain access via court order
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Additional information related to the suspect:

- ☐ GOA: details about where the suspect might be and where he/she stays when not at the address of the incident; physical and vehicle descriptions; aliases
- ☐ Suspect’s county and state of residence during the past ten years
- ☐ Whether Miranda is given and/or request for attorney and when this occurred
- ☐ Whether a custodial taped interview of the suspect was conducted
- ☐ Any spontaneous statements given by the suspect after the arrest

Additional information related to the case:

- ☐ Details regarding presence, involvement, and welfare of children at the scene
- ☐ Existence of language, communication, or cognition barriers
- ☐ Medical help offered or used, facility, and medical release obtained
- ☐ Presence or involvement of elderly people or people with disabilities

RISK & DANGER FACTORS

Caveat: Not a complete list:

- Stalking
- Strangulation; attempts to “choke”
- Threats to kill the victim
- Victim believes or fears threats to kill
- Threats to kill conveyed to others
- Threats of suicide
- Forced sex or pressuring for sex even when separated
- Serious injury to the victim
- Carries, has access to, uses, or threatens with a weapon

Attachment to Law Enforcement Essential Elements – Policy Comparison

Domestic Violence Patrol Report Checklist

- Violence outside of home
- Increase in frequency, severity, or type of violence
- Frequent impairment by alcohol or drugs
- Victim attempting a permanent break
- Estrangements and separations
- Failure of prior interventions
- Prior arrests, law enforcement calls, and/or protection order(s)
- Obsessive control of victim's daily activities; obsessive jealousy

Violence with a pattern of coercion is a serious marker of high risk violence.

*For more information see
Blueprint for Safety Appendix 1A:
Practitioners' Guide to Risk and
Danger in Domestic Violence
Cases*

Blueprint Essential Elements – Policy Comparison Worksheet: Pretrial Release / Bail Evaluation

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>POLICY</i> compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>1. Present a bail evaluation that includes severity and context, criminal history, risk to the victim and community as well as likelihood of reappearance.</p>	
<p>2. Inform the victim of limits of confidentiality; put procedures in place to protect information obtained from victim to the extent possible under law.</p>	
<p>3. Differentiate recommendations for bail and conditions of release based on risk, context, and severity.</p>	
<p>4. Contact the victim about the incident, history of violence, and wishes concerning conditions of release, including no- contact orders.</p>	
<p>5. Inform the victim promptly of ordered conditions of release.</p>	
<p>6. Supervise defendants granted conditional release, monitor for compliance with conditions of release, and respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.</p>	
<p>7. Inform victim of who to contact and how to report violations or harassment by defendant.</p>	

PRETRIAL RELEASE / BAIL EVALUATION	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>8. Respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.</p>	
<p>9. Adopt Blueprint victim engagement protocols.</p>	<p>Victims will be more likely to use the criminal legal system in the future if they feel partnership with interveners. Research shows that victims who have support within the system and from advocates are more likely to be able to be successful in ending the violent relationship sooner.</p>
<p>10. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>	
<p>11. Conduct supervisory quality and compliance review of pretrial/bail evaluation practice.</p>	
<p>12. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>	
<p>13. Meet regularly with prosecution, court administration, and community-based advocates to discuss and resolve problematic practices and responses.</p>	
<p>14. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Essential Elements – Policy Comparison Worksheet: Sheriff's Office

SHERIFF'S OFFICE	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
1. Use widest possible sources of information to locate defendant.	
2. Obtain and act upon information from victims related to locating the defendant.	
3. Prioritize warrants based on crime level and risk and danger.	
4. When new information is received, reactivate dormant warrants and renew attempts to locate defendant.	
5. Capture and report to law enforcement the defendant's behavior at time of service regarding threats, intimidation, risk and danger.	
6. Capture and report to law enforcement information regarding threats and risk and danger during booking and defendant's stay in the jail.	
7. Provide prompt notification to victim of defendant's impending release.	
8. Prohibit visits, correspondence, and phone calls between defendant and victim if a no-contact order is issued.	
9. Block victim's phone number unless victim wants contact and a no-contact order is not in place.	

SHERIFF'S OFFICE	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
10. Make jail audio readily available to law enforcement and prosecution.	
11. Establish procedures to obtain, accept, and act on victims' reports of harassment or threats.	
12. Alert courtroom security to the existence of a protection order or no-contact order.	
13. Establish procedures to act upon violations of court orders or victim intimidation.	
14. Provide a secure area for victims in the courthouse.	
15. Report to prosecutors any intimidation or harassment of victim by defendant.	
16. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
17. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
18. Conduct supervisory quality and compliance review of Sheriff's Office practice.	
19. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.	

SHERIFF'S OFFICE	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>20. Meet regularly with law enforcement, prosecution, court administration, and community-based advocates to discuss and resolve problematic practices and responses.</p>	
<p>21. Other observations in comparing current policy and practice with Blueprint Essential Elements</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Essential Elements – Policy Comparison Worksheet: Prosecution

PROSECUTION	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>1. Approach charging in ways that minimize dependence on the victim and maximize other sources of information.</p> <ul style="list-style-type: none"> • Post-arrest witness intimidation is very common in domestic violence cases. Know the doctrine of forfeiture by wrongdoing and prepare the case accordingly. • Expand the focus to include illegal behavior after patrol arrives. • Charge all relevant crimes except where victim safety, including safety of victim-defendants, warrant otherwise. 	

PROSECUTION	How does current POLICY compare?
	Where is this element found in the agency's domestic violence policy?
	<i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i>
2. Evaluate the risk and lethality factors and the context of the violence and adjust prosecutorial response accordingly.	
3. Request further investigation rather than decline a case that might be charged with additional evidence.	
4. Reevaluate the case for additional charges or amended charges as additional evidence is gathered.	
5. Be aware of potentially undercharged crimes in domestic violence cases: strangulation, stalking, sexual coercion/sexual aggression, and witness tampering.	
6. Relay charging decisions, including declining charges, promptly to law enforcement, victim, and victim/advocate.	
7. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
9. Engage in and document early and continuing contact with victims.	
10. Adopt process to obtain and consider input from victim and/or victim's advocate about pretrial conditions of release.	

PROSECUTION	How does current POLICY compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>11. Consider each no-contact order individually.</p>	
<p>12. Do not threaten to or place a victim in custody to ensure witness availability.</p>	
<p>13. Approach cases with the understanding that the victim may not appear for trial or may recant.</p>	
<p>14. Do not file criminal charges against a recanting victim.</p>	
<p>15. Make recommendations for bail and pretrial conditions of release that reflect context and severity of the offense, the risk and danger, and safety needs of the victim and public.</p>	
<p>16. Unless provided by another agency, keep victim informed of bail and pretrial release conditions and procedures.</p>	
<p>17. Take prompt action upon notice of violation of conditional release to ensure sure and swift consequences.</p>	
<p>18. Obtain and take into account input from victim and advocate about plea and sentencing recommendations.</p>	
<p>19. Ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.</p>	
<p>20. Adjust the response when considering plea agreements and sentencing with victim/defendants.</p>	

PROSECUTION**How does current *POLICY* compare?****Where is this element found in the agency's domestic violence policy?***If missing, explain where located elsewhere in agency policy or any barriers to including it.*

21. Request a probationary no-contact order at the victim's request, overriding this request only in rare cases where the suspect poses significant danger to the victim or the community.

22. Provide information on plea and sentencing to appropriate persons and agencies including the victim.

23. Provide probation PSI writer with already gathered information.

24. Take prompt action to address violations of probation conditions to ensure sure and swift consequences.

25. Conduct regular supervisory quality and compliance review of prosecution practice.

26. Provide structure for managers and supervisors to participate in ongoing interagency monitoring, evaluation, and maintenance.

27. Meet regularly with 911, law enforcement, court administration, and community-based advocates to discuss and resolve problematic practices.

28. Other observations in comparing current policy and practice with Blueprint Essential Elements:

- **Strengths**
- **Other gaps**

Blueprint Essential Elements – Policy Comparison Worksheet: Victim/Witness

VICTIM/WITNESS	How does current <i>POLICY</i> compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>1. Inform victim that communication is not confidential.</p>	
<p>2. Make contact as soon as possible and maintain contact throughout the criminal court process.</p>	
<p>3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>	
<p>4. Connect victims with community-based advocates who can provide assurance of confidentiality.</p>	
<p>5. Seek input from the victim at all stages of the process and communicate information to prosecutor.</p>	
<p>6. Facilitate victim's access to the prosecutor and legal system to ensure that the victim has a voice in process and that her/his expressed concerns are communicated and considered.</p>	
<p>7. Explore victim's concerns about safety and problem-solve to address question and concerns, including the implications of a no-contact order.</p>	
<p>8. Provide required victim notifications related to the criminal case process pursuant to state law and assist victims in exercising their rights.</p>	

VICTIM/WITNESS	How does current POLICY compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>9. Work with prosecutors to ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.</p>	
<p>10. Offer support, information and resources throughout the process.</p>	
<p>11. Arrange assistance as needed to facilitate victim's participation in court proceedings.</p>	
<p>12. Facilitate victim's connection to probation throughout presentence investigation, sentencing, and supervision.</p>	
<p>13. Provide for post-conviction assistance, information, and support.</p>	
<p>14. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>	
<p>15. Conduct regular supervisory quality and compliance review of Victim/Witness practice.</p>	
<p>16. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>	

VICTIM/WITNESS	How does current POLICY compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>17. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.</p>	
<p>18. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Essential Elements – Policy Comparison Worksheet: Probation

PROBATION	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>1. Establish procedures to obtain victim input regarding presentence investigation (PSI) and conditions of probation, including no-contact orders and response to violations.</p>	
<p>2. Conduct PSIs that search all available records and capture complete information about the current offense and defendant's past use of violence.</p>	
<p>3. Incorporate history, context, severity, risk and danger in the PSI report, with particular attention to those cases involving apparent victim-defendants (i.e., where the defendant appears to have been abused in the past by the identified victim in the case).</p>	
<p>4. Make PSI recommendations based on context, severity, risk and danger.</p>	
<p>5. Attempt to meet with or contact the victim prior to first meeting with the defendant.</p>	
<p>6. Meet promptly with offender to review all probation conditions and obtain signed releases.</p>	

PROBATION	How does current POLICY compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>7. Provide supervision that is appropriate to risk and danger and consistent in holding offender accountable.</p> <ul style="list-style-type: none"> • Ensure that supervision of victim-defendants does not make the defendant more vulnerable to further violence. • Identify high risk offenders and utilize enhanced supervision. 	
<p>8. Provide immediate response to probation violations, differentiated based on risk posed to the victim and the community.</p>	
<p>9. Establish procedures to hear probation violations based on new criminal activity before the new charge is resolved, if the activity is associated with increased risk to victim.</p>	
<p>10. Provide timely & thorough notification to victims of the terms & conditions of probation.</p>	
<p>11. Seek information from victims about their concerns during supervision, including how to report violations in a manner that does not increase risk.</p>	
<p>12. Ensure programming, including appropriate domestic violence treatment, that accounts for the level of risk & danger.</p>	
<p>13. Coordinate and share information with treatment programs; monitor compliance with probation conditions.</p>	

PROBATION	<p>How does current <i>POLICY</i> compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
14. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
15. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
16. Conduct regular supervisory quality and compliance review of practice.	
17. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.	
18. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.	
19. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Essential Elements – Policy Comparison Worksheet: The Bench and Court Administration

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>1. Allow prosecutors/probation to present relevant information regarding the violence, risk, context, and severity at all stages of criminal process.</p>	
<p>2. Determine pretrial conditions of release and bail based on risk factors present, victim safety, public safety and likelihood of reappearance.</p>	
<p>3. Determine the issuance of no-contact orders on an individual basis.</p>	
<p>4. If victim objects to issuance of a no-contact order, assess both the context and risk to victim if the no-contact order is not issued and the difficulty for victim if it is ordered.</p>	
<p>5. Set conditions of release and bail when suspect cannot be arrested on scene ("gone-on- arrival") on same basis as in-custody cases.</p>	
<p>6. State pretrial and probationary conditions in clear and precise language.</p>	
<p>7. Provide a prompt response to violations of conditions of pretrial release.</p>	
<p>8. Read key conditions of probation aloud during sentencing.</p>	
<p>9. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>	

THE BENCH AND COURT ADMINISTRATION	<p>How does current POLICY compare?</p> <p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
10. Establish a process to allow victims to request modification or dismissal of no-contact orders.	
11. Distribute court orders, including conditions of pretrial release, no-contact orders (and any modifications or cancellations), and probation conditions to involved parties and agencies, including to victim unless provided by another agency.	
12. Order a presentence Investigation (PSI) in all cases where the original charge is a domestic violence-related offense, regardless of conviction charge.	
13. Issue a disposition that reflects risk, context and severity.	
14. Except in rare cases involving particularly dangerous defendants who place victims or the community at high risk of serious or lethal harm, do not issue warrants for victims who do not appear in court pursuant to a subpoena.	
15. Obtain victim input on pleas and sentencing.	
16. Except in very rare cases after an assessment of risk and danger, do not order a probationary no-contact order over the victim's objection.	
17. Hear probation violations promptly.	
18. Establish procedures to order surrender of firearms based on state and federal law.	

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?
	<p>Where is this element found in the agency's domestic violence policy?</p> <p><i>If missing, explain where located elsewhere in agency policy or any barriers to including it.</i></p>
<p>19. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>	
<p>20. Establish a courtroom atmosphere that enhances criminal justice system intervention to support victim safety and offender accountability.</p>	
<p>21. Conduct regular supervisory quality and compliance review of court practices.</p>	
<p>22. Provide a structure for court administration to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>	
<p>23. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

[6] ANALYZING CASE RECORDS

Overview

- The case review is a guided look at current agency practice and how that practice compares to the Blueprint’s essential elements. Communities are neither expected nor likely to have all elements present in local practice. The essential elements reflect recommended practice and provide a starting point for assessing the local response. Discoveries from the case review—as well as the overall policy and practice assessment—establish a foundation for changes and adaptations as a Blueprint community.
- A “case” is the official story of what happened. How a case is put together—how the incident is documented and the story told—shows the ways in which the context, history, and impact of the violence is established, how safety considerations are identified, decisions practitioners make, and whether and how practice conforms to policy and standards. Case documents include such things as:
 - 911 call recordings, transcripts, dispatch records
 - Patrol arrest and incident reports; investigation and supplemental reports
 - Jail booking sheets and phone logs
 - Bail screening reports; forms documenting conditions of bail and pretrial release
 - Prosecution case files (which include reports and forms from many sources)
 - Presentence investigation reports
 - No-contact orders
 - Sentencing forms and reports
 - Victim information brochures and forms
 - Risk and danger assessment forms and reports
- The Blueprint coordinator works with the agency’s representative on the adaptation team—and others as needed—to locate and prepare cases for review, per agreements in the Memorandum of Understanding established in Phase One.
- Small agency-specific work groups convene to review and analyze cases. The worksheet provides a guide to help the group look for certain elements and identify any gaps between recommended and current practice. By applying the same questions to a number of cases, the work group discovers questions and patterns related to how the agency is organized to respond to domestic violence-related crimes.

- The Blueprint coordinator or another facilitator guides the work group in analyzing and summing up what it learns during the review and making recommendations for Blueprint adaptations.

Related Tools

- To address questions about why a particular element is included, see the explanation in **Blueprint Essential Elements Annotated**, (Appendix 10 in *Becoming a Blueprint Community*).
- To document the results of the case review, use the **Notes and Documentation Tool** (Appendix 22-10).
- See corresponding agency-specific policy review worksheets (Appendix 22-5).

Advance Preparation by Blueprint Coordinator

1. Become familiar with the case records that each agency maintains.

- When compiling the source book and during the mapping step, note what kinds of forms, reports, checklists, documentation, and case records, etc., are used at each step. Collect examples of blank forms.
- Read through a sample of cases from each agency to become familiar with what a “case file” includes and how the agency documents its response and actions. As Blueprint Coordinator, in the process of selecting a pool of cases to review you will read more cases and become more familiar with them than any other member of the adaptation team.

2. Decide which of the following approaches to the case review to use; each option impacts how the case records will be assembled:

- Option: Each member of the case review team reads all of the selected case records—calls, forms, reports, or files, and so forth—and completes the worksheet for each case. The advantage of this approach is that all members of the team are seeing all cases and paying attention to the full range of recommended practices included on the worksheets. Everyone has a common base of information to bring to the discussions. This approach can require more time.
- Option: All team members complete a full review of two case records and discuss the cases together in order to become familiar with the process and develop a common base for the analysis. The team then splits into pairs, with different cases assigned to each pair. This approach can be a way to include more cases in the review while still providing a level of common grounding for the process and ensuring that at least two members of the larger team are familiar with any one case. Because all members have not completed at least a preliminary review of all case records, however, they will not share an understanding of each case.

3. Assemble and select case records for the work group's analysis.

How many calls and reports and files? There is no fixed answer to this question. It depends in part on the complexity and volume of the type of record under review. A work group listening to 911 calls or analyzing bail screening forms, for example, can work through thirty cases relatively quickly. Ten cases might be the most that a work group analyzing prosecution or probation case files can reasonably handle. In some small, rural communities, ten cases might comprise a third of the all cases prosecuted in a year. In an urban jurisdiction, ten cases might be insufficient to adequately see how the response is organized. The following guidelines provide a general framework for compiling case records.

- Select a time frame from which to pull case records, such as single week or month.
- Search or sort for all cases of adult intimate partner violence within the selected time frame. Because the Blueprint is primarily a response to battering, adult intimate partner cases will be more likely to involve battering than the category of family violence.
- From the pool of intimate partner violence cases, listen to the calls or read the forms, reports, or other case records and build a set that reflects general agency practice.
- Complete any necessary redaction and copying.
- Convene the case review work group(s) and provide cases for review.
 - Case records consisting of 911 emergency calls or forms or reports of ten pages or less: start with 15 cases
 - Case records consisting of files comprised of multiple reports and forms from different sources, such as prosecution, probation, or court files: start with 8 cases
- Add cases as needed to establish a solid picture of how the agency's response is organized or to explore a specific kind of case or aspect of case processing (e.g., to learn more about declined or dismissed cases or to look more closely at risk and danger assessment).

4. Draft a confidentiality form for the case review process.

Because the work group will have access to detailed information about specific cases, individuals, and practitioners, it is crucial that its members agree to a set of ground rules governing how information will be treated and when and to whom it will be released. The Memorandum of Understanding template included in the Phase One tools requires such an agreement: "Agencies agree to make staff available for interviews and observations, and to have case files and other documents examined by team members under a negotiated confidentiality agreement." The confidentiality agreement template has been used in a variety of practice assessment settings. It provides a place to begin and finalize with agency administrators.

5. Decide the extent to which case records will be redacted.

The Blueprint practice assessment assumes that the case records the assessment team works with will not be redacted (i.e., information identifying a specific person or place will not be removed from the records). The confidentiality template requires keeping case information confidential and secure; it restricts identifying or discussing any person named in the case outside of the team's meetings. Redacting case records is helpful, but the cost and expense is beyond the reach of most communities conducting a Blueprint practice assessment. It is time-consuming to redact most case records used in the case review, unless they are in an electronic format where a find-and-replace function can make it a relatively quick process.

Redacted case material is the preferred approach whenever possible, however. As well as helping to safeguard personal identifying information, masking the identities of the people involved (victims, suspects, children, and practitioners) can help take the focus off of particular individuals or personalities and shift it to the practices involved. Redacting names of practitioners handling the case is particularly helpful in keeping the case review focused on systemic practices rather than individual performance. Consult agency administrators in advance to determine whether or not to redact the case material that is distributed to the team and, if so, to what extent. For example, prosecution case files that a work group reads in place, without photocopying, and that do not leave the prosecutor's office might be entirely un-redacted. Copies of 911 transcripts or arrest reports that team members read off-site would, at a minimum, have birthdates redacted and Social Security numbers removed. See the case review instructions template.

6. Compile case files, worksheets, instructions, and mapping notes for each group member.

- Use the template to prepare instructions.
- Provide or confirm that each work group member has the Blueprint brochure or similar material available as a reference.
- For large case files or reports, construct a timeline of events to include.
- Have a set of any applicable policies and protocols available for reference during the work group meetings.
- Have the **Blueprint Essential Elements Annotated** (Appendix 10 in *Becoming a Blueprint Community*) available for reference.

7. Orient any work group members who are new to the Blueprint to its purpose and goals.

8. Note: the coordinator or a member of the work group records the analysis.

Recommended: use a blank version of the case review worksheet in an electronic format to record a summary of the case review analysis for each agency and element of practice. This approach facilitates sharing the results with agency liaisons and administrators and the adaptation team. It also facilitates transferring information to the notes and documentation tool if the coordinator has

selected that option to track the results of the policy comparison, case reviews, and other findings from the practice assessment. Whatever the method of taking notes and tracking each work group's analysis, a summary of the case review must be available when the team meets to review the policy and practice assessment findings and identify gaps for the Blueprint to address.

Blueprint for Safety Policy and Practice Assessment: Confidentiality Agreement Template

The [community name] Blueprint for Safety Policy and Practice Assessment (hereinafter Blueprint Practice Assessment) of the [agency name] response to domestic violence will involve reviewing case records and other documents. To ensure the integrity of the process, respect the role of individual agency employees, and protect the privacy of community residents, assessment team members agree to the following:

1. The material collected and distributed to assessment team members is intended only for use in conducting the Blueprint Practice Assessment and to inform the Blueprint coordinator, adaptation team, and policy makers on the need for changes in intervention practices.
2. Team members will keep any materials containing case information confidential, in a secure location, and will return materials to the Blueprint Coordinator as requested on designated dates.
3. Team members will not identify or discuss any person named in any case materials, except as necessary within assessment team meetings.
4. Team members will not remove or copy any non-public forms, files, or other records containing personal identifying information.
5. Team members will adhere to agreed-upon procedures for releasing information about the assessment to agency administrators.

Blueprint Assessment Team Member Signature: _____

Print Name: _____ Date: _____

PLEASE RETURN THE SIGNED ORIGINAL TO [Blueprint Coordinator]

Questions? Contact [enter contact information for Blueprint Coordinator]

Instructions to Case Review Work Group - Template

1. Review the instructions and become familiar with the case review worksheet(s) and the essential elements.
2. Note the following cautions and procedures related to un-redacted and original case records.

<i>Any un-redacted case records, copied or original (records include actual names and personal identifying information)</i>	<i>Original, onsite case records (records are in un-redacted and original form and available only on agency premises)</i>
<ul style="list-style-type: none"> • Use the redacted case number. • Avoid using actual names in notes; use abbreviations, such as: <ul style="list-style-type: none"> ○ VIC = Victim / VIC1, VIC2, etc. ○ DEF = Defendant ○ J = Judge ○ MAG = Magistrate ○ CH = Child ○ WIT = Witness ○ PROS = Prosecutor ○ LE = Law enforcement officer ○ PROB = Probation agent • Do not use or record addresses, birthdates, Social Security numbers, driver's license numbers or other personal identifying information. 	<ul style="list-style-type: none"> • Follow all cautions for working with un-redacted case records. • Use the sticky notes provided to flag/highlight contents, forms, questions. • Do not write on the file or anything in it. • Do not reorder or remove any documents included in the case file.

3. Listen to the first call or read the first report or case file or document without stopping to take many notes on the worksheet or jumping into the analysis.
 - a. Read page by page as if you were reading a story of the events.
 - b. Let the words do the talking.
 - c. Highlight or flag what catches your ear or eye in relation to the overall response and the essential elements included on the worksheet.

- d. Highlight or flag key forms (e.g., police report, conditions of release, presentence investigation report, order of probation, victim impact statement).
4. Read through the case record a second time; pay close attention to whether and how it reflects the essential elements listed on the worksheet (use one worksheet per case).
 - a. Check off all practices that are evident in the call, report, or file.

Not every practice will be evident or applicable. For example, if no children are present or the suspect has not left the scene, elements related to the welfare of children or searching for a suspect would not apply.
 - b. Under the column: How does current PRACTICE compare?
 - i. Note what actually happens in practice. Is the element visible in practice or missing? What has actually happened in this particular case?
 - ii. Pay attention also to what is unknown, not applicable, or not possible in the case. Such information points the way to areas where the adaptation team might need to take a closer look, as well as to areas of possible change that will be necessary to fully implement the Blueprint essential elements.
 - c. Record any additional observations, questions, or examples related to the case and the practitioner's response.
 - d. Pay attention to whether and how the response reflects the Blueprint goals and principles (use the Blueprint brochure as reference).
 - e. Use quotes and concrete examples to illustrate key points and questions.
5. Repeat steps 2 through 4 for each case record assigned.
6. Review and discuss each case record together as a work group.

Identify themes and common gaps that emerge through the discussion. Note where essential practices are consistently occurring as well as where there are gaps.

7. Compile a summary of the discussion for each essential practice element.
 - a. Option: Use a blank version of the case review worksheet in an electronic format to record a summary of the case review analysis for each agency and element of practice. The coordinator can use the cut-and-paste feature to transfer information to the notes and documentation tool.
 - b. Option: Blueprint coordinator uses the notes and documentation tool during the work group's discussion to summarize the results of the case.
 - c. Option: Select a work group member to record the summary discussion on a blank case review worksheet and submit it to the Blueprint coordinator.

[7] CASE REVIEW WORKSHEETS

Case review worksheets are included for the following key steps in the criminal legal system process. The worksheets are organized by step or function and each one generally corresponds to the related agency. Where more than one local agency performs the same or similar functions—e.g., multiple police departments; a city and a county prosecutor; local and state probation—adapt the worksheet header to indicate the specific agency.

- 1. 911 Emergency Communications**
- 2. Law Enforcement**
- 3. Pretrial Release / Bail Evaluation**
- 4. Sheriff's Office**
- 5. Prosecutor**
- 6. Victim/Witness**
- 7. Probation**
- 8. Bench and Court Administration**

Blueprint Practice Assessment – Case Review: 911 Emergency Communications

911 EMERGENCY COMMUNICATIONS	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
1. Set priority-level response for domestic assault calls.	
2. Elicit and relay to responding officers information about: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene 	
3. Collect and relay information to aid officers in apprehending suspects who have left the scene.	
4. Communicate effectively and respectfully with callers.	
5. Tell callers when a squad has been dispatched.	
6. Determine how and when to safely keep callers on the line.	
7. Respond to people having difficulty with communication.	
8. Safely respond to interrupted calls.	
9. Safely respond to children on the line.	

911 EMERGENCY COMMUNICATIONS	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
<hr/>	
10. Communicate in person's first language and in ways that address limited English proficiency; provide access to interpretation, including TTY/TDD, when required.	
11. Utilize all available databases and information sources to obtain history on suspect.	
12. Code calls accurately when domestic violence-related.	
13. Record and keep calls and related documents in a manner which allows later access by bail evaluators, investigators, prosecutors, probation, and defense attorneys.	
14. Foster engagement with people seeking help: <ul style="list-style-type: none"> • Avoid placing the victim in a position of confrontation with the offender. • Protect victim from retaliation when communicating with offender. • Treat each interaction with the victim as an opportunity to build a partnership over multiple contacts. • Demonstrate awareness of signs that violence may be resuming or escalating. • Inform caller before placing him/her on hold. 	

911 EMERGENCY COMMUNICATIONS	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
15. Conduct regular supervisory review of calls and practice according to Blueprint policies and protocols.	
16. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	
17. Other observations related to the response to this call/case: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: Law Enforcement

LAW ENFORCEMENT	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
<ol style="list-style-type: none"> Obtain or request enhanced information from dispatch, including: <ul style="list-style-type: none"> Type & level of danger, weapons, types of violence used, etc. Exact report of what caller saw/heard/experienced Who is at the scene Information to aid in locating suspect who has left the scene Separate the parties and minimize sight and sound contact between suspect and victim(s) as safety permits. Communicate in a person's first language and in ways that address limited English proficiency and literacy. Interview everyone at the scene (including children) and obtain contact information for all. <ul style="list-style-type: none"> Obtain detailed contact information for the victim. Obtain suspect's statement if present at the scene or if s/he can be located. Identify and check on the welfare of all children at the scene. 	

LAW ENFORCEMENT**Essential Elements**

Call/Case ID# _____

How does current *PRACTICE* compare?**What actually happens in this call/case?**

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

6. Document and collect all available evidence, including photographs of all injuries, the scene, broken or damaged belongings, weapons, witness statements, electronic (e.g., recordings of text messages, voice-mail, social media), indicators of strangulation, indicators of stalking.

- Do not seize telephone if it would leave victim without a working phone.
- Request the victim sign a medical release if medical treatment will be sought.
- Collect and secure evidence related to probable cause regardless of suspect's absence from the scene.
- Note spontaneous statements by those at the scene.
- Note physical appearance and emotional demeanor of parties.

7. Determine the existence of civil protection orders, harassment restraining orders, and criminal no-contact orders.

8. Ask about and document past history of violence and stalking.

- Victim and witness informants
- Law enforcement and criminal history records

LAW ENFORCEMENT**Essential Elements**

Call/Case ID# _____

How does current *PRACTICE* compare?**What actually happens in this call/case?**

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

9. Ask and document responses to the risk questions and follow-up:

- a) Do you think he/she will seriously injure or kill you, your children, or someone else close to you?
What makes you think so? What makes you think not?
- b) How frequently does he/she intimidate, threaten, or assault you?
Is it changing? Getting worse? Getting better?
- c) Describe the time you were the most frightened or injured by him/her.
- d) Have you ever been threatened or intimidated by him/her for seeking help or attempting to seek help from police, the courts or others? How?

10. When both parties have used violence:

- Assess first for self-defense; arrest the party who was not acting in self-defense.
- If cannot determine self-defense, assess for the predominant aggressor; arrest the predominant aggressor.
- Discourage dual arrest.

LAW ENFORCEMENT**Essential Elements**

Call/Case ID# _____

How does current *PRACTICE* compare?**What actually happens in this call/case?**

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

11. Mandatory arrest with probable cause and any one or more of the following conditions:

- **Felony-level crime**
- **Injury or impairment to victim**
- **Dangerous weapon involved**
- **Violation of order for protection, harassment restraining order, or no-contact order**
- **Victim fears imminent bodily harm**

12. Ask about and document threats to victim for seeking help or attempts to dissuade victim from seeking help.

13. Whether or not there has been an arrest, provide assistance to victims before clearing the scene:

- **At a minimum, address: medical care, transport to a safe place, notice of victim's rights and compensation, advocacy and community resources, civil protection orders.**
- **Encourage victim to call 911 if suspect returns to the scene.**

14. When probable cause exists to make an arrest and the suspect has left the scene, collect all evidence, take measures to locate the suspect and protect the victims; submit an investigation report.

LAW ENFORCEMENT	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
<p>15. Document patrol response and arrest decision in a report utilizing information in the Domestic Violence Patrol Report Checklist (attached).</p>	
<p>16. If there is insufficient probable cause for an arrest, write a brief report to document the complaint and the response. Do not recode a call dispatched as domestic abuse-related to a non-domestic category.</p>	
<p>17. If the suspect is gone from the scene (GOA), collect evidence in the same way as when an arrest has taken place and search for suspect as is reasonably possible.</p>	
<p>18. Conduct prompt supervisory review and (1) assign follow-up investigation when patrol has determined probable cause for an arrest or (2) forward to charging attorney without further investigation.</p>	
<p>19. Cases with one or more of the following receive high priority regardless of whether offender is in custody or out of custody ("gone-on-arrival"):</p> <ul style="list-style-type: none"> • Imminent time deadline • Significant injury or impairment • Strangulation or stalking alleged • Victim's response to risk questions indicates significant risk 	

LAW ENFORCEMENT	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this call/case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
20. In gross misdemeanor and felony cases: <ul style="list-style-type: none"> • Conduct an expanded domestic violence risk assessment as warranted, starting from responses to the three risk questions. • Evaluate for all possible charges. 	
21. Be alert to and investigate types of crimes associated with domestic violence: <ul style="list-style-type: none"> • Stalking/harassment • Strangulation • Sexual coercion/sexual aggression • Witness tampering 	
22. Promptly notify the victim when a case is declined for referral to prosecution.	
23. Determine if the suspect is on probation; if so, notify probation of the circumstances of the case, including any offenses where the suspect left the scene and has not been located.	
24. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration over time, and increase access to services and protection.	

LAW ENFORCEMENT

Essential Elements

Call/Case ID# _____

How does current *PRACTICE* compare?

What actually happens in this call/case?

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

25. Conduct regular supervisory quality and compliance review of departmental practice according to adapted Blueprint policies and protocols.

- Patrol and investigation supervisors conduct regular review of reports and files
- Refer reports to supervisors and commanders for review, redrafting, and policy/protocol clarification
- Approve officers' actions when exceptions to arrest policy are contemplated

26. Provide structure for supervisors to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.

27. Meet regularly with 911, prosecution, and probation to discuss and resolve problematic cases and responses.

28. When an incident involves department employee:

- Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability.
- Send a supervisor of higher rank than the suspect to the scene.
- Supervisor shall recover arrestee's badge, law enforcement identification card, and weapon.

LAW ENFORCEMENT

Essential Elements

Call/Case ID# _____

How does current *PRACTICE* compare?

What actually happens in this call/case?

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

29. Incidents involving public figures:

- Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability.
- Send a supervisor to the scene.
- Take precautions to protect the victim's safety and confidentiality.

26. Other observations related to the response to this call/case:

- Strengths
- Other gaps

Attachment to Law Enforcement Essential Elements – Practice Assessment Case Review

Domestic Violence Patrol Report Checklist

Background and officers' actions:	For each witness and party involved:	Information from the victim, including history of violence and stalking and contact information:
<input type="checkbox"/> Time of officers' arrival and time of incident	<input type="checkbox"/> His/her account of events and responses to follow-up questions	<input type="checkbox"/> Responses to the risk questions:
<input type="checkbox"/> Relevant 911 information, including specific details about any violence or threats in the 911 call	<input type="checkbox"/> Officer observation related to the person's account of events	5. Do you think he/she will seriously injure or kill you or your children? What makes you think so? What makes you think not?
<input type="checkbox"/> Immediate statements of either party and any witnesses at the scene	<input type="checkbox"/> Identification, address, and means of locating the person for follow-up, including: <ul style="list-style-type: none"> ○ Home address and phone number ○ Place of employment, work address and phone number ○ Cell phone number(s) ○ Relationship to other parties 	6. How frequently and seriously does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?
<input type="checkbox"/> A complete description of the scene		7. Describe the time you were the most frightened or injured by him/her.
<input type="checkbox"/> Note any existing protection or no-contact orders, probation, warrants, prior convictions		8. Have you ever been threatened or intimidated by him/her for seeking help or attempting to seek help from police, the courts or others? How?
<input type="checkbox"/> Summarize actions taken by responding officers (e.g., entry, arrest, non-arrest, use of force, attempts to locate, transport, advocacy contact and referrals, victim notification, seizing firearms, rationale for self-defense or primary aggressor determination)	For each party involved: <input type="checkbox"/> Injuries or impairment, (including pain, strangulation effects, breathing, movement impairment)	<input type="checkbox"/> Threats to the victim for seeking help, particularly from law enforcement or courts, and stalking behaviors
<input type="checkbox"/> Account of evidence collected (e.g., pictures, statements, weapons, other)		<input type="checkbox"/> Name and phone numbers of someone who can always reach the victim

Attachment to Law Enforcement Essential Elements – Practice Assessment Case Review

Domestic Violence Patrol Report Checklist

<input type="checkbox"/> Presence of risk factors (see below)		NOTE: Record victim contact information in the confidential section of the report.
<input type="checkbox"/> If an arrest was not made, the reason why	<input type="checkbox"/> Emotional state/demeanor	
<input type="checkbox"/> When possible, issue a squad pick-up and hold on suspects not on the scene (“gone-on-arrival” or GOA) that are on probation.	<input type="checkbox"/> Acts of intimidation or aggression	
	<input type="checkbox"/> Presence or use of weapons	
	<input type="checkbox"/> Alcohol or drug consumption and impairment of those involved	<input type="checkbox"/> Inform the victim that every effort will be made to protect this information, but that it is possible that the suspect could gain access via court order

Additional information related to the suspect:

- ☐ GOA: details about where the suspect might be and where he/she stays when not at the address of the incident; physical and vehicle descriptions; aliases
- ☐ Suspect’s county and state of residence during the past ten years
- ☐ Whether Miranda is given and/or request for attorney and when this occurred
- ☐ Whether a custodial taped interview of the suspect was conducted
- ☐ Any spontaneous statements given by the suspect after the arrest

Additional information related to the case:

- ☐ Details regarding presence, involvement, and welfare of children at the scene
- ☐ Existence of language, communication, or cognition barriers
- ☐ Medical help offered or used, facility, and medical release obtained
- ☐ Presence or involvement of elderly people or people with disabilities

RISK & DANGER FACTORS

Caveat-Not a complete list:

- Stalking
- Strangulation; attempts to “choke”
- Threats to kill the victim
- Victim believes or fears threats to kill
- Threats to kill conveyed to others
- Threats of suicide
- Forced sex or pressuring for sex even when separated
- Serious injury to the victim
- Carries, has access to, uses,

Attachment to Law Enforcement Essential Elements – Practice Assessment Case Review

Domestic Violence Patrol Report Checklist

or threatens with a weapon

- Violence outside of home
- Increase in frequency, severity, or type of violence
- Frequent impairment by alcohol or drugs
- Victim attempting a permanent break
- Estrangements and separations
- Failure of prior interventions
- Prior arrests, law enforcement calls, and/or protection order(s)
- Obsessive control of victim's daily activities; obsessive jealousy

Violence with a pattern of coercion is a serious marker of high risk violence.

*For more information see
Blueprint for Safety Appendix 1A:
Practitioners' Guide to Risk and
Danger in Domestic Violence
Cases*

Blueprint Policy and Practice Assessment: Pretrial Release / Bail Evaluation

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p> <p>Call/Case ID# _____</p>	<p>What actually happens in this case?</p> <p><input type="checkbox"/> <i>Check all practices demonstrated; give examples</i></p> <p><input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i></p>
<p>1. Present a bail evaluation that includes severity and context, criminal history, risk to the victim and community as well as likelihood of reappearance.</p>	
<p>2. Inform the victim of limits of confidentiality; put procedures in place to protect information obtained from victim to the extent possible under law.</p>	
<p>3. Differentiate recommendations for bail and conditions of release based on risk, context, and severity.</p>	
<p>4. Contact the victim about the incident, history of violence, and wishes concerning conditions of release, including no-contact orders.</p>	
<p>5. Inform the victim promptly of ordered conditions of release.</p>	
<p>6. Supervise defendants granted conditional release, monitor for compliance with conditions of release, and respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger. <input type="checkbox"/></p>	
<p>7. Inform victim of who to contact and how to report violations or harassment by defendant.</p>	

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
8. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, and increase access to services and protection.	
9. Respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.	
10. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
11. Conduct regular supervisory review of pretrial/bail evaluation practices according to Blueprint policies and protocols	
12. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	
13. Meet regularly with prosecution and court administration to discuss and resolve problematic practices and responses.	
14. Other observations related to the response to this case: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: Sheriff's Office

SHERIFF'S OFFICE	How does current <i>PRACTICE</i> compare?
Essential Elements Call/Case ID# _____	What actually happens? Based on: <input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
1. Use widest possible sources of information to locate defendant.	
2. Obtain and act upon information from victims related to locating the defendant.	
3. Prioritize warrants based on crime level and risk and danger.	
4. When new information is received, reactivate dormant warrants and renew attempts to locate defendant.	
5. Capture and report to law enforcement the defendant's behavior at time of service regarding threats, intimidation, risk and danger.	
6. Capture and report to law enforcement information regarding threats and risk and danger during booking and defendant's stay in the jail.	
7. Provide prompt notification to victim of defendant's impending release.	
8. Prohibit visits, correspondence, and phone calls between defendant and victim if a no-contact order is issued.	
9. Block victim's phone number unless victim wants contact and a no-contact order is not in place.	

SHERIFF'S OFFICE	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens? Based on:
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
10. Make jail audio readily available to law enforcement and prosecution.	
11. Establish procedures to obtain, accept, and act on victims' reports of harassment or threats.	
12. Alert courtroom security to the existence of a protection order or no-contact order.	
13. Establish procedures to act upon violations of court orders or victim intimidation.	
14. Provide a secure area for victims in the courthouse.	
15. Report to prosecutors any intimidation or harassment of victim by defendant.	
16. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
17. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
18. Conduct regular supervisory review of Sheriff's Office practice according to Blueprint policies and protocols.	

SHERIFF'S OFFICE	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens? Based on:
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
19. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	
20. Other observations related to the response to this case: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: Prosecution

PROSECUTION	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
1. Approach charging in ways that minimize dependence on the victim and maximize other sources of information. <ul style="list-style-type: none"> • Post-arrest witness intimidation is very common in domestic violence cases. Know the doctrine of forfeiture by wrongdoing and prepare the case accordingly. • Expand the focus to include illegal behavior after patrol arrives. • Charge all relevant crimes except where victim safety, safety of victim-defendants, warrant otherwise. 	

PROSECUTION	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p> <p>Call/Case ID# _____</p>	<p>What actually happens in this case?</p> <p><input type="checkbox"/> Check all practices demonstrated; give examples</p> <p><input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)</p>
<p>2. Evaluate the risk and lethality factors and the context of the violence and adjust prosecutorial response accordingly.</p>	
<p>3. Request further investigation rather than decline a case that might be charged with additional evidence.</p>	
<p>4. Reevaluate the case for additional charges or amended charges as additional evidence is gathered.</p>	
<p>5. Be aware of potentially undercharged crimes in domestic violence cases: strangulation, stalking, sexual coercion/sexual aggression, and witness tampering.</p>	
<p>6. Relay charging decisions, including declining or dismissing charges, promptly to law enforcement, victim, and victim/advocate.</p>	
<p>7. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>	
<p>8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>	
<p>9. Engage in and document early and continuing contact with victims.</p>	

PROSECUTION	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
10. Adopt process to obtain and consider input from victim and/or victim's advocate about pretrial conditions of release.	
11. Consider each no-contact order individually.	
12. Do not threaten to or place a victim in custody to ensure witness availability.	
13. Approach cases with the understanding that the victim may not appear for trial or may recant.	
14. Do not file criminal charges against a recanting victim.	
15. Make recommendations for bail and pretrial conditions of release that reflect context and severity of the offense, the risk and danger, and safety needs of the victim and public.	
16. Unless provided by another agency, keep victim informed of bail and pretrial release conditions and procedures.	
17. Take prompt action upon notice of violation of conditional release to ensure sure and swift consequences.	

PROSECUTION	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
18. Obtain and take into account input from victim and advocate about plea and sentencing recommendations.	
19. Ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.	
20. Adjust the response when considering plea agreements and sentencing with victim/defendants.	
21. Request a probationary no-contact order at the victim's request, overriding this request only in rare cases where the suspect poses significant danger to the victim or the community.	
22. Provide information on plea and sentencing to appropriate persons and agencies including the victim.	
23. Provide probation PSI writer with already gathered information.	
24. Take prompt action to address violations of probation conditions to ensure sure and swift consequences.	

PROSECUTION	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p> <p>Call/Case ID# _____</p>	<p>What actually happens in this case?</p> <p><input type="checkbox"/> <i>Check all practices demonstrated; give examples</i></p> <p><input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i></p>
<p>25. Conduct regular supervisory review of prosecution files and practices according to Blueprint policies and protocols.</p>	
<p>26. Provide structure for managers/supervisors to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.</p>	
<p>27. Other observations related to the response to this case:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: Victim/Witness

VICTIM/WITNESS	How does current <i>PRACTICE</i> compare?
Essential Elements Call/Case ID# _____	What actually happens in this case? <input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
1. Inform victim that communication is not confidential.	
2. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
3. Make contact as soon as possible and maintain contact throughout the criminal court process.	
4. Connect victims with community-based advocates who can provide assurance of confidentiality.	
5. Seek input from the victim at all stages of the process and communicate information to prosecutor.	
6. Facilitate victim's access to the prosecutor and legal system to ensure that the victim has a voice in process and that her/his expressed concerns are communicated and considered.	
7. Explore victim's concerns about safety and problem-solve to address question and concerns, including the implications of a no-contact order.	

VICTIM/WITNESS	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
8. Provide required victim notifications related to the criminal case process pursuant to state law and assist victims in exercising their rights.	
9. Work with prosecution to ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements..	
10. Offer support, information and resources throughout the process.	
11. Arrange assistance as needed to facilitate victim's participation in court proceedings.	
12. Facilitate victim's connection to probation throughout presentence investigation, sentencing, and supervision.	
13. Provide for post-conviction assistance, information, and support.	
14. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
15. Conduct regular supervisory review of Victim/Witness agency practice according to Blueprint policies and protocols.	

VICTIM/WITNESS	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
16. Provide structure for managers to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.	
17. Meet regularly with law enforcement and prosecution to discuss and resolve problematic cases and responses.	
18. Other observations related to the response to this case: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: Probation

PROBATION	How does current <i>PRACTICE</i> compare?
Essential Elements	What actually happens in this case?
Call/Case ID# _____	<input type="checkbox"/> Check all practices demonstrated; give examples <input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)
1. Establish procedures to obtain victim input regarding presentence investigation (PSI) and conditions of probation, including no-contact orders and response to violations.	
2. Conduct PSIs that search all available records and capture complete information about the current offense and defendant's past use of violence.	
3. Incorporate history, context, severity, risk and danger in the PSI report, with particular attention to those cases involving apparent victim-defendants (i.e., where the defendant appears to have been abused in the past by the identified victim in the case).	
4. Make PSI recommendations based on context, severity, risk and danger.	
5. Attempt to meet with or contact the victim prior to first meeting with the defendant.	
6. Meet promptly with offender to review all probation conditions and obtain signed releases.	

PROBATION	How does current <i>PRACTICE</i> compare?
Essential Elements Call/Case ID# _____	What actually happens in this case? <input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
7. Provide supervision that is appropriate to risk and danger and consistent in holding offender accountable. <ul style="list-style-type: none"> • Ensure that supervision of victim-defendants does not make the defendant more vulnerable to further violence. • Identify high risk offenders and utilize enhanced supervision. 	
8. Provide immediate response to probation violations, differentiated based on risk posed to the victim and the community.	
9. Establish procedures to hear probation violations based on new criminal activity before the new charge is resolved, if the activity is associated with increased risk to victim.	
10. Provide timely and thorough notification to victims of the terms and conditions of probation.	
11. Seek information from victims about their concerns during supervision, including how to report violations in a manner that does not increase risk.	
12. Ensure programming, including appropriate domestic violence treatment, that that accounts for risk and danger.	

PROBATION	How does current <i>PRACTICE</i> compare?
Essential Elements Call/Case ID# _____	What actually happens in this case? <input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
13. Coordinate and share information with treatment programs; monitor compliance with probation conditions.	
14. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	
15. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.	
16. Other observations related to the response to this case: <ul style="list-style-type: none"> • Strengths • Other gaps 	

Blueprint Policy and Practice Assessment: The Bench and Court Administration

THE BENCH AND COURT ADMINISTRATION	How does current <i>PRACTICE</i> compare?
Essential Elements Call/Case ID# _____	What actually happens in this case? <input type="checkbox"/> <i>Check all practices demonstrated; give examples</i> <input type="checkbox"/> <i>Note if unknown or not applicable or possible in this call/case (explain)</i>
1. Allow prosecutors/probation to present relevant information regarding the violence, risk, context, and severity at all stages of criminal process.	
2. Determine pretrial conditions of release and bail based on risk factors present, victim safety, public safety and likelihood of reappearance.	
3. Determine the issuance of no-contact orders on an individual basis.	
4. If victim objects to issuance of a no-contact order, assess both the context and risk to victim if the no-contact order is not issued and the difficulty for victim if it is ordered.	
5. Set conditions of release and bail when suspect cannot be arrested on scene ("gone-on- arrival") on same basis as in-custody cases.	
6. State pretrial and probationary conditions in clear and precise language. <input type="checkbox"/>	
7. Read key conditions of probation aloud during sentencing.	
8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.	

THE BENCH AND COURT ADMINISTRATION**How does current *PRACTICE* compare?****Essential Elements****What actually happens in this case?**

Call/Case ID# _____

- ☐ *Check all practices demonstrated; give examples*
- ☐ *Note if unknown or not applicable or possible in this call/case (explain)*

9. Establish a process to allow victims to request modification or dismissal of no-contact orders.

10. Provide a prompt response to violations of conditions of pretrial release.

11. Distribute court orders, including conditions of pretrial release, no-contact orders (and any modifications or cancellations), and probation conditions to involved parties and agencies, including to victim unless provided by another agency.

12. Order a presentence Investigation (PSI) in all cases where the original charge is a domestic violence-related offense, regardless of conviction charge.

13. Issue a disposition that reflects risk, context and severity.

14. Except in rare cases involving particularly dangerous defendants who place victims or the community at high risk of serious or lethal harm, do not issue warrants for victims who do not appear in court pursuant to a subpoena.

15. Obtain victim input on pleas and sentencing.

THE BENCH AND COURT ADMINISTRATION	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p> <p>Call/Case ID# _____</p>	<p>What actually happens in this case?</p> <p><input type="checkbox"/> Check all practices demonstrated; give examples</p> <p><input type="checkbox"/> Note if unknown or not applicable or possible in this call/case (explain)</p>
<p>16. Except in very rare cases after an assessment of risk and danger, do not order a probationary no-contact order over the victim's objection.</p>	
<p>17. Hear probation violations promptly.</p>	
<p>18. Establish procedures to order surrender of firearms based on state and federal law.</p>	
<p>19. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>	
<p>20. Establish a courtroom atmosphere that enhances criminal justice system intervention to support victim safety and offender accountability.</p>	
<p>21. Conduct regular supervisory review of court practices according to Blueprint policies and protocols.</p>	
<p>22. Provide a structure for court administration to participate in ongoing interagency Blueprint monitoring, evaluation, and maintenance.</p>	
<p>23. Other observations related to the response to this case:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 	

[8] PRACTITIONER INTERVIEWS AND OBSERVATIONS

In a Blueprint for Safety Policy and Practice Assessment, interviews and observations with those working in the criminal legal system supplement information gained via the mapping and case review steps. Interviews and observations are useful in learning more about a specific step in case processing and to answer questions and clarify what the team is learning. Practitioner interviews and observations are also a way to further explore issues and gaps for victims/survivors that emerge via community consultation activities.

Interviews: “Talking”

Interviews provide insight into how the criminal legal system response is organized or “put together” in ways that that workers are required or authorized to take certain actions and restricted from taking others. Talking with line staff and administrators helps build more in-depth knowledge about the kinds of rules, administrative procedures, training, documents and forms, links, and other factors that influence what happens.

Interviews can help a Blueprint adaptation team expand its understanding of:

- Where and how the essential elements are included in or missing from practice
- An agency’s mission and goals and how those impact the response to battering and domestic violence crimes
- The purpose of different steps in the criminal legal system process
- Functions of an worker’s specific tasks
- Historical trends related to the criminal legal system and/or agency’s response
- Data collection practices
- Ways in which the response is organized or unorganized to address the needs of victims of battering and their children
- How and where victims are linked with community-based advocacy
- Choices that a practitioner is authorized to make at specific points in case processing
- Responses that might reinforce gaps in safety or accountability
- How an agency’s response is documented and communicated to other interveners
- Whether and how safety and accountability measures are reflected in case documents

Observations: “Watching”

Watching practitioners at work provides a more detailed and often more accurate picture of the criminal legal system response by focusing on what actually happens in the moment, on the job. In interviews, people tend to convey what agency policy and their job description say they should do. Observations help an assessment team see what actually happens in the response to battering and domestic violence crimes. What the team observes may confirm or contradict what they have learned at other stages of the assessment. Observations are often an opportunity to talk with practitioners as well and conduct a kind of abbreviated interview.

Observations can help a Blueprint adaptation team expand its understanding of:

- Where and how the essential elements are included in or missing from practice
- The small things that practitioners do every day or intuitively that are routine and outside of the official job description
- The conditions under which those responding to battering and domestic violence crimes actually work, such as the case-loads, time, tools and equipment involved and the short cuts workers take
- Practitioners actual interactions with the people who are involved in battering and domestic violence crimes
- The human emotions, strains, and vulnerabilities that are rarely accessible in case files and difficult to fully explore in interviews
- How specific steps and processes in the criminal legal system work and the kinds of forms, reports, and other documents that impact the process
- The full range of the ways in which criminal legal system practitioners are organized to respond both within and across each key agency

Who to talk with . . . what to watch

A Blueprint policy and practice assessment might involve any of the following kinds of interviews and observations and others specific to local needs.

Practitioner Interviews

- Line staff and supervisors, such as:
 - Emergency communications call-takers and dispatchers
 - Patrol officers
 - Investigators/detectives
 - Jail booking and monitoring staff
 - Prosecution charging attorneys
 - Victim/witness specialists
 - Bail/pretrial release screeners and monitors
 - Presentence investigation writers
 - Probation supervisors
 - Public defenders
 - Batterer intervention program facilitators
- Members of specialized response teams or high-risk offender teams
- Staff and practitioners affiliated with family safety center-type agencies
- Staff assigned to training and policy development/management: e.g., the police training academy director; manager of the law enforcement agency accreditation process
- Agency administrators and policy-makers:

Practitioner Observations

- Sitting in with emergency communications call-takers and dispatchers
- Riding with patrol officers
- Shadowing investigators as they review and follow-up on cases
- Observing courthouse security
- Shadowing prosecutors as they make charging decisions and negotiate plea agreements
- Watching court hearings related to all facets of the case through final disposition
 - Arraignment
 - Bail setting and review
 - Pleas and sentencing
 - Trials
 - Specialized domestic violence monitoring court or hearings
- Shadowing probation supervisors
- Sitting in on meetings of specialized response or high-risk offender teams

Practitioner Interviews

- Emergency communications center director
- Chief of police and command staff
- Sheriff
- Jail administrator
- Pretrial screening and monitoring agency director
- Family safety center director
- Probation services manager
- Lead public defender
- Judges

Practitioner Observations

Scope and approach

In a Blueprint policy and practices assessment, a mix of people conduct interviews and observations: the Blueprint coordinator, advocate, adaptation team, and/or members of agency-specific work groups. Who does what kinds of interviews or observations and how many will vary greatly. In some communities, the Blueprint coordinator and one or two members of the adaptation team might do a few follow-up interviews to clarify something that has emerged from the mapping or case review. Other communities might do interviews and observations when such questions come up. Still others might emphasize observations over interviews and focus on key points of intervention that are relatively easy to observe, such as sitting in at the 911-emergency communication center, patrol ride-along, or observations of a variety of court hearings.

In order to track and manage the overall assessment and its results, the Blueprint coordinator has the central role in scheduling and managing interviews and observations, regardless of who is assigned to a specific activity. As with access to case records, the Memorandum of Understanding secured in the planning phase sets the expectation that agencies will make staff available for interviews and observations.

The following steps and tips help guide the process, regardless of how narrow or broad the use of interviews and observations.

Practitioner Interviews and Observations: Steps and Tips

1. Expect to spend an hour for most interviews and two hours for most observations.

You need enough time to discuss the essential elements and explore the response to battering and domestic violence crimes.

2. Prepare ahead of time.

If unsure about the focus or purpose of the interview or observation, clarify it with the Blueprint coordinator. Review the Blueprint brochure, essential elements, and results of any mapping or case review that has occurred.

3. Consider the person to be interviewed or observed as an extension of the Blueprint adaptation team.

Their perspectives into the criminal legal system process is a significant source of information. They will have many contributions to understanding whether and how the essential elements are reflected in policy and practice.

4. Provide a brief overview of the Blueprint for Safety and the policy and practice assessment.

Ask about the person's familiarity with the Blueprint for Safety and provide a brief overview as needed. Leave a copy of the Blueprint brochure or similar local document. Explain the policy and practice assessment phase and emphasize that the interviews and observations are not assessments of individual effectiveness or actions.

5. Use the Blueprint mapping as a guide for asking questions and watching what is happening.

The map provides a reference point about what is currently happening—or what the assessment team thinks is happening, based on its inquiry thus far.

6. Use the Blueprint essential elements for the agency as a guide for asking questions and watching what is happening.

The essential elements provide a clear, useful framework for talking with a practitioner about what may or may not be happening under current policy and practice.

7. Seek concrete examples.

Ask for specific example of what you are discussing: show me the case file, report, form, computer screen, etc. Describe the last two cases where you saw this essential element in practice . . . where the policy didn't work. Note concrete details from cases you observe.

8. Ask about the uses of policies, forms, and technology; how information is collected and routed; how this practitioner is linked to others.

Use the interview or observation to fine-tune the policy and practice assessment's discoveries about how the criminal legal system response to battering and domestic violence crimes is organized.

9. Avoid arguing or disagreeing about practices you observe or opinions that differ from your own.

Arguing or judging diverts attention away from the goal of fully understanding what is happening at a certain point in case processing and how the essential elements are present or absent. The more relaxed you stay, the better the person being interviewed or observed will be at sharing their perspective and contributing to the assessment.

10. Prepare, review, and submit notes promptly to the Blueprint coordinator.

The longer you wait to sum up the interview or observation, the more likely you are to miss the flow and forget key insights to share with the assessment team. In addition, the Blueprint coordinator has a big job in managing and tracking the results of the policy and practice assessment, as well as the Blueprint adaptation process overall. Prompt completion of assignments and notes help keep the process moving forward.

[9] ANALYSIS AND REPORTING

Analysis is the process of gathering the insights and ideas that emerge from the policy and practice assessment in order to identify problems, support the statements with documentation, and define the kinds of changes that need to occur. Analysis occurs in a dynamic, ongoing way as part of the information-gathering, from community consultation and mapping to policy comparison, case review, and any interviews and observations. Through analysis, the Blueprint coordinator and work groups answer the four questions that frame the assessment:

1. How does the current criminal legal system response meet the Blueprint's essential elements for recommended practice in battering and domestic violence related crimes?
2. What are the range of victims' needs and experiences with the current response?
3. What are the experiences of victims from communities that are over-represented and/or underserved in the criminal legal system?
4. What policy and practice changes should be made to address gaps in recommended practice and to better meet victims' needs within the framework of the Blueprint for Safety?

The assessment provides the foundation for Phase Three: Adapt Policy and Adjust Practice. The primary need for reporting the assessment outcomes is to prepare the work groups that will identify agency-specific policy revisions and changes to current practice and produce the collective Blueprint policy. In addition, the full Blueprint adaptation team, organizers and key champions, agency heads, and others in the community need to know how the current legal system response compares to the Blueprint's recommended practice. Reporting does not require a complex, formal document but it should address the four questions that frame the assessment and highlight how current practice compares to the Blueprint's essential elements.

Coordinating the analysis and reporting

1. Utilize Coordinating the Blueprint for Safety: Strategies to Stay Focused and Move Forward (Appendix 19 in *Becoming a Blueprint Community*).

This tool provides a reference point and strategies for facilitating the assessment process.

2. Meet frequently during the assessment to discuss what the work groups and team members are learning.

Regular check-in meetings help capture what the assessment is learning, keep the process moving, and identify where additional information-gathering is needed. Ask and document:

- What have we learned . . .
 - About how current practice reflects the essential elements?
 - Victims' needs and experiences with the current response?

- Experiences of victims from over-represented and/or underserved communities?
- Where do we need more information? What kind of information?
- What are the potential gaps in recommended policy and practice? What changes will help solve these problems?

3. Build the analysis over time.

Initial conclusions may not hold up. Expand the understanding of what is happening in the response by asking more questions and gathering additional information where needed. Revise or eliminate problem statements accordingly.

4. Draw on the Blueprint Essential Elements as a primary frame of reference, in both the annotated form and as policy comparison and case review worksheets.

The essential elements help focus attention and provide an anchor for discussions and examples of what the assessment team is learning about policy and practice.

5. For each problem that emerges, apply the following four-step process to sum up the nature and likely sources of the problem.

A. Identify and document the problem.

- Where in the process does it occur?
- What data sources contribute to identifying the problem?
 - Statistical
 - Mapping
 - Community consultation
 - Policy comparison
 - Case reviews
 - Interviews
 - Observations

B. Address who is most affected by the problem and in what ways.

- Are there different impacts according to people's life circumstances, cultural identities, communities?
- How does the problem affect those overrepresented and/or underserved in criminal legal system?

- C. Expand understanding of the problem via additional information as needed.
 - o What additional information needs to be developed?
 - o Who needs to be involved?
- D. Identify the sources of the problem in the ways in which the response is organized.
 - o Rules & regulations
 - o Administrative practices
 - o Resources
 - o Linkages
 - o Education & training
 - o Concepts & theories
 - o Mission, purpose, & function
 - o Accountability

Use the Problem Analysis Worksheet and the related reference, Primary Ways of Organizing Work, to guide the work groups' discussions and analysis.

- 6. Collect individual and group notes; document discussions and recommendations.

Making recommendations for policy and practice adaptations is a smoother process when there is a clear record of what the assessment discovered. The Policy and Practice Assessment Notes and Documentation template (Appendix 22-10) provides an all-in-one tool for a coordinator to maintain a record of the assessment. Use the template as-is, customize it, or use it as a framework for building a database to document and query the results of the assessment.

- 7. Draft reports as needed to prepare the Phase Three policy adaptation work groups and to update the Blueprint adaptation team, Blueprint organizers and champions, and agency heads.

"Reports" can take different forms, depending upon the purpose and level of detail needed. For example:

- o Printed or electronic version of the completed Policy and Practice Assessment Notes and Documentation Tool (Appendix 22-10)

If used to track assessment results, the information included in the notes and documentation template will benefit the Phase 3 policy adaptation work groups as they determine what kind of policy changes to recommend. Generate agency-specific reports for individual work groups. Provide the entire report to the Blueprint adaptation team.

Include a face sheet that summarizes the highest priorities and discoveries related to the four questions that frame the assessment.

- o Oral presentation plus a one-page handout with highlights of the assessment

This format is useful for updates to agency administrators and to the Blueprint adaptation team, organizers, and champions. Use the four questions to organize the information. Such a report can be agency-specific (e.g., briefing to police department command staff or the district attorney's office) or include the full scope of the Blueprint. The handout provides a take-away for the audience to

- o Web site platform

Updates can be distributed via a password link that the Blueprint adaptation team and other authorized users have access to. Any public reports should be cleared with the agencies involved.

Policy and Practice Assessment: Problem Analysis Worksheet

Step	Notes
<u>Step 1:</u> Identify and document the problem. <ul style="list-style-type: none"> Where in the process does it occur? What data sources contribute to identifying the problem? <ul style="list-style-type: none"> Statistical Mapping Community consultation Policy comparison Case reviews Interviews Observations 	
<u>Step 2:</u> Address who is most affected by the problem and in what ways. <ul style="list-style-type: none"> Different impacts according to people's life circumstances, cultural identities, communities? Those overrepresented and/or underserved in criminal legal system? 	
<u>Step 3:</u> Expand understanding of problem. <ul style="list-style-type: none"> What additional information needs to be developed? Who needs to be involved? 	

Policy and Practice Assessment: Problem Analysis Worksheet

Step

Notes

Step 4:

Identify the sources of the problem in how the agency's and/or system's response is organized.

- 1) Rules & regulations**
 - 2) Administrative practices**
 - 3) Resources**
 - 4) Linkages**
 - 5) Education & training**
 - 6) Concepts & theories**
 - 7) Mission, purpose, & function**
 - 8) Accountability**
-

Primary Ways of Organizing Work

No one working in the criminal legal system—or any other complex system—arrives at work each day and decides what to do and how to do it. While there are degrees of discretion according to role and job function, no one gets to make up her or his own job; no one has total discretion. Institutions organize and direct what workers do in order to standardize the response.

What workers must do and how they do it are shaped by laws and policies, roles and functions, procedures, training, concepts, and other factors. Identifying these factors is a key strategy in analyzing problems discovered by a Blueprint policy and practice assessment—and in solving the problems. Changing the ways in which work is organized changes the response.

1. Rules & regulations

Laws, administrative rules, court rulings, policies, and directives, etc., that direct and guide management of the institution and tell workers what they must do.

2. Administrative practices

All ways that standardize how workers do what rules and regulations require them to do—e.g., forms, reports, screening tools, routing instructions.

3. Resources

Funding, materials, processes, and personnel needed to accomplish the work.

4. Linkages

Ways that workers are connected to other workers and processes, to the people who seek or drawn into its services, and to other institutions, such as state or federal regulating agencies.

5. Education & training

Formal and informal ways that workers learn their jobs and are exposed to different concepts and theories and professional thinking and practice.

6. Concepts & theories

Theories, assumptions, language, categories, etc., that organize workers to act on cases in authorized and approved ways.

7. Mission, purpose, & function

Overarching purpose of a system (e.g., criminal court), a specific process within that mission (e.g., arraignment), and a specific practitioner role (prosecutor).

8. Accountability

Person to person (e.g., offender to victim), practitioner to practitioner (e.g., 911 call-taker to patrol officer), agency to agency (e.g., prosecutor's office to probation), agency to person (e.g., police to victim/survivor), and institutions to due process.

[10] NOTES AND DOCUMENTATION TOOL

Using this tool

This tool provides an option for the Blueprint coordinator to document the policy and practice assessment. Assessment activities occur over a period of months, using a variety of work groups. The coordinator can use the tool to update findings as they become available. The coordinator will often keep notes as a member of the work group. In other settings, a summary will be entered from notes provided by the work group.

- Option: Download the document template from www.praxixinternational.org and use as-is. [ADD more specific location and/or instructions when final]
- Option: Incorporate the content fields into any agency profile and tracking database or other system set up during Phase One.
- Bottom line: Maintain a written record of all policy and practice assessment findings and recommendations that can be shared with or used to generate reports (whether formal or informal) to the Blueprint adaptation team and work groups, organizers, and agency administrators.

To address questions about why a particular element is included, see the explanation in **Blueprint Essential Elements Annotated**, Appendix 10 in *Becoming a Blueprint Community*.

The tool is also designed to enable a coordinator to keep track of who is involved and the scope of assessment activities. For example:

Summary of the 911 Emergency Communications assessment activities	
Work groups	<p>1 team completed all activities; members included:</p> <p>Susan Smith, EEC supervisor; designee to Blueprint Adaptation Team</p> <p>John Jones, EEC deputy director (policy comparison only)</p> <p>Gail Green, EEC call-taker</p> <p>Fred Flower, EEC dispatcher (case review only)</p> <p>Brenda Brown, Blueprint Coordinator</p>

	Tara Tate, Blueprint Advocate (case review only)
Policy review	Included EEC Standard Operating Procedures 12 and 15
Case review	Listened to 25 911 call recordings; read corresponding CAD reports
Community consultation	3 team members (Blueprint Coordinator, Advocate, and EEC supervisor) met with local advocates for victims of battering and advocates for the Deaf and the Latino community
Interviews	Lt. Deborah Dorn, City Police Department Patrol Division District Attorney Anthony Apple
Observations	1 observation (2 hours) of second shift in ECC
Other activities	No other activities

Blueprint Policy and Practice Assessment: 911 Emergency Communications – Notes & Documentation

Summary of the 911 Emergency Communications assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation 911 EMERGENCY COMMUNICATIONS	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
1. Set priority-level response for domestic assault calls.		
2. Elicit and relay to responding officers information about: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene 		
3. Collect and relay information to aid officers in apprehending suspects who have left the scene.		

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation 911 EMERGENCY COMMUNICATIONS	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
<hr/>		
4. Communicate effectively and respectfully with callers.		
5. Tell callers when a squad has been dispatched.		
6. Determine how and when to safely keep callers on the line.		
7. Respond to people having difficulty with communication.		
8. Safely respond to interrupted calls.		
9. Safely respond to children on the line.		

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation	Where is this element found in the agency's domestic violence policy?	What actually happens? Based on:
911 EMERGENCY COMMUNICATIONS	If missing, explain where located elsewhere in agency policy or any barriers to including it.	<input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
10. Communicate in a person's first language and in ways that address limited English proficiency; provide access to language interpretation and TTY/TDD when required.		
11. Utilize all available databases and information sources to obtain history on suspect.		
12. Code calls accurately when domestic violence-related.		
13. Record and keep calls and related documents in a manner which allows later access by bail evaluators, investigators, prosecutors, probation, and defense attorneys.		

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation	Where is this element found in the agency's domestic violence policy?	What actually happens? Based on:
911 EMERGENCY COMMUNICATIONS	If missing, explain where located elsewhere in agency policy or any barriers to including it.	<input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
14. Foster engagement with people seeking help: <ul style="list-style-type: none"> • Avoid placing the victim in a position of confrontation with the offender. • Protect the victim from retaliation when communicating with the offender. • Treat each interaction with the victim as an opportunity to build a partnership over multiple contacts. • Demonstrate awareness of signs that violence may be resuming or escalating. • Inform caller before placing him/her on hold. 		

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation 911 EMERGENCY COMMUNICATIONS	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
15. Conduct regular supervisory quality and compliance review of calls and practice.		
16. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.		

Policy & Practice Assessment	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Notes & Documentation	Where is this element found in the agency's domestic violence policy?	What actually happens? Based on:
911 EMERGENCY COMMUNICATIONS	If missing, explain where located elsewhere in agency policy or any barriers to including it.	<input type="checkbox"/> Review of call recordings and dispatch records <input type="checkbox"/> Interviews with call-takers and dispatchers <input type="checkbox"/> Observations in the 911 center <input type="checkbox"/> Information from victims/survivors
17. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.		
18. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 		

Blueprint Policy and Practice Assessment: Law Enforcement

Summary of the law enforcement assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
PATROL		
1. Obtain or request enhanced information from dispatch, including: <ul style="list-style-type: none"> • Type & level of danger, weapons, types of violence used, etc. • Exact report of what caller saw/heard/experienced • Who is at the scene • Information to aid in locating suspect who has left the scene 		
2. Separate the parties and minimize sight and sound contact between suspect and victim(s) as safety permits.		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.</p>		
<p>4. Interview everyone at the scene (including children) and obtain contact information for all.</p> <ul style="list-style-type: none"> • Obtain detailed contact information for the victim. • Obtain suspect's statement if present at the scene or if s/he can be located. 		
<p>5. Identify and check on the welfare of all children at the scene.</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>6. Document and collect all available evidence, including photographs of all injuries, the scene, broken or damaged belongings, weapons, witness statements, electronic (e.g., recordings of text messages, voice-mail, social media), indicators of strangulation, indicators of stalking.</p> <ul style="list-style-type: none"> • Do not seize telephone if it would leave victim without a working phone. • Request the victim sign a medical release if medical treatment will be sought. • Collect and secure evidence related to probable cause regardless of suspect's absence from the scene. 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<ul style="list-style-type: none"> • Note spontaneous statements by those at the scene. • Note physical appearance and emotional demeanor of parties. 		
<p>7. Determine the existence of civil protection orders, harassment restraining orders, and criminal no-contact orders.</p>		
<p>8. Ask about and document past history of violence and stalking.</p> <ul style="list-style-type: none"> • Victim and witness informants • Law enforcement and criminal history records 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>9. Ask and document responses to the 3 Blueprint risk questions and follow-up:</p> <p>a) Do you think he/she will seriously injure or kill you, your children, or someone else close to you? What makes you think so? What makes you think not?</p> <p>b) How frequently does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?</p> <p>c) Describe the time you were the most frightened or injured by him/her.</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>10. When both parties have used violence:</p> <ul style="list-style-type: none"> • Assess <u>first</u> for self-defense; arrest the party who was not acting in self-defense. • If cannot determine self-defense, assess for the predominant aggressor; arrest the predominant aggressor. • Discourage dual arrest. 		
<p>11. Mandatory arrest with probable cause and any one or more of the following conditions:</p> <ul style="list-style-type: none"> • Felony-level crime 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<ul style="list-style-type: none"> • Injury or impairment to victim • Dangerous weapon involved • Violation of order for protection, harassment restraining order, or no-contact order • Victim fears imminent bodily harm 		
<p>12. Ask about and document threats to victim for seeking help or attempts to dissuade victim from seeking help.</p>		
<p>13. Whether or not there has been an arrest, provide assistance to victims before clearing the scene:</p> <ul style="list-style-type: none"> • At a minimum, address: medical care, transport to a safe place, 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p> <p>notice of victim's rights and compensation, advocacy and community resources, civil protection orders.</p> <ul style="list-style-type: none"> • Encourage victim to call 911 if suspect returns to the scene. 	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>14. When probable cause exists to make an arrest and the suspect has left the scene, collect all evidence, take measures to locate the suspect and protect the victims; submit an investigation report.</p>		
<p>15. Document patrol response and arrest decision in a report utilizing information in the Domestic Violence Patrol Report Checklist (attached).</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>16. If there is insufficient probable cause for an arrest, write a brief report to document the complaint and the response. Do not recode a call dispatched as domestic abuse-related to a non-domestic category.</p>		
<p>17. If the suspect is gone from the scene (GOA), collect evidence in the same way as when an arrest has taken place and search for suspect as is reasonably possible.</p>		
<p>18. Conduct prompt supervisory review and (1) assign follow-up investigation when patrol has determined probable cause for an arrest or (2) forward to charging attorney without further investigation.</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>19. Cases with one or more of the following receive high priority regardless of whether offender is in custody or out of custody (GOA):</p> <ul style="list-style-type: none"> • Imminent time deadline • Significant injury or impairment • Strangulation or stalking alleged • Victim's response to risk questions indicates significant risk 		
<p>20. In gross misdemeanor and felony cases:</p> <ul style="list-style-type: none"> • Conduct an expanded domestic violence risk assessment as warranted, starting from responses 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>to the three risk questions.</p> <ul style="list-style-type: none"> • Evaluate for all possible charges. 		
<p>21. Be alert to and investigate types of crimes associated with domestic violence:</p> <ul style="list-style-type: none"> • Stalking/harassment • Strangulation • Sexual coercion/sexual aggression • Witness tampering 		
<p>22. Promptly notify the victim when a case is declined for referral to prosecution.</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>23. Determine if the suspect is on probation; if so, notify probation of the circumstances of the case, including any offenses where the suspect left the scene and has not been located.</p>		
<p>24. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration over time, and increase access to services and protection.</p>		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
SUPERVISION		
<p>25. Conduct regular supervisory quality and compliance review of departmental practice.</p> <ul style="list-style-type: none"> • Patrol and investigation supervisors conduct regular review of reports and files • Refer reports to supervisors and commanders for review, redrafting, and policy/protocol clarification • Approve officers' actions when exceptions to arrest policy are contemplated 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>26. Provide structure for supervisors to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>		
<p>27. Meet regularly with 911, prosecution, and probation to discuss and resolve problematic cases and responses.</p>		
<p>28. When an incident involves department employees:</p> <ul style="list-style-type: none"> • Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability. • Send a supervisor of higher rank than the suspect to the scene. 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<ul style="list-style-type: none"> • Supervisor shall recover arrestee's badge, law enforcement identification card, and weapon. 		
<p>29. Incidents involving public figures:</p> <ul style="list-style-type: none"> • Investigate, make arrest decision, process evidence, and conduct follow-up investigation to ensure safety and accountability. • Send a supervisor to the scene. • Take precautions to protect the victim's safety and confidentiality. 		

LAW ENFORCEMENT	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of patrol and investigation reports <input type="checkbox"/> Interviews with patrol officers and investigators <input type="checkbox"/> Observations (e.g., patrol ride-along) <input type="checkbox"/> Information from victims/survivors
<p>30. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 		
<p>SEE ATTACHMENT: Domestic Violence Patrol Report Checklist</p>		

Attachment to Law Enforcement Essential Elements: Blueprint for Safety – Domestic Violence Patrol Report Checklist

Background and officers' actions:

- ☐ Time of officers' arrival and time of incident
- ☐ Relevant 911 information, including specific details about any violence or threats in the 911 call
- ☐ Immediate statements of either party and any witnesses at the scene
- ☐ A complete description of the scene
- ☐ Note any existing protection or no-contact orders, probation, warrants, prior convictions
- ☐ Summarize actions taken by responding officers (e.g., entry, arrest, non-arrest, use of force, attempts to locate, transport, advocacy contact and referrals, victim notification, seizing firearms, rationale for self-defense or primary aggressor determination)
- ☐ Account of evidence collected (e.g., pictures, statements, weapons, other)

For each witness and party involved:

- ☐ His/her account of events and responses to follow-up questions
- ☐ Officer observation related to the person's account of events
- ☐ Identification, address, and means of locating the person for follow-up, including:
 - Home address and phone number
 - Place of employment, work address and phone number
 - Cell phone number(s)
 - Relationship to other parties

For each party involved:

- ☐ Injuries or impairment, (including pain, strangulation effects, breathing, movement impairment)
- ☐ Emotional state/demeanor

Information from the victim, including history of violence and stalking and contact information:

- ☐ Responses to the risk questions:
 9. Do you think he/she will seriously injure or kill you or your children? What makes you think so? What makes you think not?
 10. How frequently and seriously does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Getting better?
 11. Describe the time you were the most frightened or injured by him/her.
 12. Have you ever been threatened or intimidated by him/her for seeking help or attempting to seek help from police, the courts or others? How?
- ☐ Threats to the victim for seeking help, particularly from law enforcement or courts, and stalking behaviors
- ☐ Name and phone numbers of someone

Attachment to Law Enforcement Essential Elements: Blueprint for Safety – Domestic Violence Patrol Report Checklist

- | | | |
|---|---|---|
| <input type="checkbox"/> Presence of risk factors (see below) | <input type="checkbox"/> Acts of intimidation or aggression | who can always reach the victim |
| <input type="checkbox"/> If an arrest was not made, the reason why | <input type="checkbox"/> Presence or use of weapons | NOTE: Record victim contact information in the confidential section of the report. |
| <input type="checkbox"/> When possible, issue a squad pick-up and hold on suspects not on the scene (“gone-on-arrival” or GOA) that are on probation. | <input type="checkbox"/> Alcohol or drug consumption and impairment of those involved | <input type="checkbox"/> Inform the victim that every effort will be made to protect this information, but that it is possible that the suspect could gain access via court order |

Additional information related to the suspect:

- ☐ GOA: details about where the suspect might be and where he/she stays when not at the address of the incident; physical and vehicle descriptions; aliases
- ☐ Suspect’s county and state of residence during the past ten years
- ☐ Whether Miranda is given and/or request for attorney and when this occurred
- ☐ Whether a custodial taped interview of the suspect was conducted

Additional information related to the case:

- ☐ Details regarding presence, involvement, and welfare of children at the scene
- ☐ Existence of language, communication, or cognition barriers
- ☐ Medical help offered or used, facility, and medical release obtained
- ☐ Presence or involvement of elderly people or people with disabilities

RISK & DANGER FACTORS

This is **not a complete list**, but for illustration.

- Stalking
- Strangulation; attempts to “choke”
- Threats to kill the victim
- Victim believes or fears threats to kill
- Threats to kill conveyed to others
- Threats of suicide
- Forced sex or pressuring for sex even when separated

Attachment to Law Enforcement Essential Elements: Blueprint for Safety – Domestic Violence Patrol Report Checklist

☐ Any spontaneous statements given by the suspect after the arrest

- Serious injury to the victim
- Carries, has access to, uses, or threatens with a weapon
- Violence outside of the home
- Increase in frequency, severity, or type of violence
- Frequent impairment by alcohol or drugs
- Victim attempting a permanent break
- Estrangements and separations
- Failure of prior interventions
- Prior arrests, law enforcement calls, and/or protection order(s)
- Obsessive control of victim's daily activities; obsessive jealousy

Violence with a pattern of coercion is a serious marker of high risk violence.

For more information see Blueprint for Safety Appendix 1A: Practitioners' Guide to Risk and Danger in Domestic Violence Cases

Blueprint Policy and Practice Assessment: Pretrial Release / Bail Evaluation

Summary of the pretrial release/bail evaluation assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of completed release/bail forms/conditions <input type="checkbox"/> Interviews with bail evaluators <input type="checkbox"/> Observations in court or pretrial release facility <input type="checkbox"/> Information from victims/survivors
<p>1. Present a bail evaluation that includes severity and context, criminal history, risk to the victim and community as well as likelihood of reappearance.</p>		
<p>2. Inform the victim of limits of confidentiality; put procedures in place to protect information obtained from victim to the extent possible under law.</p>		
<p>3. Differentiate recommendations for bail and conditions of release based on risk, context, and severity.</p>		
<p>4. Contact the victim about the incident, history of violence, and wishes concerning conditions of release, including no- contact orders.</p>		

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of completed release/bail forms/conditions <input type="checkbox"/> Interviews with bail evaluators <input type="checkbox"/> Observations in court or pretrial release facility <input type="checkbox"/> Information from victims/survivors
5. Inform the victim promptly of ordered conditions of release.		
6. Supervise defendants granted conditional release, monitor for compliance with conditions of release, and respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.		
7. Inform victim of who to contact and how to report violations or harassment by defendant.		
8. Respond promptly to violations of conditional release; take action based on the nature of the violation and risk and danger.		

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of completed release/bail forms/conditions <input type="checkbox"/> Interviews with bail evaluators <input type="checkbox"/> Observations in court or pretrial release facility <input type="checkbox"/> Information from victims/survivors
9. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, and increase access to services and protection.		
10. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		
11. Conduct supervisory quality and compliance review of pretrial/bail evaluation practice.		
12. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.		

PRETRIAL RELEASE / BAIL EVALUATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of completed release/bail forms/conditions <input type="checkbox"/> Interviews with bail evaluators <input type="checkbox"/> Observations in court or pretrial release facility <input type="checkbox"/> Information from victims/survivors
<p>13. Meet regularly with prosecution, court administration, and community-based advocates to discuss and resolve problematic practices and responses.</p>		
<p>14. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 		

Blueprint Policy and Practice Assessment: Sheriff's Office

Summary of the Sheriff's Office assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

SHERIFF'S OFFICE	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements		What actually happens? Based on:
	Where is this element found in the agency's domestic violence policy?	<input type="checkbox"/> Review of warrant and jail notification documents
	If missing, explain where located elsewhere in agency policy or any barriers to including it.	<input type="checkbox"/> Interviews with warrant, jail, and courtroom staff
		<input type="checkbox"/> Observations in the courtroom
		<input type="checkbox"/> Information from victims/survivors
Warrants		
1. Use widest possible sources of information to locate defendant.		
2. Obtain and act upon information from victims related to locating the defendant.		
3. Prioritize warrants based on crime level and risk and danger.		
4. When new information is received, reactivate dormant warrants and renew attempts to locate defendant.		
5. Capture and report to law enforcement the defendant's behavior at time of service regarding threats, intimidation, risk and danger.		

SHERIFF'S OFFICE	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of warrant and jail notification documents <input type="checkbox"/> Interviews with warrant, jail, and courtroom staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
Jail		
6. Capture and report to law enforcement information regarding threats and risk and danger during booking and defendant's stay in the jail.		
7. Provide prompt notification to victim of defendant's impending release.		
8. Prohibit visits, correspondence, and phone calls between defendant and victim if a no-contact order is issued.		
9. Block victim's phone number unless victim wants contact and a no-contact order is not in place.		
10. Make jail audio readily available to law enforcement and prosecution.		

SHERIFF'S OFFICE	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of warrant and jail notification documents <input type="checkbox"/> Interviews with warrant, jail, and courtroom staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
Court Security		
<p>11. Establish procedures to obtain, accept, and act on victims' reports of harassment or threats.</p>		
<p>12. Alert courtroom security to the existence of a protection order or no-contact order.</p>		
<p>13. Establish procedures to act upon violations of court orders or victim intimidation.</p>		
<p>14. Provide a secure area for victims in the courthouse.</p>		
<p>15. Report to prosecutors any intimidation or harassment of victim by defendant.</p>		

SHERIFF'S OFFICE	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of warrant and jail notification documents <input type="checkbox"/> Interviews with warrant, jail, and courtroom staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
CROSS-DIVISION / AGENCY-WIDE		
16. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.		
17. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		
18. Conduct supervisory quality and compliance review of Sheriff's Office practice.		

SHERIFF'S OFFICE	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of warrant and jail notification documents <input type="checkbox"/> Interviews with warrant, jail, and courtroom staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
19. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.		
20. Meet regularly with law enforcement, prosecution, court administration, and community-based advocates to discuss and resolve problematic practices and responses.		
21. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 		

Blueprint Policy and Practice Assessment: Prosecution

Summary of the prosecution assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
<p>1. Approach charging in ways that minimize dependence on the victim and maximize other sources of information.</p> <ul style="list-style-type: none"> • Post-arrest witness intimidation is very common in domestic violence cases. Know the doctrine of forfeiture by wrongdoing and prepare the case accordingly. • Expand the focus to include illegal behavior after patrol arrives. • Charge all relevant crimes except where victim safety, including safety of victim-defendants, warrant otherwise. 		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
2. Evaluate the risk and lethality factors and the context of the violence and adjust prosecutorial response accordingly.		
3. Request further investigation rather than decline a case that might be charged with additional evidence.		
4. Reevaluate the case for additional charges or amended charges as additional evidence is gathered.		
5. Be aware of potentially undercharged crimes in domestic violence cases: strangulation, stalking, sexual coercion/sexual aggression, and witness tampering.		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
6. Relay charging decisions, including declining charges, promptly to law enforcement, victim, and victim/advocate.		
7. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.		
8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		
9. Engage in and document early and continuing contact with victims.		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
10. Adopt process to obtain and consider input from victim and/or victim's advocate about pretrial conditions of release.		
11. Consider each no-contact order individually.		
12. Do not threaten to or place a victim in custody to ensure witness availability.		
13. Approach cases with the understanding that the victim may not appear for trial or may recant.		
14. Do not file criminal charges against a recanting victim.		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
15. Make recommendations for bail and pretrial conditions of release that reflect context and severity of the offense, the risk and danger, and safety needs of the victim and public.		
16. Unless provided by another agency, keep victim informed of bail and pretrial release conditions and procedures.		
17. Take prompt action upon notice of violation of conditional release to ensure sure and swift consequences.		
18. Obtain and take into account input from victim and advocate about plea and sentencing recommendations.		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
<p>19. Ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.</p>		
<p>20. Adjust the response when considering plea agreements and sentencing with victim/defendants.</p>		
<p>21. Request a probationary no-contact order at the victim's request, overriding this request only in rare cases where the suspect poses significant danger to the victim or the community.</p>		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
22. Provide information on plea and sentencing to appropriate persons and agencies including the victim.		
23. Provide probation PSI writer with already gathered information.		
24. Take prompt action to address violations of probation conditions to ensure sure and swift consequences.		
25. Conduct regular supervisory quality and compliance review of prosecution practice.		

PROSECUTION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review prosecutions cases of various dispositions <input type="checkbox"/> Interviews with prosecutors <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors
26. Provide structure for managers and supervisors to participate in ongoing interagency monitoring, evaluation, and maintenance.		
27. Meet regularly with 911, law enforcement, court administration, and community-based advocates to discuss and resolve problematic practices.		
<p>28. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 		

Summary of the victim/witness assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

VICTIM/WITNESS	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of case files <input type="checkbox"/> Interviews with V/W staff <input type="checkbox"/> Observations in the V/W office and courtroom <input type="checkbox"/> Information from victims/survivors
1. Inform victim that communication is not confidential.		
2. Make contact as soon as possible and maintain contact throughout the criminal court process.		
3. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		
4. Connect victims with community-based advocates who can provide assurance of confidentiality.		
5. Seek input from the victim at all stages of the process and communicate information to prosecutor.		

VICTIM/WITNESS	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of case files <input type="checkbox"/> Interviews with V/W staff <input type="checkbox"/> Observations in the V/W office and courtroom <input type="checkbox"/> Information from victims/survivors
<p>6. Facilitate victim's access to the prosecutor and legal system to ensure that the victim has a voice in process and that her/his expressed concerns are communicated and considered.</p>		
<p>7. Explore victim's concerns about safety and problem-solve to address question and concerns, including the implications of a no-contact order.</p>		
<p>8. Provide required victim notifications related to the criminal case process pursuant to state law and assist victims in exercising their rights.</p>		
<p>9. Ensure access to victim's rights protections under state statutes, including the right to restitution, compensation and offering victim impact statements.</p>		

VICTIM/WITNESS	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of case files <input type="checkbox"/> Interviews with V/W staff <input type="checkbox"/> Observations in the V/W office and courtroom <input type="checkbox"/> Information from victims/survivors
<p>10. Offer support, information and resources throughout the process.</p>		
<p>11. Arrange assistance as needed to facilitate victim's participation in court proceedings.</p>		
<p>12. Facilitate victim's connection to probation throughout presentence investigation, sentencing, and supervision.</p>		
<p>13. Provide for post-conviction assistance, information, and support.</p>		
<p>14. Engage with victims in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>		

VICTIM/WITNESS	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of case files <input type="checkbox"/> Interviews with V/W staff <input type="checkbox"/> Observations in the V/W office and courtroom <input type="checkbox"/> Information from victims/survivors
15. Conduct regular supervisory quality and compliance review of Victim/Witness practice.		
16. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.		
17. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.		
18. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 		

Blueprint Policy and Practice Assessment: Probation

Summary of the probation assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
<p>1. Establish procedures to obtain victim input regarding presentence investigation (PSI) and conditions of probation, including no-contact orders and response to violations.</p>		
<p>2. Conduct PSIs that search all available records and capture complete information about the current offense and defendant's past use of violence.</p>		
<p>3. Incorporate history, context, severity, risk and danger in the PSI report, with particular attention to those cases involving apparent victim-defendants (i.e., where the defendant appears to have been abused in the past by the identified victim in the case).</p>		

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
4. Make PSI recommendations based on context, severity, risk and danger.		
5. Attempt to meet with or contact the victim prior to first meeting with the defendant.		
6. Meet promptly with offender to review all probation conditions and obtain signed releases.		
7. Provide supervision that is appropriate to risk and danger and consistent in holding offender accountable. <ul style="list-style-type: none"> • Ensure that supervision of victim-defendants does not make the defendant more vulnerable to further violence. 		

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
<ul style="list-style-type: none"> • Identify high risk offenders and utilize enhanced supervision. 		
<p>8. Provide immediate response to probation violations, differentiated based on risk posed to the victim and the community.</p>		
<p>9. Establish procedures to hear probation violations based on new criminal activity before the new charge is resolved, if the activity is associated with increased risk to victim.</p>		
<p>10. Provide timely and thorough notification to victims of the terms and conditions of probation.</p>		

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
11. Seek information from victims about their concerns during supervision, including how to report violations in a manner that does not increase risk.		
12. Ensure programming, including appropriate domestic violence treatment, that fits risk and danger.		
13. Coordinate and share information with treatment programs; monitor compliance with probation conditions.		
14. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
<p>15. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.</p>		
<p>16. Conduct regular supervisory quality and compliance review of practice.</p>		
<p>17. Provide structure for managers to participate in ongoing interagency monitoring, evaluation, and maintenance.</p>		

PROBATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of PSIs and supervision cases <input type="checkbox"/> Interviews with probation staff <input type="checkbox"/> Observations in the probation office/courtroom <input type="checkbox"/> Information from victims/survivors
<p>18. Meet regularly with law enforcement, prosecution, and community-based advocates to discuss and resolve problematic cases and responses.</p>		
<p>19. Other observations in comparing current policy and practice with Blueprint Essential Elements:</p> <ul style="list-style-type: none"> • Strengths • Other gaps 		

Blueprint Policy and Practice Assessment: The Bench and Court Administration

Summary of the bench and court administration assessment activities	
Work groups	
Policy review	
Case review	
Community consultation	
Interviews	
Observations	
Other activities	

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
<p>Essential Elements</p>	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
<p>1. Allow prosecutors/probation to present relevant information regarding the violence, risk, context, and severity at all stages of criminal process.</p>		
<p>2. Determine pretrial conditions of release and bail based on risk factors present, victim safety, public safety and likelihood of reappearance.</p>		
<p>3. Determine the issuance of no-contact orders on an individual basis.</p>		
<p>4. If victim objects to issuance of a no-contact order, assess both the context and risk to victim if the no-contact order is not issued and the difficulty for victim if it is ordered.</p>		

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
5. Set conditions of release and bail when suspect cannot be arrested on scene ("gone-on- arrival") on same basis as in-custody cases.		
6. State pretrial and probationary conditions in clear/precise language.		
7. Read key conditions of probation aloud during sentencing.		
8. Communicate in a person's first language and in ways that address limited English proficiency and literacy.		
9. Establish a process to allow victims to request modification or dismissal of no-contact orders.		

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
<p>10. Provide a prompt response to violations of conditions of pretrial release.</p>		
<p>11. Distribute court orders, including conditions of pretrial release, no-contact orders (and any modifications or cancellations), and probation conditions to involved parties and agencies, including to victim unless provided by another agency.</p>		
<p>12. Order a presentence Investigation (PSI) in all cases where the original charge is a domestic violence-related offense, regardless of conviction charge.</p>		

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
13. Issue a disposition that reflects risk, context and severity.		
14. Except in rare cases involving particularly dangerous defendants who place victims or the community at high risk of serious or lethal harm, do not issue warrants for victims who do not appear in court pursuant to a subpoena.		
15. Obtain victim input on pleas and sentencing.		
16. Except in very rare cases after an assessment of risk and danger, do not order a probationary no-contact order over the victim's objection.		

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
17. Hear probation violations promptly.		
18. Establish procedures to order surrender of firearms based on state and federal law.		
19. Engage with victims and defendants in ways that protect victims from retaliation, prioritize safety, offer resources, build collaboration for victim safety over time, and increase access to services and protection.		
20. Establish a courtroom atmosphere that enhances criminal justice system intervention to support victim safety and offender accountability.		

THE BENCH AND COURT ADMINISTRATION	How does current <i>POLICY</i> compare?	How does current <i>PRACTICE</i> compare?
Essential Elements	<p>Where is this element found in the agency's domestic violence policy?</p> <p>If missing, explain where located elsewhere in agency policy or any barriers to including it.</p>	<p>What actually happens? Based on:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Review of conditions of release, probation, orders <input type="checkbox"/> Interviews with judges and court staff <input type="checkbox"/> Observations in the courtroom <input type="checkbox"/> Information from victims/survivors.
21. Conduct regular supervisory quality and compliance review of court practices.		
22. Provide a structure for court administration to participate in ongoing interagency monitoring, evaluation, and maintenance.		
23. Other observations in comparing current policy and practice with Blueprint Essential Elements: <ul style="list-style-type: none"> • Strengths • Other gaps 		

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BLUEPRINT IMPLEMENTATION TEAM RULES: ROLE & ACTIVITIES

ROLE

A Blueprint implementation team is a working group to ensure the intended goals and operations of a community's Blueprint for Safety collective policy:

- Is the Process working?
- What are victims' experiences?
- Is it making a difference?

Blueprint for Safety collective policy: *shared purpose and goals among criminal legal system agencies that reflect the Blueprint foundational principles, with internal policies and protocols for processing domestic assault cases*

MEMBERS

The implementation team includes Blueprint liaisons from each criminal legal system agency, other practitioners, community-based advocates providing services to victims of battering, and representatives from organizations working on behalf of marginalized communities. The implementation team convenes ad hoc work groups and invites others to participate as needed.

The Blueprint liaisons designated by each agency have a key role in managing the Blueprint, both within their respective agencies and as members of the implementation team. Blueprint liaisons:

- Coordinate implementation and maintenance of the agency's Blueprint policy and protocols.
- Coordinate the agency-specific training.
- Serve on the Implementation Team.
- Promote the Blueprint with the agency.
- Coordinate gathering agency statistics.
- Serve as liaison with other agencies to solve problems.

The principles carry the essence of the Blueprint. In a Blueprint community, the major criminal justice agencies agree that the foundational principles will guide the response at each step.

ACTIVITIES

1. Monitor the implementation of the adopted Blueprint policy.
 - a. Determine if the Blueprint is “institutionalized.”
 - *Are policies and protocols integrated into each agency’s protocol system?*
 - *Are agency personnel adequately trained?*
 - *Have any necessary new administrative practices been established?*
 - *Is supervision of Blueprint practices established?*
 - b. Determine the extent to which new policies and practices are being followed by agency practitioners (not evaluate individual employees).
 - *Are practitioners doing what the Blueprint directs them to do?*
 - *Are agencies working together on shared tasks?*
 - c. Determine if key features of the Blueprint are working.
 - *Are practitioners gathering, documenting, disseminating and building on new information about risk, history, context, severity of violence over time?*
 - *Are responses adjusted for cases involving victims of ongoing violence who use?*
 - *Are **internal** monitoring and accountability occurring?*
 - *Are **interagency** information sharing, cooperation and accountability occurring?*
 - *Do victims get this message? “I’m concerned for your safety; by working together we have the best chance of stopping the violence.”*
 - *Do perpetrators get this message? “This is an opportunity for you to change: to stop the violence and repair the harm you’ve caused; we can help you do that.”*
2. Pay attention to battered women’s experiences, as reported by advocacy programs.
 - *Are people engaging with victims respectfully?*
 - *Does the response minimize the victim’s need to confront the perpetrator?*
3. Reduce unintended harmful consequences and disparity of impact.
 - *What have we put in place to discover any unintended harmful consequences and disparity of impact of Blueprint policy and practice?*
 - *How could we adjust our interventions in ways that diminish unintended consequences for marginalized populations?*

4. Measure and report results of our Blueprint interagency practices.
 - *What are the results of our collective efforts?*
 - *Are we stopping future abuse by offenders?*
 - *Do we have increased controls over the most violent offenders?*
 - *Are we strengthening accountability?*
5. Adapt Blueprint policies/protocols as needed.
 - a. Identify problems not foreseen when the Blueprint was adopted.
 - b. Propose (and experiment with) solutions.
6. Collect and review data; update the community on the impact of the Blueprint collective policy.
 - *How much domestic violence is occurring in our jurisdiction?*
 - *How many women call for help?*
 - *How many batterers get arrested, charged, convicted, imprisoned, attend batterers program?*
 - *Are we reducing domestic violence?*
 - *Are women in our communities safe from domestic violence?*
 - *What's happening with women in our community when they get assaulted in these ways?*

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LAUNCH AND INTERAGENCY TRAINING

PLANNING CHECKLIST

The *Blueprint launch* is the presentation of the Blueprint as a collective policy to the community and to agency practitioners. The launch announces that criminal legal system agencies have united to respond to battering with a shared purpose and goals that are defined by the Blueprint's principles. It engages agency leaders in making a public commitment to the Blueprint and presenting the highlights of policy changes. A launch event often involves media attention—conventional and social media—and might involve presentations by Blueprint champions and public officials who have not been directly involved in the adaptation process but whose support is important. The launch promotes the Blueprint as a way for the system to respond more quickly and effectively and enhance its capacity to stop violence, reduce harm, and save lives.

The *Blueprint interagency implementation training* focuses on practitioners and sets the stage for successful implementation. It presents key policy changes and documents related to the Blueprint. It reinforces how the Blueprint helps “connect the dots” about risk and danger by documenting and sharing information in new ways. The interagency training emphasizes each agency's role in processing domestic violence cases under the Blueprint and what changes in current practice mean. An interagency training might include case scenarios and applications of the risk questions to help differentiate the type, scope, and context of domestic violence cases.

The Blueprint launch and the interagency training can held as separate events or they can be readily combined as parts of a single event. The approach will reflect local needs and conditions. For example:

- **Community A:** Holds a two-hour “Blueprint Breakfast” public launch event with a primary audience of agency administrators, community-based advocates, and other community organizations. The Blueprint coordinator and members of the implementation team then hold a series of two-hour, drop-in interagency “Blueprint briefing” sessions held at the police department and at the courthouse that practitioners are required to attend.
- **Community B:** Combines the launch and interagency training into a one-day event with a primary audience of community-based advocates and agency supervisors. The training includes presentations by each agency that summarize the Blueprint changes and a case study exercise.
- **Community C:** Schedules events over a three-day period, using a “Blueprint road show” to deliver the interagency training. A team comprised of the Blueprint coordinator, advocate, and agency liaison travels to each agency and meets with supervisors and invited practitioners in a one-hour meeting. The team presents a copy of the Blueprint collective policy, reviews highlights of agency-specific changes, and answers questions. The third day concludes with a brief public launch presentation.

Use this checklist to develop a local plan that details the scope, activities, timeline, and people involved.

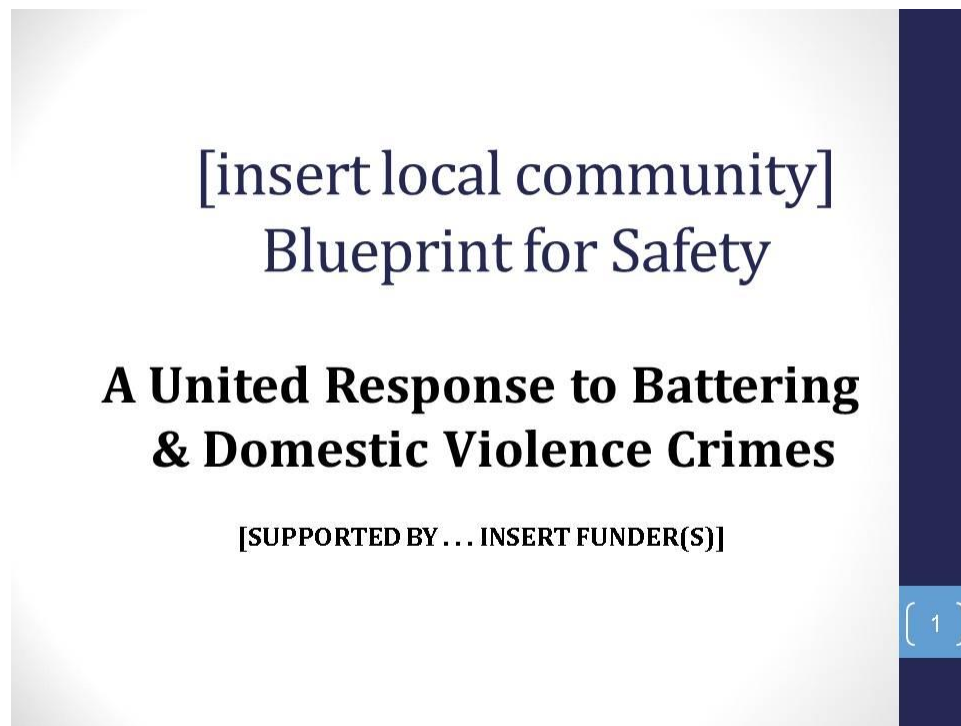
For examples of Blueprint launch and interagency training events, go to the Blueprint for Safety at http://www.praxisinternational.org/bp_home.aspx.

For a launch or interagency training slide presentation template see Appendix 25 in the adaptation guide.

- ☐ Determine scope and audience
 - Public launch
 - Interagency implementation training
 - Combined events
- ☐ Select date(s)
- ☐ Secure the involvement of key participants and any related approvals
 - Blueprint champions
 - Agency heads
 - Community-based advocacy organizations
 - Funders
- ☐ Recruit and prepare presenters and/or trainers
- ☐ Develop the messages to convey:
 - Why the Blueprint for Safety?
 - What problems did our community want to address?
 - What do we hope will change? What has changed?
- ☐ Generate interest and enthusiasm
 - Save-the-date
 - Engage Blueprint partners and champions
 - Utilize social media
- ☐ Locate and reserve the facility
- ☐ Develop event content and materials, such as:
 - Agendas
 - Blueprint brochure
 - Pocket cards or other handouts
 - Agency policy highlights
 - Slide presentations
- ☐ Design and implement a media strategy

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(Available in electronic format from Praxis: blueprint@praxisinternational.org)

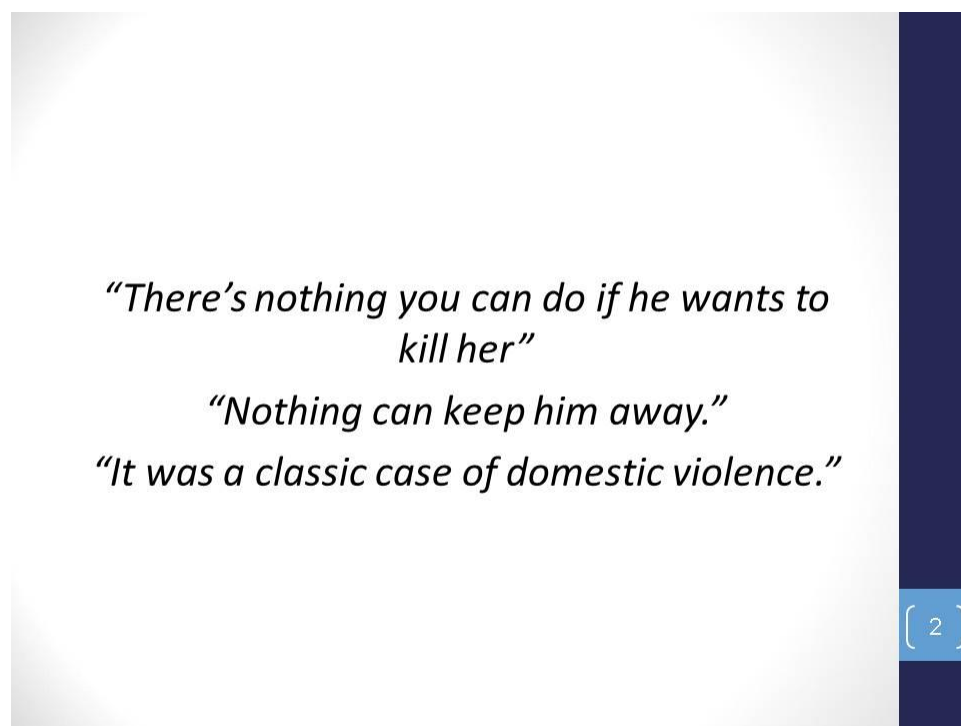


[insert local community]
Blueprint for Safety

**A United Response to Battering
& Domestic Violence Crimes**

[SUPPORTED BY . . . INSERT FUNDER(S)]

[1]



*“There’s nothing you can do if he wants to
kill her”*

“Nothing can keep him away.”

“It was a classic case of domestic violence.”

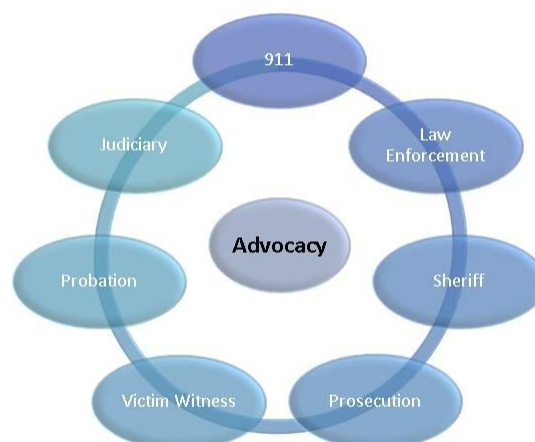
[2]

The [Local] Blueprint for Safety: A Collective Policy & Response

- Standing & working together
- Strengthening our response
 - Identify, document, communicate, and act on *risk and danger*
 - Engage with victims
 - Enhance each agency's policy and practice
 - Reinforce accountability within and across agencies
 - Avoid doing more harm
 - Practice ongoing problem solving
- Safer homes = safer communities

[3]

The [Local] Blueprint for Safety Partners



[4]

How the Blueprint came to [local community]

- 2007 – 2010: Blueprint for Safety created and tested in St. Paul, MN (and continues today)
- 2011 - 2015: OVW selected 3 communities to adapt the Blueprint & produce a how-to guide
- [INSERT date and key points of local history]

[5]

Practice Assessment & Policy Writing

- Who was involved?
- What happened?
- The [Local] Blueprint Policy
 - As a collective policy
 - Agency-specific

[6]

The Blueprint for Safety: A fresh, united focus

- Enhance and broaden our community strengths
- Better position us to minimize lost opportunities to intervene
- The next wave of change
- Grounded in the gains made locally, statewide, and nationally in the past 30 years

[8]

Now: Launch & Implementation

- Who is involved?
- What will happen next?
- How will we sustain the Blueprint for Safety?

[7]

Research supports the Blueprint approach

1. Coordinated work across and within agencies increases protection
2. Outcomes improve when the system treats a domestic violence case as part of ongoing pattern of criminal activity vs. a single event

[9]

Research support, continued

3. Clear and consistent messages of offender accountability and victim safety can reduce violence.
4. Sure and swift consequences for offenders can reduce recidivism and the severity of future abuse.

[10]

Scope & scale of domestic violence in [Local]

DEVELOP basic statistical picture, including:

- Calls to 911
- Proportion of police work
- Prosecution & probation data
- # crisis calls – data from community-based organizations
- Etc.

[11]

The faces behind the numbers



[12]

The Blueprint principles

1. An interagency approach and collective goals
2. Attention to context and severity of abuse at each step
3. Domestic violence as a patterned crime requiring continuing engagement
4. Sure and swift consequences for continued abuse
5. Messages of help to victims and accountability to offenders
6. Reduce unintended harm and disparity

(13)

1. Interagency Approach

- Common goals
- Orientation to the people in the case
- Position each other for the most effective intervention
- Linked tools to document & communicate information about risk & danger

(14)

2. Context & severity

- Not all “domestic violence” is the same
- Different
 - Types of domestic violence
 - Levels of severity and dangerousness

(15)

Different **Types** of Domestic Violence

- **Battering**
 - Ongoing... pattern... targeting
- **Resistive**
 - Used by victim of battering
- **Non-battering related**
 - Mental illness... trauma... anti-social...

(16)

Different Levels of **Severity & Danger**

- What makes this case dangerous?
- Who is doing what to whom and with what impact?
- Making history and context visible: making the *pattern* visible

(17)

The Risk Questions

1. Do you think he/she will seriously injure or kill you, your children, or someone else close to you?
 - What makes you think so? OR What makes you think not?
2. How frequently does he/she intimidate, threaten, or assault you?
 - Is it changing? Getting better? Getting worse?
3. Describe the time you were the most frightened or injured by him/her.
4. Have you ever been threatened or intimidated by him/her for seeking help or attempting to seek help from police, the courts or others?
 - If yes, who, when, how?

(18)

3. Continuing Engagement

- Characteristics of battering: entrapment
- Establishing a partnership over time
- Key elements in engagement:
 - Treat people well
 - Give them some power
- Build cases (i.e., lessons from organized crime)

[19]

4. Sure and Swift Responses

- Set boundaries with batterers
- Contain resistive violence without strengthening batterer's position
- Recognize specific conditions

[20]

5. Messages of Help and Accountability

To her, (to counter messages of battering)

- There is help for you... (*nobody is going to believe you*)
- Keep using us... (*call them and see who ends up in trouble*)
- This isn't your fault... (*this is ALL your fault*)

To him, to counter battering

- If you push the boundaries we will tighten them not widen them
- If you stop abusing, we will help you
- If you don't stop we will make you unhappy

To the children

- It's not your fault
- You can speak
- We are here to help, not hurt your parents

(21)

6. Avoiding Unintended Consequences

- Executing Warrants
- Forcing victims to testify
- No-contact orders
- Enhancements that give young people felonies
- Harsh punishment
- Not recognizing illness

(22)

What changes? As a result of the Blueprint...

We are better positioned to identify:

1. Wide range of D.V. related crimes
2. Witness intimidation
3. Crimes against children
4. Witnesses and their whereabouts
5. Battering cases from non-battering cases

(23)

As a Result...

We can make more use of previously undercharged crimes:

- Stalking\Harassment
- Terroristic threats
- Witness tampering
- Crimes involving children
- Crimes involving sexual assault
- Burglary

(24)

As a Result...

- 911 & patrol increase information about who was at the scene
- Prosecutors will have more witness interviews
- Details on the context of the event & the kind of domestic violence occurring are documented & communicated
- More investigation on serious misdemeanor cases

(25)

As a Result...

- More structured use of risk factors when reviewing and making charging decision
- More potential for a broader range of charges based on defendant's behavior

(26)

As a Result...

When the suspect is GOA (gone-on-arrival) / has fled the scene:

- Quick review of police reports contributes to improved victim contact & participation
- Focus resources on cases with merit
- Investigate a case with prosecution as the goal

(27)

As a Result...

- A framework for bail conditions:
 - Reflect risk & danger
 - Include victim input whenever possible
- Swift consequences for violation of conditions of pretrial release

(28)

As a Result . . .

Probation will:

- Have reliable, efficient access to information regarding the probationer
- Be better able to assess risk
- Be better able to differentiate the context and severity of the particular case
- Be more likely to recommend a sentence which is consistent with the plea agreement
- Be more able to respond in a swift, sure manner to probationer's actions

(29)

As a Result . . .

Judges will have more detail on the type, scope, and severity of violence occurring . . . i.e., the whole pattern & severity of abuse

(30)

As a Result...

Across the criminal legal system, decisions and judgments are based upon a more complete understanding of the risk and context of a particular case

(31)

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AGENCY IMPLEMENTATION PLAN TEMPLATE

- Use this template to develop a plan for each Blueprint agency, with adjustments or additions to fit local conditions.

For example, some communities have large police agencies with in-service training schedules set months in advance. Rotating every patrol officer through Blueprint implementation training could take several weeks via the regular approach or the agency might do a specialized training. In many police agencies, a series of roll-call training sessions will be the best fit. Some rural communities might be able to fit every criminal legal system practitioner into a single classroom. They might also need to work with the reality of people holding multiple jobs and working under private contract or needing to travel long distances to attend in-person training. Video and web-based training might be the best medium. Some communities may have a launch event combined with intensive, system-wide all-agency training over a period of two or three days. Others may hold a launch event or series of events and unroll the agency-specific training over several months (see Launch and Interagency Training Planning Checklist, Appendix 24. For some agencies, bringing the training to the agency may be more efficient than trying to get personnel to an outside location.

Such conditions will be factored into the implementation plan and the coordinator will determine each agency's needs, including lead time and approvals, in Phase 1 (see Agency Process and Timeline: Tracking Checklist, Appendix 18).

- Use the training presentation template to develop content for agency-specific training (see examples in Appendix 30 and 31).
- Use a training team that mirrors and reinforces the Blueprint's interagency approach: Blueprint agency liaison or other agency representative, coordinator and/or advocate, and a practitioner that is immediately linked to the agency's role in case processing. For example, the training team for police patrol might include: the patrol supervisor or domestic violence unit detective assigned to the Blueprint implementation team, the Blueprint coordinator, the Blueprint advocate, and a charging attorney. Draw on the Blueprint adaptation and implementation team members whenever possible to conduct the training as they will have the most familiarity with the approach and process.
- Reproduce the planning form (cut and paste to a new document) or construct a similar tool using the content. Add additional pages and supporting documents as needed as the agency's implementation work group develops its plan.

Blueprint for Safety: [Agency] Implementation Plan		
Key Steps	Details	Completed
<p>[1] Assign agency staff to Blueprint implementation:</p> <p>A. Implementation Committee</p> <p>B. Training team</p> <p>C. Ongoing oversight</p>		
<p>[2] Identify key administrative practices to be changed</p> <p>(e.g., new report formats, checklists, pocket or desk cards, screening forms, routing instructions, supervisory review)</p>		

Blueprint for Safety: [Agency] Implementation Plan		
Key Steps	Details	Completed
<p>[3] Incorporate Blueprint practices into existing agency protocols (e.g., note all policy or Standard Operating Procedure titles and numbered sections)</p>		
<p>[4] Develop & deliver training to agency personnel specific to Blueprint policy, protocols, & new practice.</p> <p>A. Who will be trained?</p> <p>B. How long?</p> <p>C. Who are the instructors?</p> <p>D. How will instructors be prepared?</p> <p>E. What methods will be used?</p> <p>F. Content? Who will develop it?</p> <p>G. Timeline to complete agency-wide training?</p>		
<p>[5] Activate the</p>		

Blueprint for Safety: [Agency] Implementation Plan		
Key Steps	Details	Completed
agency's monitoring plan and participate in interagency monitoring activities (Reference: <i>Blueprint Monitoring – Key Activities Grid, Appendix 27</i>)		
[6] Other steps specific to the agency:		

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BLUEPRINT MONITORING – KEY ACTIVITIES GRID

- Use this grid to help develop an individual plan for each agency (“internal monitoring”) and for the Blueprint as a united policy and practice (“interagency monitoring”).
- Adjust for local conditions, such as multiple law enforcement agencies or pretrial services conducted via a probation agency.
- The frequencies of case reviews and reporting are recommended minimums.
- Interagency groups conducting case reviews and other monitoring activities should include the Blueprint coordinator, advocate, the agency’s liaison to the implementation committee, and other practitioners.
 - Monitoring tools included in the adaptation guide, *Becoming a Blueprint Community*, include: Blueprint for Safety Essential Elements – Annotated (Appendix 10)
 - Case review worksheets (see Practice Assessment Guide, Appendix 22-7) or adapted as a supervisor’s checklist (see examples in the Blueprint policy templates and related supplemental material located at http://www.praxisinternational.org/bp_materials.aspx.)
 - Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities (Appendix 28)
 - Interagency Accountability Check (Appendix 29)
 - Community Consultation in the Blueprint for Safety (Appendix 7)

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
911	<ul style="list-style-type: none"> Conduct regular supervisory reviews of call recordings and CAD transcripts Listen to radio transmissions from dispatchers Include in this review information supplied by the records section Provide quarterly reports to Operations Manager 	Quarterly: <ul style="list-style-type: none"> Periodic random review of calls, CAD entries and radio traffic Provide end of quarter report to Operations Manager 	<ul style="list-style-type: none"> Conduct periodic call and CAD reviews with a small interagency group Provide an annual composite report based on reviews to Blueprint implementation team and agency administrators 	First call/CAD review 6 months after policy implementation; annually thereafter First report to Blueprint partners following call/CAD review; annually thereafter

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
Law Enforcement-Patrol	<ul style="list-style-type: none"> Periodically observe and assess on-scene response Review reports daily and assess for completeness and accuracy Periodically review reports per officer Select and assess reports involving a determination of no probable cause for arrest (review by patrol supervisor or command staff) 	Quarterly: <ul style="list-style-type: none"> Institute process for daily review of reports Conduct periodic on-scene observation and assessment of officers’ response Randomly select 10 no-probable-cause reports for review Randomly select 2 reports per officer for review 	<ul style="list-style-type: none"> Conduct periodic reviews of patrol reports with a small interagency group Provide an annual composite report based on reviews to Blueprint implementation team and department command staff 	First patrol report review 6 months after policy implementation; annually thereafter
Law Enforcement Investigation	<ul style="list-style-type: none"> Review investigation files for thoroughness and if unsatisfactory, return to investigator with instructions Provide regular consultation to detectives 	Quarterly: <ul style="list-style-type: none"> Randomly select 3-5 files per investigator and review for accuracy and completeness Put in place a system for 	<ul style="list-style-type: none"> Conduct periodic reviews of investigation reports with a small interagency group Meet with the prosecutor’s office, 	First investigation report review 6 months after policy implementation; annually thereafter

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
	<ul style="list-style-type: none"> Prepare a report outlining whether patrol reports comply with protocol and meet every other month with division commanders to discuss Prepare a regular case tracking report for the chief of investigations Randomly select and review files for accuracy and completeness 	<p>assessing the extent to which patrol reports are in compliance with protocol in preparation for meetings with division/precinct commanders</p> <ul style="list-style-type: none"> Set up a case tracking system in anticipation of quarterly reporting to the chief of investigations. 	<p>community advocates, and victim/witness to discuss and review problematic cases</p> <ul style="list-style-type: none"> Meet with probation and prosecution to ensure that the History of Domestic Violence Summary (or comparable tool) is being created and updated 	<p>Meet quarterly with Blueprint partner agencies</p>
Pretrial Release	<ul style="list-style-type: none"> Conduct quarterly reviews of 5 to 10 bail evaluations Conduct quarterly reviews of 3 cases from each pretrial release officer Conduct quarterly reviews of a random sample of 5 to 10 pretrial cases 	<p>Quarterly:</p> <ul style="list-style-type: none"> Review 5-10 bail evaluations for attention to risk and danger and documentation of victim contact Randomly select and review 2 pretrial release 	<ul style="list-style-type: none"> Conduct periodic interagency reviews of cases involving supervision of offenders on pretrial release Meet with prosecution and advocacy to review how bail 	<p>First pretrial case review 6 months after policy implementation; annually thereafter</p> <p>Meet quarterly with Blueprint partner</p>

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
		supervision cases of each supervisor	recommendations are being made and recommendations for conditions of release are determined, including recommendations for no-contact orders	agencies
Sheriff’s Office-Jail	<ul style="list-style-type: none"> Randomly select and review victim notification records for thoroughness and timeliness of notice Quarterly, pull and review one to two weeks of jail records for enforcement of phone and mail contact prohibitions with victims and response to threatening contact 	Quarterly: <ul style="list-style-type: none"> Randomly select [15] victim notification records and review for thoroughness and timeliness Pull 10-15 randomly selected inmate files and review for enforcement of phone and mail contact prohibitions with victims and response to 	<ul style="list-style-type: none"> Meet periodically with law enforcement and prosecution to review access to calls Use an interagency group of advocates, jail staff, and victim/witness to review procedures for notification of release 	First review of victim notification and phone records 6 months after policy implementation; annually thereafter Convene first meeting with Blueprint partner agencies; semiannually

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
		threatening contact		thereafter
Sheriff’s Office-Warrants	<ul style="list-style-type: none"> Quarterly, pull and review one to two weeks of warrant records to assess status, outcome, timeliness, and communication of status to advocates and victim/witness Randomly select and review 10 warrant cases that have been prioritized as involving high risk domestic violence offenders 	<p>Quarterly:</p> <ul style="list-style-type: none"> Pull and review one week of warrant records to assess status, outcome, timeliness, and communication of status to advocates and victim/witness Randomly select and review 10 warrant cases that have been prioritized as involving high risk domestic violence offenders 	<ul style="list-style-type: none"> Meet periodically with law enforcement and prosecution to review issuance and enforcement of warrants Use an interagency group of warrant enforcement staff, law enforcement, advocates, and victim/witness to review response to high risk offenders 	<p>First review of warrant case records 6 months after policy implementation; annually thereafter</p> <p>Convene first meeting with Blueprint partner agencies; semiannually thereafter.</p>

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
Sheriff’s Office- Court Security	<ul style="list-style-type: none"> Walk through and observe courthouse space and procedures to ensure safety of all involved (including hallways, offices, and courtrooms) Meet periodically with bailiffs and deputies providing security to review and assess overall response to courthouse security and any critical incidents 	<p>Quarterly:</p> <ul style="list-style-type: none"> Conduct at least 2 walk-throughs and observations courthouse space and procedures to ensure safety of all involved (including hallways, offices, and courtrooms) Hold initial meeting with bailiffs and deputies providing security to identify potential security issues and develop critical incident strategy 	<ul style="list-style-type: none"> Use an interagency group of courthouse security staff, advocates, and victim/witness to walk through and review security procedures specific to protection of victims of domestic violence Meet periodically with judges, attorneys and advocates to review courthouse security specific to domestic violence cases 	<p>First courthouse walk-through 3 months after policy implementation; semiannually thereafter</p> <p>First meeting with judges and Blueprint partners 3 months after implementation; annually thereafter</p>
Prosecution	<ul style="list-style-type: none"> Review 3 files per prosecutor annually for policy and protocol compliance 	<p>Quarterly:</p> <ul style="list-style-type: none"> Review charging decisions on 10 cases for 	<ul style="list-style-type: none"> Meet quarterly with victim witness and law enforcement to discuss declined cases and 	<p>First review of prosecution case records 6 months after policy</p>

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
	<ul style="list-style-type: none"> Conduct quarterly reviews of a random sample of 5 to 10 cases to review bail and pretrial conditions and enforcement Conduct quarterly reviews of a random sample of negotiated pleas and sentencing recommendations 	compliance with BP <ul style="list-style-type: none"> Review bail and pretrial conditions and enforcement of 5 cases Review negotiations and sentencing in 5 misdemeanor and 5 felony cases 	thoroughness of investigations <ul style="list-style-type: none"> Periodically select 5 cases at random and complete a case review with law enforcement, supervising prosecutor, and the officer and prosecutor responsible for each case 	implementation; annually thereafter Meet quarterly with Blueprint partner agencies
Victim Witness	<ul style="list-style-type: none"> Periodically review files to ensure timely contact with victims and timely victim notification of case-specific actions and decisions Conduct quarterly reviews of a random sample of 5 to 10 cases to see how victims’ wishes and information about implications for criminal legal 	Quarterly: <ul style="list-style-type: none"> Review 5 cases per person for timeliness of contact with victims and notification of actions on the case Review 5 cases to assess how victims’ concerns are taken into account 	<ul style="list-style-type: none"> Periodically select 5 cases at random and complete a case review with an interagency group including representatives from victim/witness, law enforcement, prosecution, and advocacy Meet with the prosecutor’s office, 	First victim/witness case review 6 months after policy implementation; annually thereafter Meet quarterly with Blueprint partner

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
	<p>system intervention are documented and communicated</p> <ul style="list-style-type: none"> Periodically review files for victim impact statements and compliance with other victims’ rights 	<ul style="list-style-type: none"> Review 5 cases for compliance with victims’ rights laws 	<p>community advocates, and law enforcement to discuss and review problematic cases</p>	<p>agencies</p>
Probation	<ul style="list-style-type: none"> Conduct quarterly reviews of 5 to 10 probation presentence investigations (PSI) Conduct quarterly reviews of 2 cases from each supervising probation officer Randomly select and review 10 probation supervision cases that have been 	<p>Quarterly:</p> <ul style="list-style-type: none"> Review 5-10 PSI reports for attention to risk and danger and documentation of victim contact Randomly select and review 2 domestic 	<ul style="list-style-type: none"> Conduct periodic interagency reviews of cases involving PSI and probation supervision Meet with the prosecutor’s office, community advocates, and law enforcement to discuss and review 	<p>First probation case review 6 months after policy implementation; annually thereafter</p> <p>Meet quarterly with Blueprint partner</p>

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
	prioritized as involving high risk domestic violence offenders	violence probation supervision cases of each supervisor	problematic cases	agencies
Bench and Court Administration	<ul style="list-style-type: none"> Conduct case review of no-contact orders issued Conduct case review of pretrial release conditions Conduct case review of sentencing conditions Conduct periodic reviews of a random sample of domestic violence cases from initial appearance through to final disposition by the court 	<p>Quarterly:</p> <ul style="list-style-type: none"> Review no-contact orders in 5 to 10 cases Review pretrial release conditions in 5 to 10 cases Review sentencing conditions in 5 to 10 cases <p>Annually: Review 5 to 10 cases from initial appearance</p>	<ul style="list-style-type: none"> Invite members of the Blueprint adaptation team and community-based advocates to conduct periodic observations of domestic violence cases or docket Use a small interagency work group to review a sample of domestic violence cases coming before the court Meet with the prosecutor’s office, 	<p>First observations in courtroom and case reviews 6 months after Blueprint implementation; semiannually thereafter</p> <p>Meet quarterly with Blueprint partners the first year of implementation;</p>

Blueprint Monitoring – Key Activities Grid				
TOOLS: (1) AGENCY POLICY & (2) CASE REVIEW AND/OR SUPERVISOR’S CHECKLIST				
Agency	Internal Monitoring of Compliance with Blueprint Policies and Protocols	Frequency	Interagency Monitoring of the Blueprint as a Collective Policy	Frequency
		to final disposition	community advocates, and law enforcement to discuss and review	semiannually thereafter

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IMPLEMENTING THE BLUEPRINT FOR SAFETY: SUPERVISORY ROLES AND RESPONSIBILITIES

ROLE

Once each agency's Blueprint policy is approved and implemented, regular quality control and compliance review is crucial to maintaining the Blueprint. Without regular monitoring and oversight, practice tends to drift. Consequently, agency supervisors have a key, ongoing role in sustaining the Blueprint. They monitor policy and practice via regular review of reports and other case documentation, authorize arrest, charging, or other decisions in certain circumstances, and, sometimes observe at the scene or another setting. Supervisory oversight of exceptions to policy helps reduce the likelihood that such exceptions will be used inappropriately and helps flag training needs and issues that may require policy clarification. Beyond this internal role, agency supervisors also contribute to monitoring, evaluating, and maintaining the Blueprint as a *collective* policy by participating in periodic interagency reviews. The Blueprint changes the way people work together across agencies. Rarely does a community build in a response that allows workers across agencies to review together how their collective response is working and its impact on the community. This is a core feature that distinguishes the Blueprint from other forms of coordinated community response.

RESPONSIBILITIES

For a snapshot of general supervisory and monitoring responsibilities in each agency, see Blueprint Monitoring – Key Activities, Appendix 27 in *Becoming a Blueprint Community*. More detailed tasks for agency supervisors at five major points of intervention are illustrated below. They include:

- 911 Emergency Communications
- Patrol
- Investigations
- Prosecution
- Probation and Bail

The supervisory tasks summarized here reflect those included in the Blueprint templates.¹ In the process of adapting the Blueprint for Safety to agency policy and practice, communities adjust the templates to reflect tribal or state law, agency and jurisdiction size, and other local conditions. A final, agency-specific version of supervisory roles and responsibilities will reflect each agency's needs and format. For example, in rural communities or smaller agencies, patrol and investigation functions and supervision may be combined

¹ Find the Blueprint policy templates and related protocols and training memos at *The Blueprint for Safety: An Interagency Response to Domestic Violence Crimes*, http://www.praxisinternational.org/bp_materials.aspx.

AGENCY SUPERVISION: 911 EMERGENCY COMMUNICATIONS

In addition to adhering to general agency policy, 911 Emergency Communications Center supervisors provide the support and oversight necessary to ensure a safety-oriented response to domestic abuse–related calls, using the protocols and training memos referenced and included in agency policy.

1. Implement the provisions of agency policy and protocol in accordance with the Blueprint for Safety.
2. Conduct regular reviews of 911 recordings of domestic abuse calls and provide feedback and guidance to call takers.
3. Conduct regular reviews of 911 CAD transcripts in relation to calls and provide feedback and guidance to dispatchers.
4. Maintain 911 recordings for at least ninety days (and longer if possible) and CAD transcripts indefinitely in a manner which allows later access by investigators, prosecutors, and defense attorneys.
5. Relay recordings of 911 calls and related documents to investigators, prosecutors, and defense attorneys as requested.
6. Notify the designated patrol supervisor when a domestic abuse call involves a law enforcement or other public safety officers, 911 personnel, public official, or other prominent member of the public.
7. Conduct regular reviews of the response to inquiries and requests made to records section personnel in domestic abuse cases.
8. Conduct periodic call and CAD reviews with a small interagency group
9. Provide an annual composite report based on reviews to Blueprint implementation team and agency administrators.

AGENCY SUPERVISION: PATROL

The success of the interagency approach hinges largely on what happens in the first hour of each case. The patrol officer's role in laying a foundation for all subsequent interventions cannot be over-emphasized. Patrol supervisors, in turn, relay the department's priorities and expectations, thereby reinforcing the interagency response and the patrol officer's key role. This is accomplished by supervisors periodically attending domestic violence calls at the scene, reviewing reports on a daily basis, and providing more in-depth review of reports as needed to maintain the department's report-writing standards and reinforce the importance of thorough patrol reports to the overall safety and accountability goals of the interagency approach.

In addition to following general agency policy, patrol sergeants and department command take the following actions in providing supervisory oversight in domestic violence–related cases.

1. Implement the provisions of agency policy in accordance with the Blueprint for Safety.
2. Monitor responding officers' on-scene activities and compliance with policy by periodically appearing on the scene of domestic calls and assessing the patrol response.
3. Review patrol reports for accuracy and completeness using a case review worksheet (Practice Assessment Guide, Appendix 22-7 in *Becoming a Blueprint Community*) or similar checklist.
4. Respond to patrol officers' requests to approve decisions to not arrest in misdemeanor cases where probable cause has been established.

5. Respond to department employee-involved domestic violence calls by ensuring that a supervisor of higher rank than the involved officer is dispatched to the scene.
6. Ensure that patrol officers receive and are introduced to domestic violence response policies and protocols and related appendices and training memos.
7. Conduct periodic reviews of patrol reports with a small interagency group.
8. Provide an annual composite report based on reviews to Blueprint implementation team and department command staff.

AGENCY SUPERVISION: INVESTIGATION

Supervisory oversight of domestic violence investigations ensures that this link in the interagency response works to its fullest potential. Oversight reinforces thorough evidence collection, attention to risk and danger, and strategies that minimize the need for a victim to confront the offender. Oversight emphasizes proper investigation and documentation to accurately charge a case. In addition to the responsibility of the supervising investigators who follow up on patrol reports, the commander of the investigative unit in charge of domestic violence cases also assists patrol supervisors in maintaining the quality of patrol reports and helps maintain connections between the department and other intervening agencies.

In addition to following general agency procedures, the investigative unit supervisor takes the following actions in providing supervisory oversight in domestic violence-related cases:

1. Implement the provisions of agency policy in accordance with the Blueprint for Safety.
2. Monitor investigative files to determine if all necessary actions were taken in the investigation, and direct any necessary follow-up.
3. Prepare a report outlining whether patrol reports sent to the investigative unit comply with the patrol report protocol.
4. Meet every other month with division commanders to discuss quality and compliance of patrol reports with the protocol and refer reports to commander for review and redrafting if necessary.
5. Meet quarterly with the city and county attorney's offices to discuss and review problematic cases.
6. Meet quarterly with probation and prosecution to ensure the History of Domestic Violence Summary is being created and updated in accordance with protocols (see The Blueprint for Safety Approach to Risk, Appendix 9 in *Becoming a Blueprint Community*).
7. Prepare a quarterly case tracking report to be sent to the assistant chief of the investigative division.
8. Consult with investigators on individual cases.
9. Review Blueprint policies, protocols, and training memos with new investigators assigned to the unit within 30 days of their assignment.
10. Update policies and protocols each year pursuant to legislative, statutory changes.
11. Conduct periodic reviews of investigation reports with a small interagency group.
12. Meet with the prosecutor's office, patrol supervisors, community advocates, and victim/witness to discuss and review problematic cases.

AGENCY SUPERVISION: PROSECUTION

Charging Decisions

The Supervising prosecutor(s) take the following actions to implement and maintain the Blueprint for Safety:

1. Review three files per prosecutor semiannually for policy and protocol compliance.
2. Meet quarterly with law enforcement, the supervisor of the victim witness program, and the supervising attorney of the other prosecuting jurisdictions to discuss cases that have been declined and the thoroughness of investigations.
3. Be available to meet with law enforcement as requested to review individual cases that have been declined for prosecution.
4. Approach domestic violence–related cases in ways that minimize dependence on the victim and maximize other sources of information. Stay mindful of intimidation and coercion directed at victims to prevent participation in prosecution.
5. Know the implications of the Crawford and Davis decisions and strategies to maximize non-victim sources of information in light of those decisions.
6. Know the doctrine of forfeiture by wrong-doing and strategies for applying it in domestic violence cases, including training law enforcement on needed evidence gathering.
7. Expand the focus of attention to illegal behavior after officers' arrival.
8. Develop access to multiple sources of information in addition to the victim.
9. Hold quarterly meetings with law enforcement, the supervisor of the victim witness program, and the supervising prosecutors from relevant prosecutorial jurisdictions to review the thoroughness of investigations, discuss declined cases, and address any concerns that either investigators or prosecutors identify as needing resolution.
10. Periodically, select five cases at random and complete a case review with law enforcement, supervising prosecutor, and the law enforcement officer and prosecutor responsible for each reviewed case.
11. Work with local law enforcement to train law enforcement on relevant legal issues and investigation techniques that support minimizing dependence on victims of domestic violence.

BAIL AND PRE-TRIAL RELEASE RECOMMENDATIONS

1. Supervising prosecutors will conduct a quarterly review of a random sample of cases to ensure that bail amounts and conditions of pre-trial release account for the context and severity of the offense, the danger that the defendant poses to the victim, and the safety needs of the victim and the public.
2. The review will also involve violations of conditions of bail to ensure that sure, swift and appropriate consequences for violations have been requested

NEGOTIATED PLEA AGREEMENTS AND SENTENCING RECOMMENDATIONS

1. Supervising prosecutors will provide or arrange for training as applicable to prosecutors, law enforcement, probation, and the judiciary on topics related to successful intervention in domestic violence-related cases.
2. Supervising prosecutors will conduct a quarterly review of negotiated pleas in domestic abuse-related cases to ensure that they account for the context and severity of the offense, the danger that the defendant poses to the victim, and the safety needs of the victim and the public.
3. Supervising prosecutors will conduct a quarterly review of sentencing recommendations in domestic abuse-related cases to ensure that they account for the context and severity of the offense, the danger that the defendant poses to the victim, and the safety needs of the victim and the public.
4. Supervising prosecutors will conduct a quarterly review of cases in which a violation of probation involved violence, threat of violence, intimidation or coercion to ensure that immediate steps were taken to revoke the defendant's probation.
5. Provide training as applicable to prosecutors, law enforcement, probation, and the judiciary on the following topics related to successful intervention in domestic violence-related cases:
 - a. Risk factors
 - b. Role of thorough and complete investigation in establishing a sufficient evidentiary base to negotiate an appropriate plea agreement
 - c. Case preparation and evidence-gathering that reduces dependence on the victim
 - d. Presentence investigations that include thorough consideration of risk

AGENCY SUPERVISION: PROBATION

The presentence investigation (PSI) writer is charged with providing as full a picture as possible of the kind of violence, the frequency and severity of violence, and, when possible, the circumstances under which the offender is using the violence. This picture enables the differentiated response to the various types of domestic violence cases before the court.

Close supervision of domestic violence offenders coupled with sure and swift response to violations helps reduce repeat violence. The probation officer is the linchpin in connecting possibilities for help in an accessible and meaningful way for the probationer. The supervising probation officer is also the only practitioner in the system that develops an ongoing relationship with the offender. As such, probation officers are the best-positioned to relay and reinforce the messages intended by the overall response; namely, that change is possible, being accountable is the first step toward change, continued abuse will not be tolerated, and there is a network of help available. Probation supervisors have a key role in providing the environment, support, and oversight that makes this response possible.

In addition to adhering to general agency policies, probation supervisors take the following actions in supervising the probation response to domestic violence offenders:

1. Implement the provisions of agency policy in accordance with the Blueprint for Safety.
2. Ensure that the following elements are established and provided in the probation response to domestic violence cases:
 - a. Availability of accessible programs for offenders on probation in domestic abuse-related cases

- b. Efficient and timely access to records by supervising probation agents
 - c. Language interpretation services
 - d. Quality control specific to all domestic abuse–related policies and protocols
 - e. Training on the Blueprint for Safety (agency policy and collective policy)
 - f. A combination of hiring practices and/or training that results in probation agents that develop a complex understanding of domestic violence
- 3. Conduct periodic interagency reviews of cases involving presentence investigations and probation supervision (e.g., quarterly reviews of 5 to 10 PSI reports per PSI writer; 2 to 5 cases from each supervising probation officer).
 - 4. Meet with the prosecutor’s office, community advocates, and law enforcement to discuss and review problematic cases.
 - 5. Randomly select and review 10 probation supervision cases that have been prioritized as involving high risk domestic violence offenders.

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THE BLUEPRINT FOR SAFETY: INTERAGENCY ACCOUNTABILITY CHECK

DIMENSIONS OF ACCOUNTABILITY

Implementing the Blueprint for Safety is ultimately a process of accountability. “Holding offenders accountable” is a familiar phrase when talking about domestic violence cases. But that individual focus is only one dimension of accountability under the Blueprint. The Blueprint expands the scope of accountability from a focus on individual offenders in domestic violence cases to a focus on establishing a system of interagency accountability for intervening in crimes related to battering.¹ As a unified, collective policy, the Blueprint seeks to strengthen accountability in five dimensions:

1. Accountability by the individual batterer to the victim(s) of battering.

This means that: a) a batterer is unable to manipulate the system and use it against a victim; b) the actions, language, assumptions, and theories operating in the case place the responsibility for the use of violence with the batterer, not the victim of ongoing abuse; and c) the batterer has been given a just consequence for the use of violence and coercion. While a conviction might be a part of this consequence, accountability and conviction are not the same thing. In this dimension, accountability focuses on recognizing, differentiating, and responding to battering as distinct from other forms of domestic violence.

2. Accountability by the criminal legal system to victims of battering.

Interagency accountability to victims requires a well-integrated system of advocacy and attention to the possible effects of various state actions on victim safety—it requires a unified, collective policy and practice. A victim’s safety is multi-faceted. It is shaped not only by what a specific offender is willing and capable of doing, but by his family, friends, and social group. It is shaped by her family’s actions and her economic vulnerabilities. It is shaped by the way institutional actions affect her life. It is shaped by whether her community is overrepresented or underserved in the criminal legal system. A system that is accountable to victims is one that anticipates unintended consequences and designs interventions to avoid them and to reduce the disparity of impact on people of differing life circumstances

¹ Adapted from *(In)Visible Workings: A change-agent's guide to closing the gap between what people need and what legal and human service institutions do*, Ellen Pence, Praxis International, 2009.

and social standing.

3. **Accountability to fair and respectful treatment and due process for the offender.**

This dimension of accountability helps avoid introducing biases that can undermine the effort to establish the Blueprint's essential elements as standard policy and practice and reinforce its foundational principles. Messages of help and accountability are poorly-served by dismissing the significance of due process and respect. Fair and respectful treatment and due process—at all points of intervention—are fundamental to reducing unintended consequences of intervention and disparity of impact.

4. **Accountability by practitioners intervening in the case to each other.**

The Blueprint is organized to link each intervening practitioner with those who proceed and those who follow at each step in case processing. Police officers rely on the information gathered and transferred to them by dispatchers. Prosecutors count on the thoroughness and accuracy of the patrol officer's investigation and report. Probation officers make recommendations and judges make decisions on sentencing and supervision to address risk based on the thoroughness of history and context established by those involved throughout the entire case process, beginning with the call to 911. The Blueprint is in many respects a system of accountability designed from the ground up, with an understanding of the ways in which practitioners can be linked and supported to intervene most effectively.

5. **Accountability to the Blueprint and its essential elements as a standard of practice.**

Each agency must carry out its specific function in case processing to an acceptable standard: in this case, the standards of the Blueprint for Safety, as defined in its essential elements. Each area of practice (e.g., responding to emergency calls, making arrest decisions, charging cases, conducting pre-sentence investigations, sentencing offenders) has articulated criteria that each practitioner is expected to meet and that other intervening agencies can rely on.

APPROACH

Each agency, and a Blueprint community overall, uses three core methods to establish an overall approach to accountability.

1. Supervision of individual workers
2. Regularly scheduled interagency meetings
3. Consistent guidelines and frameworks

The Blueprint adaptation guide, *Becoming a Blueprint Community*, includes specific tools that support and structure these methods of accountability. They include the following:

- Blueprint for Safety Monitoring – Key Activities Grid (Appendix 27)
- Implementing the Blueprint for Safety: Supervisory Roles and Responsibilities (Appendix 28)

- Blueprint for Safety Essential Elements – Annotated (Appendix 10)

ACCOUNTABILITY TEMPLATE AND A “STATE OF THE BLUEPRINT” REPORT

One of the core tasks in monitoring Blueprint implementation is to update the community on the impact of the Blueprint collective policy. Sources of information for such a report include:

- Statistical data
- Information from community consultations
- Information and analysis from the Blueprint advocate
- Internal and interagency monitoring activities, including case reviews
- Analysis of accountability strengths, gaps, and obstacles

The accountability template helps organize and sum up accomplishments and obstacles in fulfilling each dimension of accountability. As an *internal* tool, the accountability template provides a framework for the Blueprint coordinator and agency liaisons to use in reviewing and tracking each agency’s experience in implementing the Blueprint. As an *interagency* tool, the template assists the coordinator and implementation team in summing up the state of the Blueprint as a collective policy.

Preparation by the Blueprint coordinator:

1. Adapt the template for each agency.

Prepare a worksheet or set of discussion prompts using the headings from the template. For example:

How has Blueprint policy and practice in [911 agency] strengthened accountability in the response to domestic violence-related crimes? Summarize and provide examples of strengths, gaps, and obstacles related to the dimensions of accountability.

- 1) By the individual batterer to the victim(s) of battering
- 2) By the criminal legal system to victims of battering
- 3) To fair and respectful treatment and due process for the offender
- 4) By practitioners intervening in the case to each other
- 5) To the Blueprint and its essential elements as a standard of practice

2. Adapt the template for discussions with the implementation team.

Use the template headings to guide small group and team discussions. Use or adapt the template format to take notes or otherwise summarize the conclusions.

3. Provide a reference handout for internal and interagency discussions that includes the “dimensions of accountability” definitions.

Accountability Template

Summarize and provide examples of strengths, gaps, and obstacles related to the dimensions of accountability.

	Accountability by/to . . .				
Agency	Offender to victim(s)	Criminal legal system to victims	Offender due process; fair & respectful treatment	Practitioner to practitioner	Blueprint essential elements as standard of practice
911					
Law Enforcement Patrol					
Law Enforcement Investigation					
Pretrial Release / Bail					
Sheriff's Office – Jail					
Sheriff's					

	Accountability by/to . . .				
Agency	Offender to victim(s)	Criminal legal system to victims	Offender due process; fair & respectful treatment	Practitioner to practitioner	Blueprint essential elements as standard of practice
Office - Warrants					
Sheriff's Office – Court Security					
Prosecution					
Victim Witness					
Probation					
Bench & Court Admin.					

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(Available in electronic format from Praxis: blueprint@praxisinternational.org)



How the Blueprint came to [community]

- 2007 – 2010: Blueprint for Safety created and tested in St. Paul, MN (and continues today)
- 2011 - 2015: OVW selected 3 communities to adapt the Blueprint & produce a how-to guide
- [INSERT date and key points of local history]

[3]

Practice Assessment & Policy Writing

- Who was involved?
- What happened?
- The [Local] Blueprint Policy
 - Agency-specific
 - As a collective policy

[4]

Now: Launch & Implement with Agency Training

- Who is involved?
- What happens next?

[5]

The [Community County] Blueprint for Safety Partners



[6]

The Blueprint for Safety

Next generation of
innovation to end
battering

Comprehensive
approach to
confronting this
crime

Collective policy
for CJS agencies

New way of
working together

[7]

Blueprint key features

Single, overarching policy

Supported by research, 30 years of practice

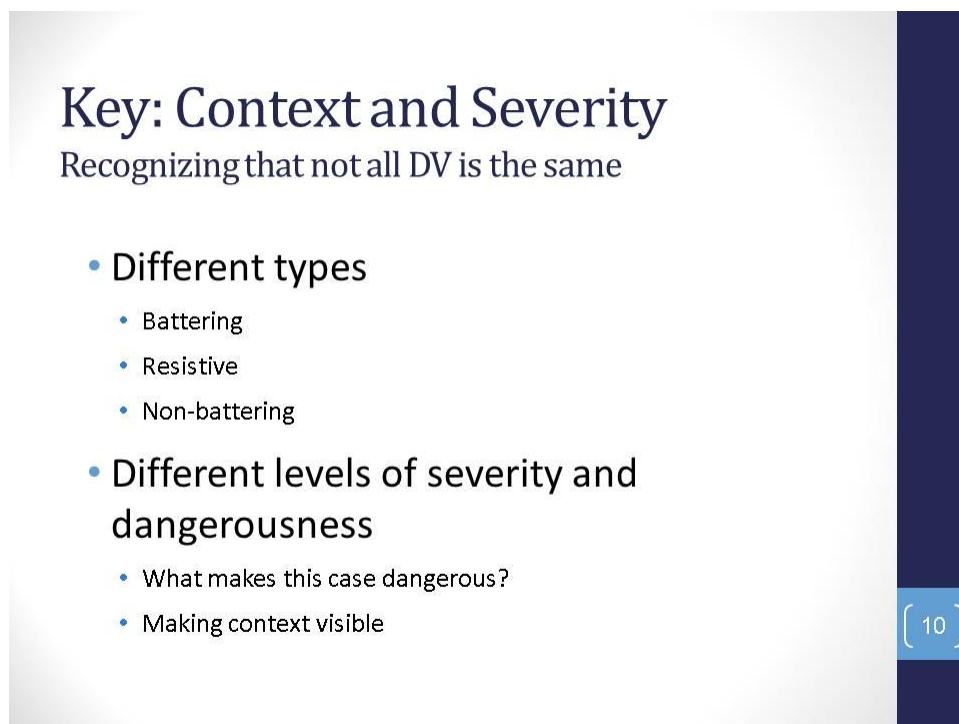
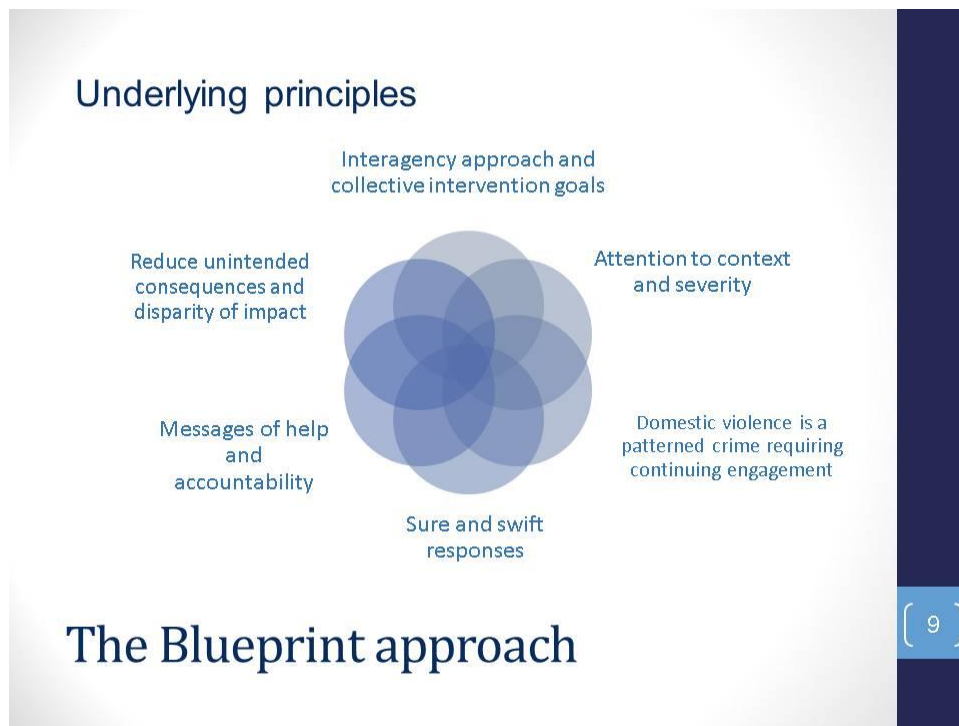
Identify, document, communicate, and act on risk and danger

Grounded in experiences of victims – engage with victims

Inter- and intra-agency monitoring

Structure for ongoing problem solving

[8]



What changes?

As a result of the Blueprint...

From key, first steps by 911 & patrol, entire CJS better positioned to identify:

1. Under-identified crimes: stalking, witness tampering, strangulation
2. Evidence about risk and danger
3. Self-defense
4. Primary aggressor
5. Battering cases from non-battering

[11]

Part 2

What changes for [agency or practitioner] under the Blueprint for Safety?

[12]

[AGENCY NAME] Policy

- List title and general order number of final policy
- Review any handouts or other material
- Reference related Blueprint Training Memos
- Steps agency personnel must take to verify receipt of policy

(13)

911: the First to Engage

- Recognize the importance of establishing a relationship between the victim and the entire system by this first interaction
- Convey messages:
 - You called the right place
 - Help is on the way

Blueprint Enhancements to 911 Call-Taking

- Improving the coding of calls
 - Better identification of parties' relationship
 - Use of Violation Order of Protection code
 - Recoding calls for accuracy

Determining the Response Priority

- Code calls as a Priority 2 (crime in progress)
(Weapon involved; physical assault; violence imminent; severe threats; suspect GOA but may return)
- Code calls a Priority 3 otherwise
(Suspect not likely to return; violation of a court order report; verbal argument; third party with no information)

Detailed Information to Responding Officers

- Identify all parties involved
- Specific details of what caller saw and heard
- Specifics on what is happening now
- Determine risk to officers and parties present

Improved Information for Officers on Background

- Determine history at address and relay to officer
- Determine warrants and relay
- Existence of order for protection, harassment, criminal no-contact orders
- Suspect on probation

Attend to Safety Needs While Officers in Route

- Protecting caller from retaliation
- Inquire about children's welfare
- Safety instructions
- Medical instructions
- Talking to suspect

Interagency Information Sharing

- When there are arrests email the CAD printout and any related court order to bail screening
 - Makes affidavit information available to bail evaluators
- E-mail CAD report to probation contact
 - Notifies supervising probation agent of new police contact
 - Alerts presentence investigation writer to new police contact between conviction and sentencing

Notifications

Notify the shift supervisor when one of the parties involved is a police or public safety officer, 911 employee, public official, or prominent member of the public.

Questions?

- Consult supervisor
- Review policy and training memos

[ADD SPECIFIC AGENCY CONTACT INFORMATION]

(22)

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The

blueprint
for safety

[Community Name]

A United Response to Battering & Domestic Violence Crimes

[AGENCY NAME / PATROL RESPONSE]

[1]

Part 1

What is the [Community
Name]
Blueprint for Safety?

[2]

How the Blueprint came to [local community]

- 2007 – 2010: Blueprint for Safety created and tested in St. Paul, MN (and continues today)
- 2011 - 2015: OVW selected 3 communities to adapt the Blueprint & produce a how-to guide
- [INSERT date and key points of local history]

[3]

Practice Assessment & Policy Writing

- Who was involved?
- What happened?
- The [Local] Blueprint Policy
 - As a collective policy
 - Agency-specific

[4]

Now: Launch & Implement with Agency Training

- Who is involved?
- What happens next?

[5]

The [Community County] Blueprint for Safety Partners



[6]

The Blueprint for Safety

Next generation of
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Collective policy
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New way of
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(7)

Blueprint key features

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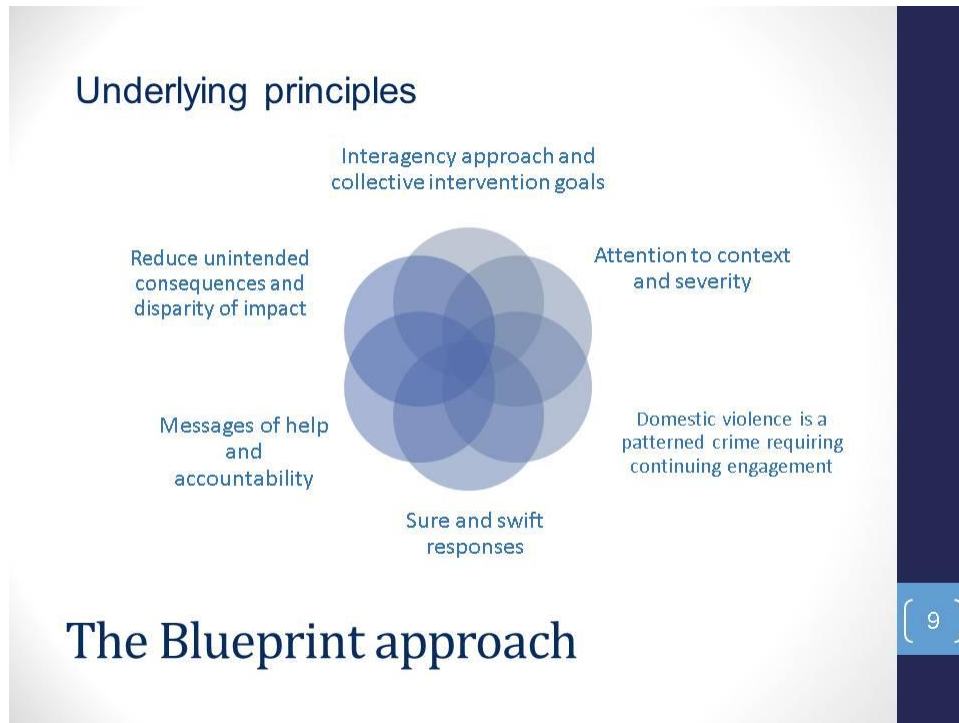
Identify, document, communicate, and act on risk and danger

Grounded in experiences of victims – engage with victims

Inter- and intra-agency monitoring

Structure for ongoing problem solving

(8)



Key: Context and Severity

Recognizing not all DV is the same

- Different types:
 - Battering
 - Resistive
 - Non-battering
- Different levels of severity and dangerousness
 - What makes this case dangerous?
 - Making context visible

[10]

What changes?

As a result of the Blueprint...

From key, first steps by 911 & patrol, CJS better positioned to identify:

1. Under-identified crimes: stalking, witness tampering, strangulation
2. Evidence about risk and danger
3. Self-defense
4. Primary aggressor
5. Battering cases from non-battering

[11]

Part 2

What changes for patrol under the Blueprint for Safety?

[12]

[AGENCY NAME] Policy

- List title and general order number of final policy
- Review any handouts or other material
- Reference related Blueprint Training Memos
- Steps officers must take to verify receipt of policy

(13)

Blueprint highlights: the “risk questions”

1. Do you think he/she will seriously injure or kill you, your children, or someone else close to you? (What makes you think so? Think not?)
2. How frequently does he/she intimidate, threaten, or assault you? Is it changing? Getting worse? Better?
3. Describe the time that you were the most frightened or injured by him/her.
4. Have you ever been threatened for seeking help?

(14)

Blueprint Highlights, cont.

Arrest decision when both parties have used illegal violence

- Dual arrest discouraged
- Self-defense first
 - Arrest party not acting in self-defense
- If no self-defense, predominant aggressor
 - Arrest preferred response only with predominant aggressor

[15]

Assess for self-defense first

- Assess for self-defense first
 - Arrest the party not acting in self-defense
- If no self-defense, determine the predominant aggressor
 - Arrest is the preferred response only with predominant aggressor

[16]

Blueprint Highlights, cont.

Strengthen identification and evidence collection related to under-identified crimes:

- Strangulation
- Stalking
- Witness intimidation

[17]

Blueprint Highlights, cont.

- Enhanced evidence collection & information to assist investigation
 - Spontaneous statements
 - Witness statements
 - Whether victim ever threatened for seeking help from police or others
- Domestic Violence Patrol Report Checklist

[18]

Questions?

- Consult shift / command supervisor
- Review policy and training memos

[ADD SPECIFIC AGENCY CONTACT INFORMATION]

[19]

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