UNIFORM CRIME REPORTS AS A VEHICLE FOR REPORTING STATE WIDE DATA ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT

This report was prepared under contract with the Justice Research and Statistics Association

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INTRODUCTION

This project is part of an effort conducted by the Justice Research and Statistics Association (JRSA) under a grant whose objective is to provide states with descriptions of existing methodologies to collect Domestic Violence (DV) and Sexual Assault (SA) data. JRSA has identified three different methodologies to collect such data:

- Incident-based reporting as part of the Uniform Crime Reports
- Specialized data collection from law enforcement through a separate data collection system
- Specialized data collection coming directly from service providers.

One state has been selected as an example of each type of data collection above, with Iowa selected as a representative of states with incident based reporting (IBR) as part of the UCR system.

METHODOLOGY

This research involved five basic steps:

- interviewing Department of Public Safety staff involved in the Uniform Crime Reports to permit an understanding of the history and development of the program;
- surveying law enforcement UCR coordinators to obtain their opinions about domestic violence and sexual assault data;
- surveying domestic violence and sexual assault data users to determine their opinions about the data;
- interviewing a number of state officials and academic users of domestic violence and sexual assault data;
- tabulation and analysis of results.

The organization of the resulting report follows directly from the data collection. Survey results, while they are referred to in the text below, are presented in appendices, as are the instruments used in collecting data.

HISTORY OF THE UCR PROGRAM IN IOWA

In 1974, the 65th Iowa General Assembly enacted a provision of Chapter 749B of the *Code of Iowa* requiring law enforcement agencies to submit reports of crime and arrests to the Department of Public Safety's (DPS) Bureau of Criminal Investigation. The following language now is contained in section 692.15 *Code of Iowa* concerning Uniform Crime Reports:

> If it comes to the attention of a sheriff, police department or other law enforcement agency that a public offense has been committed in its jurisdiction, the law enforcement agency shall report information concerning such a public offense to the department on a form to be furnished by the department not more than thirty-five days from the time the public offense first comes to the attention of the law enforcement agency. The reports shall be used to generate crime statistics. The department shall submit statistics to the governor, the general assembly, and the division of criminal and juvenile justice planning of the department of human rights on a quarterly and yearly basis.

During December, 1974, the Bureau of Criminal Investigation conducted schools throughout the State on the proper completion of Uniform Crime Reports. The schools were attended by most of the law enforcement agencies that were to contribute Uniform Crime Reports. On January 1, 1975, the Iowa Uniform Crime Reporting program was implemented, with forms being sent to 210 agencies. Forms provided by the Federal Bureau of Investigation were used in implementing this program since most contributing agencies had previously submitted their data directly to the FBI. Monthly reports were received from 209 agencies throughout 1975 and 1976. From 1977 to 1990, the number of agencies submitting reports slowly grew, reaching a total of 225 in 1990. With very few exceptions the reporting agencies submitted data for every month from 1977 to 1990.

In 1977, the responsibility for Uniform Crime Reports (UCR) was transferred from the Bureau of Criminal Investigation to the Department's Division of Administrative Services (which maintained UCR field personnel who responded to questions concerning data entry policies and procedures and received raw data from contributing agencies) and the Data Services Bureau (which processed the data). The Plans, Training, and Research Bureau of the Commissioner's Office further analyzed the data, preparing reports and responding to requests for information based on the data until 1993, when this function also was transferred to the Field Services Bureau.

This summary-based system was used in Iowa until implementation of the National Incident Based Reporting System (NIBRS). Complete conversion to Incident Based Reporting (IBR) in Iowa was completed January 1, 1991. Iowa was the fifth state to be accepted as a certified "reporting state" of incident based crime data to the national system.

Planning for IBR in Iowa began in 1986, with impetus coming from the federal government. State and local officials saw the utility of an incident-based system, and the Department of Justice was providing funds for states to develop incident-based systems compatible with NIBRS. As part of a statewide conference addressing incident-based reporting, DPS divided Iowa into five geographical regions (Northeast, Northwest, Southwest, Southeast, and Central) and asked participants from each region to select three representatives meeting the following criteria: one from a sheriff's office; one from a police department; one from a larger reporting agency; and one from a smaller reporting agency.

The resulting group constituted the steering committee that was to design and assist in implementing Iowa's incident-based crime reporting system. A list of these members is in Appendix XVI.

Having had experience in working in and with local law enforcement agencies, steering committee members and DPS were aware that some incentives had to be provided to encourage local participation in a new system which would require more work at the local level. This was provided with the development of new incident, arrest, and supplementary reporting forms which could be used by local agencies in daily operation.

The draft designs of the forms were taken to five regional meetings. After encountering initial skepticism and criticism, the forms were rewritten to best encompass the elements needed for a law enforcement reporting system as voiced by potential users. A check box format was adopted that included a fairly large number of elements in an effort to reduce the need for lengthy narrative. There was never any requirement to use the forms; however, some departments began using the first draft forms as soon as their existence became known, and usage became much more widespread after the forms were finalized.

Forms were initially provided to departments at no cost. Use of these forms permitted small departments, in particular, to report data to DPS and obtain summaries back for local consumption. Many smaller departments had no other vehicle for the development of local reports, and their participation enabled DPS to provide a service to the local agencies. As will be seen below, another consideration leading to local participation has been the need for data for grant applications.

Local departments can report data in one of four ways. Those that have in-house computer systems capable of reporting data do so electronically (124 agencies). Other departments either report-line through the IOWA system or dial into the system via telephone (54 agencies). Some (smaller) agencies continue to report on data submission forms (29 agencies)(copies of the forms are in Appendix XVII).

One decision made by the steering committee was to avoid parallel data collection systems. Under the rationale that there is little incentive for agencies to use a new system if a comfortable old system exists, the committee opted to discontinue Iowa's old summary-based UCR on December 31, 1990 and begin the new system the following day. Representatives from the DPS report that there was never any thought of operating dual systems and that they do not regret having made the transition in this manner.

At the same time, DPS representatives also admit that moving to a system which requires more local work leads to a decrease in reporting. In the final year of the summary-based system, 225 agencies reported crime figures directly to the Department, or 100 percent of the eligible departments. With IBR now in its seventh year, 185 departments are direct contributors, or about 80 percent of the eligible agencies (some of the non-participants are non-reporters and some are partial reporters whose figures are not included in totals). Some of the non-reporters are among the largest departments in Iowa: Cedar Rapids, the State's second-largest city, and Council Bluffs, the sixth-largest, are among them. DPS personnel report that either the lack of compatible software or insufficient personnel typically are responsible for non-participation[1] (a list of partial- or non-reporters is in Appendix XII).

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[1] Law enforcement survey results also support this conclusion, as shown below.

Population Reporting, in percent
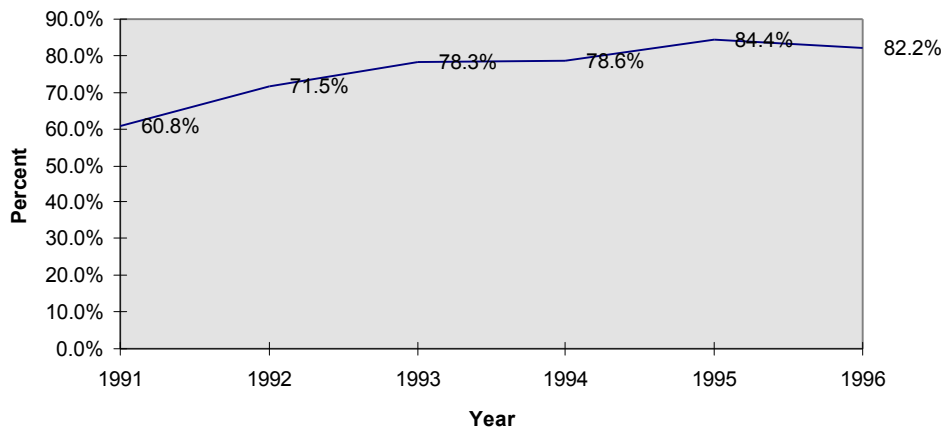
DPS also uses a concept called "agency months" to assess the completeness of its crime data. "Agency months" refers to a formula that counts the number of possible months in a year times the number of agencies, divided into the number of actual months some data are entered for all of the agencies. Using this concept, in 1991 DPS reported 69.3% complete reporting. As the system became more accepted, reporting increased: 75.3 percent in 1992, 80.0 percent in 1993, 83.1 percent in 1994, and 85.1 percent in 1995. If other definitions of completeness are used, similar increases have been reported.

Computer programming for the new system at the state level has been a substantial task. One large data base was developed for the data, with the original intention to store two years' data. There is sufficient space in this file, however, to the extent that the file currently includes all incident-based data reported since 1991 (i.e., no old data have yet been purged). The most extensive program, which takes tapes, diskettes, and telephone downloading and makes the data suitable for delivery to the main file, is apparently the longest computer program on the State's system. Its size makes it almost impossible to change. DPS officials report that this program should have been developed in segments, making later modification easier. A third program was written to allow for the on-line entry of IBR data directly into the data base from any Iowa On-Line Warrants and Articles (IOWA) System terminal in the State. A fourth package has been developed to extract data for analysis for special requests.

Part of the software edits the data to check for errors. The error rate is supposed to be less than 5%, and local departments are notified of errors but little is done to see that they are corrected.

Domestic Violence

Under Chapter 236 of the *Code of Iowa* the Department is also charged with the responsibility to collect information on incidents of domestic abuse. The Department began collecting domestic abuse data on July 1, 1985, assuming a function previously performed by the Iowa Department of Human Services (DHS). The transfer to DPS was due to legislative action which stemmed from to dissatisfaction with domestic violence reporting to DHS; local law enforcement agencies simply weren't reporting incidents of domestic violence. After data collection responsibility was transferred to DPS (to whom the local agencies already reported crime data), domestic violence figures shot up, increasing from a reported 3,501 incidents in 1986 to 6,199 in 1990. It is the opinion of observers in the Department of Public Safety that these increases were due both to better reporting and actual increases in domestic violence.

Reports of Domestic Violence, 1980-1990
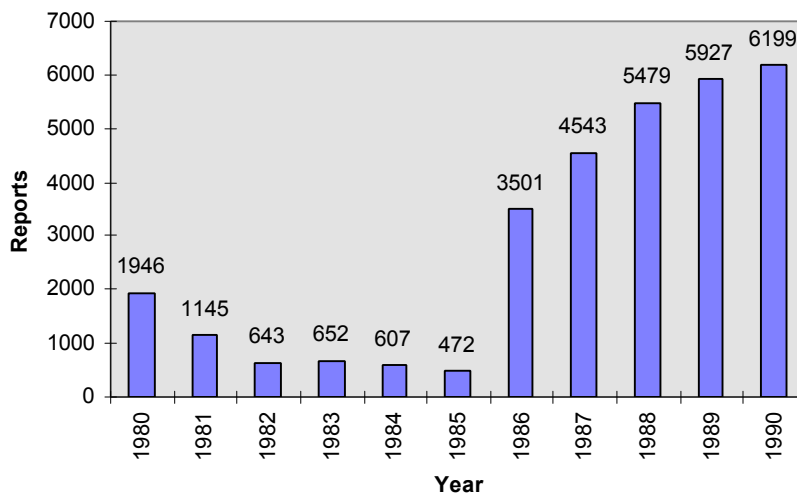
Note: 1985 figures extrapolated based upon 6 months' data

With the implementation of incident-based UCR reporting in 1991, the Department incorporated incident-based domestic violence (DV) data and hate/bias crime data as part of the new system, housing all crime data in one computerized system. Not including domestic violence data collection as part of the new IBR was never considered, as the existing DV data collection was already incident-based and development of a similar system for UCR, given financial and other incentives, simply made sense. There was no known support for maintaining DV data outside an incident-based UCR.

The data elements included in the new system were compatible with those collected in the previous incident-based DV system, resulting in comparable data. As shown below, however, the transition from a stand-alone incident-based domestic violence reporting system to a totally incident-based crime reporting system was not made without slippage. Reports of domestic violence for 1991, the first year of the new IBR, were less than half of those for 1990, and it was not until 1995 that reports under the new system reached the

level of the last year under the old system. One speculates that this is due to the complexities of moving to the new system rather than any dramatic decrease in domestic violence. Given the gradual increase in reporting population under the new system, reporting domestic violence figures as rates rather than raw figures obviously reduces this slippage, also shown below.

Reports of Domestic Violence

Year	Reports
1991	2986
1992	3948
1993	5149
1994	5769
1995	6788
1996	6163
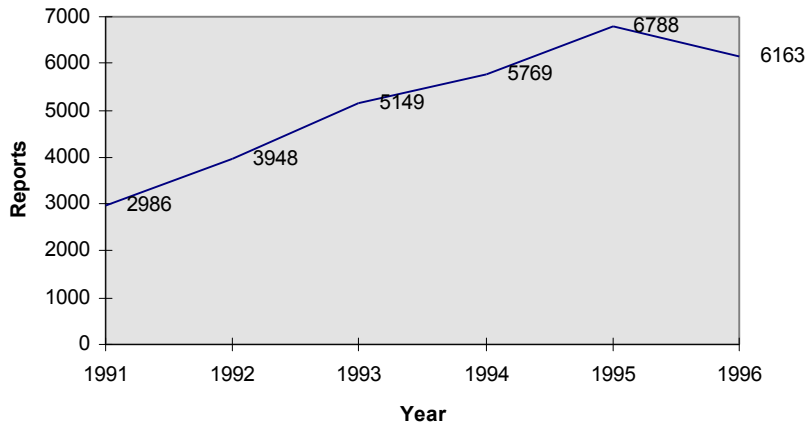
Rate of Reported Domestic Violence per 100,000 Population

Year	Rate
1990	223.2
1991	175.6
1992	196.4
1993	233.6
1994	259.6
1995	283.5
1996	262.9
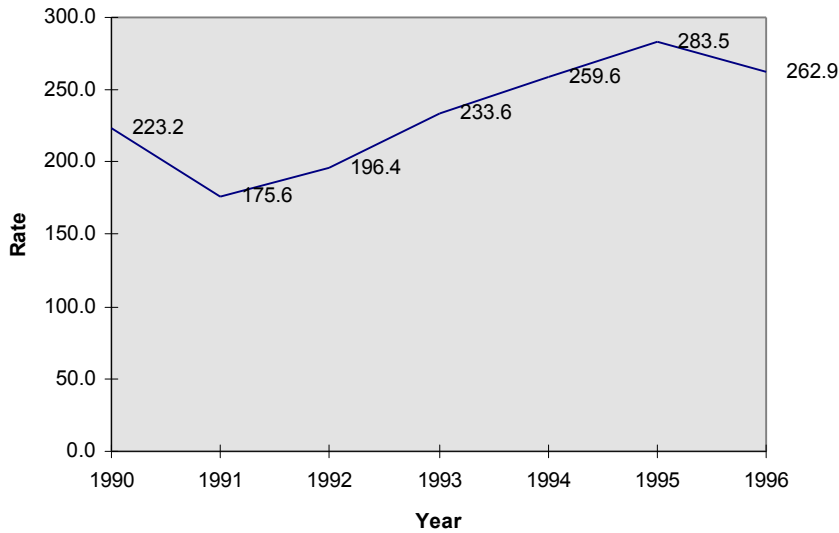
Domestic Abuse is defined in Section 236.2 of the *Code of Iowa* under any of the following circumstances:

- The assault is between family or household members who reside together at the time of the assault.
- The assault is between separated spouses or persons divorced from each other and not residing together at the time of the assault.

- The assault is between persons who are parents of the same minor child, regardless of whether they have been married or have lived together at any time.
- The assault is between persons who have been family or household members residing together within the past year and are not residing together at the time of the assault.

Although the definition of domestic abuse has changed since 1985, the meaning of "family or household members" has stayed much the same, including spouses and other adult members who live together, but excluding children under 18.

The data elements collected on domestic violence cases include the following:
- reporting agency
- day, date, and time of occurrence
- name, sex, race, ethnicity, address, and age of victim
- name, sex, race, ethnicity, address, and age of offender
- relationship of victim and offender
- type of injury
- presence of children at the time of abuse
- identity of person reporting abuse
- weapons used
- referrals made
- alcohol/drug involvement
- arrests made
- offender presence at scene upon police arrival

Sexual Assault

Data on sexual assault in Iowa are collected in the same manner as domestic violence data as part of the incident-based Uniform Crime Reports (UCR). For purposes of the UCR, sexual assault is referred to as forcible rape. Sexual assault data collection has been part of Iowa's UCR system since it originated in 1975. The same data elements collected for domestic violence are also collected on forcible rape, with the exception of the following elements which are not collected for sexual assault:

- referrals
- children present
- reported by
- date of birth, address, and name of victim
- date of birth, address, and name of offender.

Reports for forcible rape for the last seven available years are as follows:

Reported Sexual Assaults, 1990-1996

Attempted: 1990: 137, 1993: 45, 1994: 45, 1995: 35, 1996: 32

Completed: 1990: 372, 1993: 432, 1994: 464, 1995: 461, 1996: 477

Total: 1990: 509, 1991: 315, 1992: 371, 1993: 477, 1994: 509, 1995: 496, 1996: 509
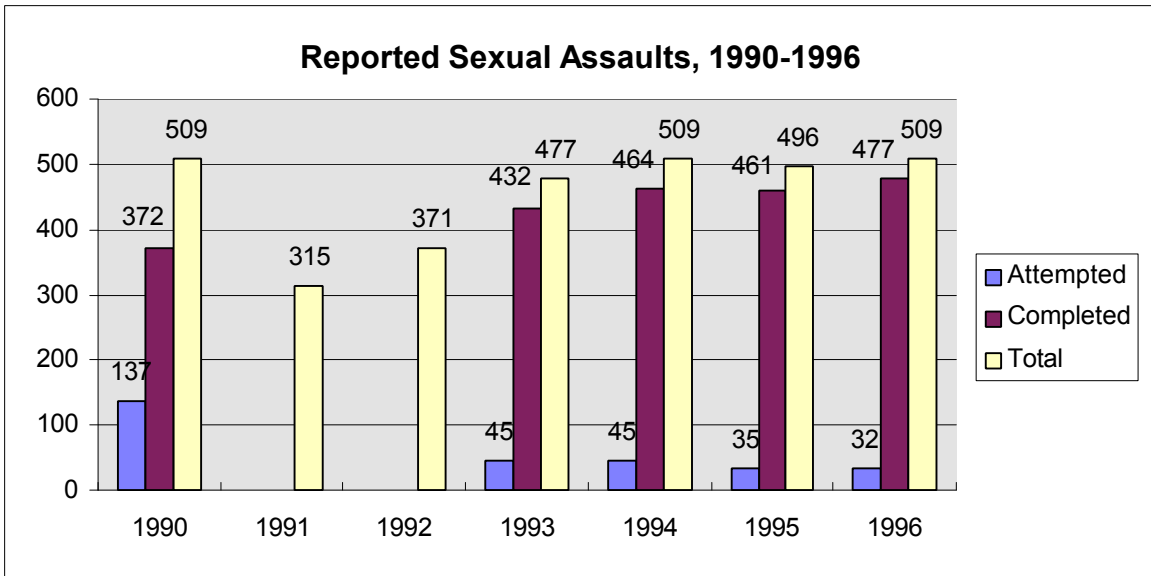
Breakdown of attempts and completed sexual assaults not available for 1991 and 1992. The last year of summary based reporting was 1990.

Presenting the reports expressed as rates reduces the apparent fall-off in reporting from 1990 to 1991 and 1992, as was the case for domestic violence reports:

Sexual Assault Rates, 1990-1996

Rate per 100,000 by Year:
1990: 18.3, 1991: 17.7, 1992: 17.9, 1993: 22.3, 1994: 24.1, 1995: 21.0, 1996: 20.1
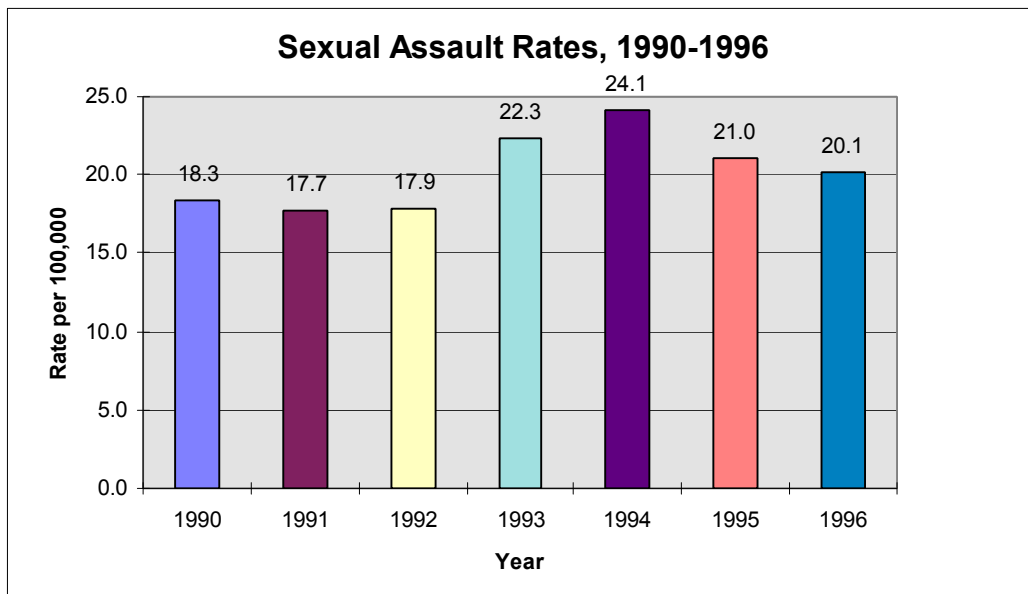
Number of Reported Sexual Assault Incidents and Arrests

Year	Victims	Arrests	% Incidents w/arrests
1990	509	121	
1991	315	110*	
1992	371	133*	
1993	492	111	22.6
1994	536	133	24.8
1995	505	119	23.6
1996	530	103	19.4

*Note: Arrests for 1991 and 1992 may not be comparable to other figures, as they are listed as "clearances" rather than arrests. In years in which arrests and clearances are both available,, clearance figures are higher. Figures for 1990 through 1992 also reflect the number or reported **offenses** rather than the number of victims. Figures for some years appear to also have been corrected in later years. Whenever this happened, the latest available figures were used.

DISCUSSION OF RESULTS

Results from the data collection, presented in tabular form first and then described in text, are found in appendices:

      Appendix I: Law enforcement survey results
      Appendix II: Description of law enforcement survey results
      Appendix III: Data user survey results
      Appendix IV: Description of data user survey results
      Appendix XIII: Written comments from law enforcement
      Appendix XIV: Written comments from data users.

Readers desiring more specificity than contained in the text below are urged to consult the appendices.

While there are clear differences among law enforcement respondents and other users of Uniform Crime Reports data, there appeared to be a sense of frustration in both groups, particularly in dealing with domestic violence. Both appear to acknowledge and appear frustrated at the degree to which domestic violence is not reported to the police. Additionally, the police appear frustrated both by the lack of information on domestic calls in which no violence has occurred (which would be simple misdemeanors or less) and by cases in which charges are subsequently dropped by victims. Data users are critical of the failure of some police agencies to report incidents of domestic violence.

Part of the problem is attitudes within parts of the law enforcement system. While Uniform Crime Reports are supposed to be **uniform** from city to city and state to state, some departments have historically resisted reporting in a system not of their own design. Similarly, law enforcement has not always been supportive as victim assistance coalitions have developed, presumably because of their different orientation and because the coalitions sometimes could be seen as stepping on law enforcement's toes.

Another problem with the uniformity of the Uniform Crime Reports stems from its development as a **national** program having little in common with state criminal codes. The definition of rape, for example, in the UCR may have little in common with a state's statutory language defining rape or sexual assault. In Iowa, crimes defined as sexual assault according to the *Iowa Code* are not all classified as rapes in the UCR. These definitional inconsistencies can lead to inaccurate reporting.

Another possible indicator of the utility of the Uniform Crime Reports as a vehicle for collecting domestic violence data lies in a comparison between reported incidents of domestic violence and civil domestic abuse filings. The relationship between the two will not be perfect, as a variety of factors may affect a victim's seeking a protective order -- the availability of a victim assistance staff to first suggest seeking an order and then provide assistance may influence the number of civil actions, and both law enforcement and county attorney attitudes and policies may influence reported domestic abuse, for example -- but there should nonetheless be a pattern in the relationship between the two. There is wide disparity in Iowa's figures, however, as shown in Appendix XI, which leads

one to question the validity of reported domestic violence even in many counties in which reports are supposed to be complete.

It is evident that, when it comes to domestic violence, the UCR system is not an ideal data collection mechanism if one is seeking the most complete data. Domestic violence referrals to shelters and other service providers in Iowa certainly exceed the number of reports found in the UCR system, both because some victims bypass the police and because the police in some instances fail to define incidents as domestic violence. However, it has been suggested (both by law enforcement personnel and victim assistance staff) that increased training of law enforcement in dealing with domestic violence has reduced this problem.

Interviews with users of UCR data tended to suggest that those who used the data the most (or had the greatest need) were also those who were most critical. The more time spent on the data, the more users were able to identify problem areas.

It should be said, however, that the data currently collected under IBR are being used extensively for a variety of purposes both by law enforcement and service providers. While there are a few potential users who refuse to use the data because of inadequacies, the vast majority of those who have the potential to use the data do actually use them.

Most data users expressed satisfaction with the data elements currently collected on domestic violence and sexual assault. As will be discussed briefly below, most of the **additional** data desired by users have never been a part of the Uniform Crime Reports and reflect the need for data beyond the scope of the UCR.

Another problem alluded to by both law enforcement and service providers which is not currently addressed in the UCR system is the issue of protective orders sought through the courts:
- how often are they sought?
- how often are they granted?
- how long are they?
- how many temporary orders become permanent?
- how many are violated?

This is another issue which is probably outside the scope of the Uniform Crime Reports; because protective orders are a function of the courts, collection of data on the topic is probably best handled in the court system. But there is a clear desire to learn more about protective orders and their impact on domestic violence.

Another concern of respondents dealt with charge reduction. This is also an issue which is best dealt with in the judicial system. With increasing implementation of the Iowa Court Information System (ICIS), data on charge reduction and sentences should become more readily available both to law enforcement and other data users in the future.

To reiterate, this research has identified the following problem areas:
- failure of victims to report domestic violence and sexual abuse to law enforcement

- failure of some police agencies to accurately report domestic violence
- partial or non-reporting by some law enforcement agencies
- lack of data on domestic calls which do not involve physical abuse
- lack of data on sexual assault which does not involve rape
- lack of data on charge reductions, dispositions, sentences
- lack of data on protective orders
- definitional differences between the *Iowa Code* and UCR.

Given the general acknowledgment that both sexual assault and domestic violence data are substantially under-reported to police -- seen generally as the foremost problem with the UCR data -- the question then is what to do about it. As UCR was originally intended as a vehicle for comparing reported crimes and arrests from state to state, and given that sexual assault (rape) data are collected and reported in the same manner from state to state, one can assume a certain amount of state-to-state comparability because under-reporting should be similar from one jurisdiction to another. It should be fair, for example, to compare sexual assault reports in Iowa against those in Illinois, because relatively similar reporting problems exist in each state. The figures in each state, at minimum, provide a useful picture of law enforcement activity on sexual assault.

Domestic violence data are a different story, as there are different approaches to their collection. It is evident from this research that domestic violence data reported through Uniform Crime Reports are lacking in several respects: some police agencies either do not participate in UCR or are not vigilant about accurately reporting instances of domestic violence that come to their attention. It is also evident that respondents generally agree that many episodes of domestic violence are not reported to law enforcement even though they may have been reported elsewhere. To take domestic violence data collected in one state through UCR and make comparisons to data collected in another state from, for example, service providers, likely results in invalid comparisons.

If domestic abuse data are to be collected **through law enforcement**, Iowa's experience clearly shows that the Uniform Crime Reports are an appropriate vehicle, although there are problems that must be overcome. In Iowa's earlier system -- submission of reports from law enforcement to the Department of Human Services -- historical data show that the police had little incentive to accurately report data. The current system would work well given complete and vigilant reporting by law enforcement, at least providing a barometer of the level of reported crimes and arrests.

If other jurisdictions establish law enforcement as the collector of domestic violence and sexual assault data, and the Uniform Crime Reports is to be used as the repository, several problems should be addressed:
- incentives need to be developed to decrease unreported crime;
- the number of non-reporting agencies must be minimized;
- consistency needs to be developed in law enforcement reporting practices.

The first and third of these can be met to some degree through law enforcement training which specifically addresses sexual assault and domestic violence. Among other issues,

the training should address law enforcement's receptivity to victims of sexual assault and domestic violence and the devastating impacts these crimes may have on their victims. The eventual implementation of statewide policies and procedures in reporting sexual assault and domestic violence should be one of the goals of this training.

If accomplishing these tasks is deemed not practicable, other possibilities include:

- developing mechanisms so that service providers (e.g., victim resource centers and hospitals) report their domestic violence and sexual assault referrals to law enforcement for subsequent reporting in UCR;
- developing mechanisms so that service providers report data to a central repository **other than law enforcement** for compilation and analysis outside the UCR system. Included among the data collected should be whether the offense was reported to law enforcement, and there should be cross checks to ensure that single episodes are counted only once even when multiple service providers are used.

Perhaps when it changed systems in 1985, Iowa changed the wrong part of the equation. Iowa kept the same reporting agencies but changed the repository. This, in fact, may have been the best approach at the time because of the dearth of victim service agencies in the 1980's. Since then, however, there has been an explosion in the number of agencies providing services to victims of crime. At this point, then, one possible approach is changing both the reporting agencies **and** the repository. Perhaps the Department of Human Services would be an appropriate repository if data were reported by **service providers** rather than by law enforcement. Other possible repositories, given appropriate resources, would be the Crime Victim Assistance Division of the Attorney General's Office or either (or both) of the statewide coalitions, the Iowa Coalition Against Domestic Abuse (ICADV), or the Iowa Coalition Against Sexual Assault (ICASA).

It should also be stated that in examining alternatives to data collection of sexual assault and domestic violence data through the UCR the intention is **not** to be critical of the Iowa Department of Public Safety. Data users expressed admiration for the staff of the Department and the efforts they make to deliver timely data to users. It should also be noted that the planning done by the Department in designing the data collection pertaining to domestic violence was obviously done well, as there were few respondents in this research reporting that the current system includes either too many or too few data elements. The problem is, rather, the nature and purpose of UCR. Solving most of the problems of data collection on sexual assault and domestic violence identified here is beyond the scope of the UCR.

This is not to say that collection of sexual assault and domestic violence through the Uniform Crime Reports should be discontinued. These data remain useful as indicators of **reported** crimes and arrests, and collection through UCR should continue in Iowa. But they should be regarded primarily as indicators of justice system activity rather than of the actual amount of crime. Perhaps the collection of domestic violence information through UCR could be reduced somewhat if service providers became the primary source of data, thereby reducing the burden on law enforcement. But some data collection through UCR should continue, for UCR tells us about the most serious incidents (because the justice

system is more likely to be involved in them) and whether they may be going up or down. But UCR generally doesn't tell us about most of the "small stuff," even when assaultive behavior has occurred.

Appendix I Law Enforcement Survey Results

Response Rate, by Population, by Reporting Status

Pop. Group	Direct Reporters			Partial/Non-Reporters			All Agencies		
	N	Resp.	Rate	N	Resp.	Rate	N	Resp.	Rate
Cities 50,000+	6	4	66.7%	2	2	100.0%	8	6	75.0%
Cities 25-49,999	9	6	66.7%	1	0	0.0%	10	6	60.0%
Cities 10-24,999	13	8	61.5%	0	0		13	8	61.5%
Cities 5-9,999	36	26	72.2%	7	2	28.6%	43	28	65.1%
Cities 2.5k-4,999	33	22	66.7%	13	8	61.5%	46	30	65.2%
Cities <2,500	9	7	77.8%	2	1	50.0%	11	8	72.7%
Suburb Sheriffs	8	4	50.0%	1	0	0.0%	9	4	44.4%
Rural Sheriffs	71	47	66.2%	19	10	52.6%	90	57	63.3%
Univ. Police	3	1	33.3%				3	1	33.3%
Unknown		6			2			8	
Total	**188**	**131**	**69.7%**	**45**	**25**	**55.6%**	**233**	**156**	**67.0%**

Percentage of Non- and Partial Reporters

Population Group	Total Agencies	Total non-reporters	Percent
Cities 50,000+	8	2	25.0%
Cities 25k-49.999	10	1	10.0%
Cities 10k-24,999	13	0	0.0%
Cities 5k-9,999	43	7	16.3%
Cities 2.5k-4,999	46	13	28.3%
Cities <2.500	11	2	18.2%
Suburban Sheriffs	9	1	11.1%
Rural Sheriffs	90	19	21.1%
Univ. Police	3	0	0.0%
State total	**233**	**45**	**19.3%**

Why Don't Non-reporters Participate in UCR?

	Number	Percent
Lack of compatible software	16	64.0%
Lack of data entry personnel	13	52.0%
Lack of compatible hardware	8	32.0%
No computer system	7	28.0%
Lack of programmers	3	12.0%
Disagreement with UCR	2	8.0%
Software problems	1	4.0%
Total respondents	**25**	

Multiple responses permitted. Percentages based upon N=25.

How Can DPS Help You Become a Direct Reporter?

	Number	Percent
Help identify funds	9	37.5%
Help identify vendors	6	25.0%
Help w/personnel funds	3	12.5%
DPS can't help	3	12.5%
Assist in other ways	1	4.2%
Provide better feedback	1	4.2%
Assist with new system	1	4.2%
Better training	1	4.2%
We'll start reporting in '98	1	4.2%
Total non/partial reporters	**24**	

Multiple responses permitted. Percentages based upon N=24. One no response.

What is Sufficient to file a DV Case?

	Number	Percent
Victim's statement	70	44.9%
Victim **and** perp statement	77	49.4%
Physical evidence	136	87.2%
Knowledge of previous cases	43	27.6%
Witness statement	6	3.8%
Total responses	**156**	

Multiple responses permitted. Percentages based upon N=156

What is Sufficient to File a DV Case?

	Number	Percent
Victim statement **only**	15	9.6%
Physical evidence **only**	8	5.1%
Victim & perpetrator statements	5	3.2%
Victim statement, physical evidence	41	26.3%
Physical evidence, previous cases	1	0.6%
V & P statements, physical evidence	42	26.9%
V stmnt, phys evidence, previous cases	12	7.7%
V stmnt, phys evidence, witness statement	2	1.3%
V & P stmnts, phys evidence, prv cases	26	16.7%
V & P & W stmnts,phys evdnc, prv cases	4	2.6%
	156	**100.0%**

Who Makes Final Determination of Domestic Violence?

	Number	Percent
Investigating Officer	84	64.1%
UCR clerk or officer	38	29.0%
Officer Supervisor	16	12.2%
Data entry personnel	7	5.3%
Records Section Superv.	2	1.5%
County Attorney	1	0.8%
Chief or Sheriff	1	0.8%
Report Review Sergeant	1	0.8%
Total respondents	131	

Percentages add up to more than 100% due to multiple responses.
Percentages based upon N=131. Non-reporters not asked this question.

Are DV Arrestees Referred for Prosecution?

	Number	Percent
All of them	103	66.5%
Most of them	49	31.6%
Some of them	2	1.3%
Most are not	1	0.6%
None	0	0.0%
Total	**155**	**100.0%**

One respondent did not answer this question

Are DV Data Under-reported?

	Number	Percent
Strongly Agree	51	32.7%
Agree	79	50.6%
Neither	11	7.1%
Disagree	11	7.1%
Strongly Disagree	0	0.0%
Don't Know	4	2.6%
Total	**156**	**100.0%**

How Accurate are the DV Data You Submit to UCR?

	Number	Percent
Excellent	36	27.7%
Very Good	70	53.8%
Good	21	16.2%
Fair	2	1.5%
Poor	0	0.0%
Don't know	1	0.8%
Total	**130**	**100.0%**

Partial- and non-reporters not asked this question. One no response.

How Complete are your DV Data?

	Number	Percent
Excellent	47	35.9%
Very Good	58	44.3%
Good	22	16.8%
Fair	1	0.8%
Poor	1	0.8%
Don't know	2	1.5%
Total	**131**	**100.0%**

Partial- and non-reporters not asked this question.

How do Departments use Domestic Violence Data?

	Number	Percent
Council/board reports	76	48.7%
Presentations to the community	63	40.4%
Reports to coalitions	59	37.8%
Reports to other CJ agencies	53	34.0%
Reports to the media	51	32.7%
Grant applications	38	24.4%
Planning	36	23.1%
Deploying personnel	31	19.9%
General statistics	1	0.6%
Don't have DV data to use	2	1.3%
Don't use the data	35	22.4%
Total Respondents	**156**	

Multiple responses permitted. Percentages based upon N=156.

How do Non-reporters Collect Domestic Violence Data?

	Number	Percent
Own Manual system	6	24.0%
Automated system	5	20.0%
Manual **and** automated	1	4.0%
Don't collect data	13	52.0%
Total responses	**25**	**100.0%**

Do you Collect any Additional DV Data?

	Number	Percent
Yes, no specifics	12	7.9%
No	112	73.7%
Case-related data	10	6.6%
Prosecution/court data	5	3.3%
Unfounded calls/no violence	3	2.0%
DV Checklist	2	1.3%
Service & Registry data	1	0.7%
Victim data	1	0.7%
Home condition & deportment	1	0.7%
Medical reports	1	0.7%
PATC Reports	1	0.7%
Employment & Weapons	1	0.7%
Weapons & Drugs	1	0.7%
Past convictions	1	0.7%
Total responses	**152**	**100.0%**

No response=4.

Why Departments Don't Use UCR Domestic Violence Data

	Number	Percent
No need to use data	21	48.8%
Department has own data	12	27.9%
No confidence in data	4	9.3%
Out-of-date data	4	9.3%
Domestic violence not a problem	3	7.0%
Nobody equipped to use data	2	4.7%
Software problems	2	4.7%
Hardware problems	1	2.3%
No system to record data	1	2.3%
Uniqueness of each case	1	2.3%
Total agencies not using	**43**	

Multiple responses permitted. 43 of 155 agencies reported not using UCR
domestic violence data, or 27.7%. Percentages based upon N=43.

Should UCR Collect More DV Data?

	Number	Percent
Yes, no specifics	1	0.7%
Charge reductions	2	1.4%
Past incidents	1	0.7%
Charges dropped by victim	1	0.7%
Why victim wouldn't cooperate	1	0.7%
Add ex-girlfriend/boyfriend	1	0.7%
False reports	1	0.7%
Protective order data	1	0.7%
Victim/suspect relationship	1	0.7%
No additional data	82	56.2%
Don't know	54	37.0%
Total Responding	**146**	**100.0%**

No response=10.

Does UCR Collect Unnecessary DV Data?

	Number	Percent
No	84	67.7%
Children present	1	0.8%
Live or have kids together	1	0.8%
Names of victims	1	0.8%
Don't know	37	29.8%
Total	**124**	**100.0%**

No response: 7. Only direct reporters asked this question.

Is There a Better Way to Collect DV Data?

	Number	Percent
No	104	69.8%
Separate from UCR	1	0.7%
Report non-violent domestics	1	0.7%
Don't know	43	28.9%
Total	**149**	**100.0%**

No response=7.

How do Non-reporters Collect Sex Assault Data?

	Number	Percent
Own Manual system	7	28.0%
Automated system	2	8.0%
Outside sources	1	4.0%
Don't collect data	15	60.0%
Total	**25**	**100.0%**

Are SA Data Under-reported?

	Number	Percent
Strongly Agree	41	26.3%
Agree	88	56.4%
Neither	14	9.0%
Disagree	7	4.5%
Strongly Disagree	0	0.0%
Don't Know	6	3.8%
Total	**156**	**100.0%**

How Accurate are your SA Data?

	Number	Percent
Excellent	34	26.4%
Very Good	62	48.1%
Good	23	17.8%
Fair	4	3.1%
Poor	3	2.3%
Don't know	3	2.3%
Total	**129**	**100.0%**

Non-reporters not asked this question. Two direct reporters did not respond to this question. Percentages based upon N=129.

How Complete are your SA Data?

	Number	Percent
Excellent	37	28.5%
Very Good	59	45.4%
Good	27	20.8%
Fair	5	3.8%
Poor	1	0.8%
Don't know	1	0.8%
Total	**130**	**100.0%**

Non-reporters not asked this question. One direct reporter did not answer this question. Percentages based upon N=130.

How do Departments use Sexual Assault Data?

	Number	Percent
Council/board reports	69	44.2%
Reports to other CJ agencies	57	36.5%
Presentations to the community	57	36.5%
Reports to coalitions	46	29.5%
Reports to the media	41	26.3%
Planning	32	20.5%
Deployment of personnel	31	19.9%
Grant applications	25	16.0%
General statistics	2	1.3%
No reports of sexual abuse	1	0.6%
Don't use the data	42	26.9%
Total Respondents	**156**	

Multiple responses permitted. Percentages based upon N=156.

Why Departments Don't Use UCR Sexual Assault Data

	Number	Percent
No need to use the data	20	44.4%
Dept. has own SA data	12	26.7%
Sexual abuse not a problem	6	13.3%
Data are out-of-date	5	11.1%
No confidence in the data	4	8.9%
No reports of sexual abuse	2	4.4%
Nobody's equipped to use data	2	4.4%
Software problems	1	2.2%
Hardware problems	1	2.2%
Total respondents	**45**	

Multiple responses permitted. 111 departments reported using UCR sexual assault data.

Do you Collect any Additional SA Data?

	Number	Percent
Yes, no specifics	13	8.6%
No	128	84.2%
Case-related data	6	3.9%
Medical reports	1	0.7%
Child protection reports	1	0.7%
Sexual Assault questionnaire	1	0.7%
Sex Offender Registry data	1	0.7%
Total responses	**152**	**100.0%**

No response=4.

Should UCR Collect More SA Data?

	Number	Percent
No additional data	84	64.6%
More detailed offense data	1	0.8%
False reports	1	0.8%
Restraining order data	1	0.8%
Why victim doesn't cooperate	1	0.8%
Don't know	41	31.5%
Total Responding	**130**	**100.0%**

No response=26.

Does UCR Collect Unnecessary SA Data?

	Number	Percent
No	88	80.7%
Don't know	21	19.3%
Total responses	**109**	**100.0%**

Missing observations: 22. Non-reporters not asked this question.

Is There a Better Way to Collect SA Data?

	Number	Percent
More detail	2	1.5%
Yes, no explanation	1	0.8%
Tie to Code sections	1	0.8%
Better definitions	1	0.8%
No	99	75.6%
Don't know	27	20.6%
Total	**131**	**100.0%**

Twenty-three direct reporters did not respond, along with two non/partial reporters.

Is There Anything DPS Could do to Make UCR Data More Useful?

	Number	Percent
Provide faster feedback	21	19.1%
Provide additional information	7	6.4%
Provide new information	2	1.8%
Provide feedback in a different form	1	0.9%
Make reporting simpler	1	0.9%
Provide DV registry data	1	0.9%
Provide data breakdown by city	1	0.9%
No	51	46.4%
Don't know	32	29.1%
Total respondents	**110**	

Non-reporters not asked this question. No response=19. Percentage based upon N=110.
Multiple responses permitted.

Appendix II Discussion of Law Enforcement Survey Results

Response rate: Not surprisingly, the survey response rate was higher from among reporting agencies than for non- and partial-reporting agencies.[2] Overall, two-thirds of the potential respondents returned completed questionnaires (one blank questionnaire was returned with the notation that UCR is a "worthless tool for compiling statistics" because it has no relationship to *Code* definitions). With the exception of two small groups, suburban sheriffs and university police, the overall response rate was 60 percent or higher. Findings below, therefore, should be representative of local law enforcement agencies in Iowa.

Of note is the distribution of non- and partial reporters by agency type. Two of the eight (or 25%) agencies serving municipalities over 50,000 population are currently non-reporters. These largest cities indicated that their not participating was due equally to a lack of compatible hardware, software, and data entry personnel. One might speculate that developing compatible systems is more of a major undertaking in large jurisdictions.

Other high rates of non-reporters were found among agencies serving cities between 2,500 and 5,000 population (28.3%) and rural sheriffs (21.1%). Perhaps surprising is that the smallest cities eligible to report -- those below 2,500 population -- show a non-reporting rate just below the state average. One might explain this by noting that most of the eligible small departments are suburban and may be more likely than their more rural counterparts to have the resources first to have their own police departments and then to also operate computer systems and/or report to UCR. Most cities of this size in Iowa have not indicated a desire to report directly to UCR. Most of those that have the desire apparently also have the resources to do so.[3]

Why don't non-reporters participate in UCR? Two reasons stand out: lack of compatible software and lack of data entry personnel. The next most frequent reasons for not participating involved lack of compatible hardware and having no computer system appropriate for UCR participation. Only two respondents, both sheriffs, mentioned any philosophical disagreement with the UCR system.

Examining responses to this question by agency type is difficult because of the small numbers of non-reporters in some categories. The largest two groups of respondents, agencies serving cities from 2,500-4,999 population and county sheriffs, contained sufficient responses for a brief discussion. Both of these groups cited lack of compatible software as their most frequent problem (six of eight in the city group and six of 10 sheriffs). Personnel problems were mentioned next most frequently, as five of the eight cities and four of ten sheriffs cited a lack of data entry personnel. Half of the city group noted that they had no computer system suitable for UCR. There seem to be more obstacles to participating in UCR among the cities, as the eight non-reporting agencies serving these small cities gave 22 responses to this question, or 2.75 per agency. The ten sheriffs' agencies offered 18 responses.

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[2] For the sake of brevity, agencies that are either partial reporters or non-reporters will generally be referred to here as non-reporters.

[3] Historically, cities under 2,000 population in Iowa have reported to UCR through county sheriffs. Those for whom exceptions have been made have become participants at their own request.

How can DPS help agencies to become participants? The only responses offered by one-quarter or more respondents involved help in identifying hardware and software vendors (25 percent) and help in identifying funds with which to purchase or operate a system (37.5 percent). A small group (12.5 percent) noted that DPS wasn't in a position to help, and a similar group noted a need for help in obtaining personnel funds.

Note that while a large number of multiple responses was received when agencies were asked why they weren't participating in UCR (50 responses from 25 agencies), this was not true here. The 24 responding agencies offered only 26 responses when asked how DPS could help them become participants, with funding obviously being the primary need.

Is there anything DPS could do to make UCR data more useful? Most respondents indicated either than there was nothing DPS could do (51, or 46.4 percent) or that they didn't know (32, or 29.1 percent). The only responses mentioned by more than two departments were faster feedback (21, or 19.1 percent) and providing additional information (7, or 6.4 percent). Departments therefore seem satisfied with the role DPS is playing in providing UCR feedback to local agencies.

Domestic Violence

What is sufficient for agencies to file a domestic violence case? The most important factor in filing domestic violence charges is the **victim's statement**, with 94.2 percent of the agencies requiring ample proof in victims' statements. **Physical evidence** was also noted by a strong majority of respondents (87.2 percent), while **perpetrators' statements** (49.4 percent), **knowledge of previous cases** (27.6 percent) and **witness statements** (3.8 percent) played roles in less than half the responding jurisdictions.

These data are presented in two tables, the first noting how often each of the factors was mentioned in respondents answers, the second showing how combinations of factors were reported. The most frequent combinations involved the victim's statement and physical evidence (26.3 percent) and victim **and** perpetrator statements and physical evidence (26.9 percent).

Looking at the data in another way, 23 agencies (14.7 percent) required only one satisfactory element to file domestic violence charges, 47 (30.1 percent) required two elements, 56 (35.9 percent) required three, 26 (16.7 percent) required four and four (2.6 percent) required all five. This suggests that at least two satisfactory elements are required before most law enforcement agencies in Iowa file domestic violence charges. A single element -- a victim's statement, for example -- is not considered sufficient for most police agencies, and in many agencies a victim's statement combined with only one other factor may also not be sufficient, as less than half the responding agencies (70, or 44.9 percent) indicated that two or fewer satisfactory elements were sufficient to result in a filing of domestic violence.

Further analysis of this sufficiency question is clearly warranted, as one would suspect that, for example, if a victim's statement and physical evidence were very strong, some of the agencies which would normally require more than just these two elements would nonetheless move forward with charges. It would be worthwhile at some point to develop some domestic violence scenarios having various combinations of elements to determine which cases would be likely to result in charges in different types of police agencies.

Who makes the final determination of domestic violence for purposes of UCR? In most agencies (84, or 64.1 percent), the investigating officer is responsible for defining the crime for UCR reporting. Agency UCR clerks or officers also received frequent mention (38, or 29 percent), while the investigating officer supervisor made the final determination in about 12 percent of the agencies (16, or 12.2 percent). In most situations, therefore, the officer having the most direct knowledge of the case is the one responsible for defining it.

Are domestic violence arrestees referred for prosecution? Iowa law requires that those arrested for domestic violence be referred for prosecution, and most agencies (103, or 66.5 percent) report that they are complying. Another 49 (31.6 percent) reported that **most** cases are referred for prosecution. Only three agencies (1.9 percent) said that only **some** cases are referred or that most cases were **not** referred.

Is domestic violence under-reported? UCR representatives in most police agencies in Iowa agree that their departments are not hearing about all domestic violence in their jurisdictions. Most either **strongly agreed** (51, or 32.7 percent) or **agreed** (79, or 50.6 percent) that domestic violence was under-reported. Those that disagreed or were ambivalent constituted only 14 percent of respondents.

How accurate are the DV data submitted to UCR? About 80% of direct reporting respondents indicated that their DV data were either **very good** or **excellent** in terms of incidents being **described** accurately in their UCR reports. Less than 20 percent thought that their DV UCR data were fair to good. Most, therefore, seem satisfied with the quality of their UCR data on domestic violence. Converting the data into a 5-4-3-2-1 continuum (5=excellent), the mean response was 4.09.

How complete are the DV data submitted to the UCR? Percentages here are very similar to those on the accuracy of UCR data, with slightly more reporting that their data are **excellent** and slightly fewer reporting that they are **very good**. This item refers to domestic violence incidents being accurately **defined** as such in reports to UCR. Converting the data into a 5-4-3-2-1 continuum as above, the mean response was 4.15

How do departments use domestic violence data? Responses to this question suggest that most departments use domestic violence data for **external** consumption: reports to city councils or boards of supervisors (n=76), presentations to the community (63), reports to domestic violence or sexual assault coalitions (59), reports to other criminal justice agencies (53), and reports to the media (51). Each of these responses was mentioned by at least 30 percent of those responding (multiple responses were permitted).

Internal uses -- for grant applications, planning, or officer deployment -- were noted by fewer than 25 percent of the departments. Almost one-fourth of the respondents (n=37) noted that they either didn't use the data or didn't have data to use.

How do non-reporters collect domestic violence data? More than half (52%) reported not collecting any domestic violence data. The remainder were almost equally split between those who used automated systems and those who used manual collection methods.

Do you collect any additional domestic violence data? This question was asked to identify additional DV data which departments found to be useful. Responses here suggested that the current UCR data collection is sufficient for department use, as almost three-quarters (73.5%) indicated that they did not collect any additional domestic violence data. A number mentioned collecting case-related data to assist in prosecution, data which all departments probably collect as part of the case preparation process.

Of the additional data collection noted by respondents, probably the most noteworthy concerns data on domestic calls which didn't include sufficient violence to be defined as domestic violence. This would include cases which involve verbal abuse, for example, but not physical abuse, but which nonetheless result in police intervention. There was some evidence in survey results that the police are frustrated by their lack of data on these cases.

Why don't you use UCR domestic violence data? In responding to this question, almost half of the 43 agencies not reporting use of UCR domestic violence data cited a **lack of need** to use the data. The only other response offered by more than a handful of departments was that they possessed their own, non-UCR, data.

Should UCR Collect more domestic violence data? First it must be stated that most of those responding indicated either that they **didn't know** if UCR should collect additional information (37.0 percent) or that the program should **not** collect more (56.2 percent). The list of other responses, although offered by only a few, provides an itemization of the problems law enforcement has in dealing with domestic violence. Whether the UCR system is the place to collect these additional data is another question, but the list offers a snapshot of law enforcement concerns:

- **Charge reductions:** departments are concerned both by a reduction of charges (perhaps to avoid the mandatory sentencing provisions of a domestic violence conviction) and by charges which are ultimately dropped by victims. Charge reduction data should be available through the State's court information system (ICIS), but given its recency some departments may not know of its availability. Analysis of charges dropped by victims prior to filing would be possible only on a case-by-case basis.
- **Protective order data:** The State has recently established a domestic violence registry which lists restraining orders statewide. Figures which might be developed from this might include the number of DV incidents which lead to protective orders and the number which involve violations of existing protective orders.

Does UCR collect unnecessary DV data? Almost all respondents said either that they didn't know (29.8 percent) or that UCR does not collect unnecessary information (67.7 percent).

Is there a better way to collect DV data? Again, respondents reported either that they **didn't know** (28.9 percent) or that there **wasn't a better way** (69.8%). Only one respondent indicated that DV data collection should be separated from UCR, and one wanted collection of non-violent domestic abuse data.

Sexual Assault

How do non-reporters collect sex assault data? Figures here are similar to those for non-reporter collection of domestic violence data, with most who collect any data using manual systems. Most non-reporters (n=15, or 60 percent) don't collect any sexual assault data. Two others mentioned that they used automated systems and one used data provided by outside sources (e.g., sexual assault coalitions).

Are sexual assault data under-reported to law enforcement? Again, law enforcement officials acknowledge that sexual assaults are not always reported to them, as 125 respondents (82.7 percent) either **agreed** or **strongly agreed** with this statement. Fewer **disagreed** (7, or 4.5 percent) than was true for domestic violence (11, or 7.1 percent). There was an interesting difference in distribution with this question and the comparable question pertaining to domestic violence, as with the latter there were more respondents who **strongly agreed** that domestic violence was under-reported, but also more who **disagreed.**

How accurate are your UCR sexual assault data? While most respondents (96, or 74.5 percent) reported that their UCR sexual assault data were either **excellent** or **very good** in terms of incidents being **described** accurately in their UCR reports. They were not quite as pleased as with domestic violence data: when converting the data into a 5-4-3-2-1 numerical scale (5=excellent), the mean response here was 3.95, compared to 4.09 for domestic violence data. Seven respondents indicated that their data were either **fair** or **poor**, compared with only two with domestic violence.

How complete are your UCR sexual assault data? While respondents were slightly more pleased with the **completeness** of their sexual assault data (i.e., sexual assaults being correctly defined in the UCR as sexual assaults) than with their **accuracy** (mean response=3.98 compared to 3.95), they again indicated less satisfaction than with domestic violence data (mean=4.15). There are several possible reasons for this discrepancy. One is that, historically, the domestic violence data have been reported on a separate sheet, having been initially developed as part of a separate reporting system. This is not true for sexual assault reporting.

How do departments use sexual assault data? While only about one-quarter of respondents (42, or 26.9%) indicated that they didn't use the sexual assault data, their use

was less common than was true for domestic violence data. The distributions of use were similar -- both reported primary data use for reports to criminal justice agencies, presentations to the community, and reports to the media -- but as a general rule more departments used domestic violence data in each case. The one exception was using the data for reports to other criminal justice agencies (57, or 36.5 percent, used sexual assault data for this purpose, compared to 53, or 34.0 percent, using domestic violence data).

The greatest disparity in use occurred in reports to coalitions (37.8% domestic violence vs. 29.5 percent sexual assault), use in grant applications (24.4 percent DV vs. 16.0 percent SA), and reports to the media (32.7 percent DV vs. 26.3 percent SA). The difference in coalition reporting may be in part due to domestic violence agencies outnumbering sexual assault agencies in Iowa. The difference in grant application use probably stems from the greater current availability of federal funds to combat domestic violence. The greater media use of domestic violence data may indicate generally a greater pervasiveness of domestic violence in society plus domestic violence's currently being a "hot" issue.

Why don't departments use sexual assault data? Results here almost perfectly mirror answers to the same question on domestic violence. The greatest percentage of respondents indicated simply that there wasn't a need to use the data. Further buttressing this response were the eight responses of "sexual abuse isn't a problem" or "no reports of sexual abuse." Few mentioned either that they had no confidence in the data (4, or 8.9 percent) or that the data were out-of-date (5, or 11.1 percent).

Do you collect any additional sexual assault data? Few respondents indicated collecting any additional SA data, with the greatest number (6, or 3.9%) indicating that they collected case-related data.

Should UCR collect more sexual assault data? As was the case for domestic violence data, most indicated either that **no additional information** should be collected (84, or 64.6 percent) or that they **didn't know** if more should be collected (41, or 31.5%). One respondent indicated a desire for more detailed offense data, one wanted more information on false reports of sexual assault, one wanted data relating to sexual assaults occurring after a protective order, and one wanted data on the reasons victims subsequently fail to press charges.

Does UCR collect unnecessary sexual assault data? All respondents indicated either that this is not a problem or that they didn't know if it was a problem. There were no specific suggestions as to what data might be deleted.

Is there a better way to collect sexual assault data? As was the case for domestic violence data collection, few respondents reported thinking that there is a better way. The only concrete suggestions involved better definitions (1 respondent), more offense detail (2 respondents), or tying the UCR to *Iowa Code* sections.

Appendix III Data User Survey Results

Response Rate, by Population, by Reporting Status

	Number	Responses	Percent
Batterers' Education Programs	38	22	57.9%
ICASA Member only	1	1	100.0%
ICADV Member only	8	2	25.0%
ICASA and ICADV Member	26	14	53.8%
Batterers', ICASA, ICADV Member	4	2	50.0%
GASA Grantee only	2	2	100.0%
Total respondents	**79**	**43**	**54.4%**

ICASA=Iowa Coalition against Sexual Abuse. ICADV=Iowa Coalition against Domestic Violence. GASA= Governor's Alliance on Substance Abuse. Two largely incomplete surveys were returned by BEP institutional representatives because they felt that they weren't in a position to respond to the survey's questions.

Type of Area Served

	Number	Percent
Rural counties	19	44.2%
Combination rural/urban	11	25.6%
Urban counties	5	11.6%
Statewide	8	18.6%
Total respondents	**43**	**100.0%**

What Groups are Your Primary Focus?

	Number	Percent
Batterers	22	51.2%
Domestic violence victims	20	46.5%
Sexual assault victims	19	44.2%
Crime victims generally	3	7.0%
Sex offenders	1	2.3%
Child abuse victims	1	2.3%
Other service provider	1	2.3%
Total Respondents	**43**	

Includes multiple responses.

Are DV Perpetrators Referred for Prosecution for DV?

	Number	Percent
All of them	4	11.1%
Most of them	20	55.6%
Some of them	7	19.4%
Most are not	2	5.6%
None		
Don't know	3	8.3%
Total Respondents	**36**	**100.0%**

Seven respondents did not answer this question.

Are DV Arrestees Prosecuted for Domestic Violence?

	Number	Percent
All of them	1	2.8%
Most of them	18	50.0%
Some of them	11	30.6%
Most are not	3	8.3%
None		
Don't know	3	8.3%
Total Respondents	**36**	**100.0%**

Seven respondents did not answer this question.

Are DV Data Under-reported?

	Number	Percent
Strongly Agree	22	59.5%
Agree	12	32.4%
Neither	1	2.7%
Disagree		
Strongly Disagree		
Don't Know	2	5.4%
Total Respondents	**37**	**100.0%**

Six respondents did not answer this question

How Complete are the UCR DV Data in Your Area?

	Number	Percent	Percent
Excellent	2	5.4%	8.0%
Very Good	3	8.1%	12.0%
Good	6	16.2%	24.0%
Fair	6	16.2%	24.0%
Poor	8	21.6%	32.0%
Don't know	12	32.4%	--
Total	**37**	**100.0%**	**100.0%**

Six respondents did not answer this question

What Domestic Violence Data do Respondents use?

	Number	Percent
State-level UCR data from DPS	21	56.8%
Data from our own agency	19	51.4%
Local UCR data from DPS	15	40.5%
Local UCR data from local depts.	8	21.6%
Local non-UCR data from providers	8	21.6%
Local non-UCR data from police	7	18.9%
State BEP corrections data	6	16.2%
Data from A.G.'s Victim office	4	10.8%
ICADV data	3	8.1%
National coalition data	2	5.4%
CFI data	1	2.7%
Don't use any DV data	2	5.4%
Total Respondents	**37**	

Multiple responses permitted. Six respondents did not answer.
Percentages based upon N=37.

How do Respondents use Domestic Violence Data?

	Number	Percent
Presentations to the community	22	59.5%
Grant applications	21	56.8%
Council/board reports	13	35.1%
Planning	13	35.1%
Reports to coalitions	12	32.4%
Staffing	8	21.6%
Reports to other CJ officials	8	21.6%
Reports to the media	7	18.9%
For training	1	2.7%
For community awareness	1	2.7%
For comparative purposes	1	2.7%
Don't use any UCR data	12	32.4%
Total Respondents	**37**	

Multiple responses permitted. Six respondents did not answer.
Percentages based upon N=37.

If you Don't use UCR data, Why Not?

	Number	Percent	Percent
Generate own data	6	16.2%	42.9%
No confidence in data	4	10.8%	28.6%
No need/opportunity	2	5.4%	14.3%
Nobody w/background	2	5.4%	14.3%
Data not provided to us	1	2.7%	7.1%
Data out-of-date	1	2.7%	7.1%
Use other data sources	1	2.7%	7.1%
DV not a problem	0		
We use data	23	62.2%	--
Total respondents	**37**		

Multiple responses permitted. Six respondents did not answer this question. Two respondents who
reported using UCR data gave reasons why they did **not**.

Should UCR Collect More DV Data?

	Number	Percent
No	9	24.3%
Calls for service	2	5.4%
Extent of injuries/weapon use	1	2.7%
Victim phone #	1	2.7%
Stalking data	1	2.7%
Cases with BEP sentences	1	2.7%
DHS Child abuse ref to police	1	2.7%
Don't know	21	56.8%
Total Respondents	**37**	**100.0%**

Six respondents did not answer this question.

Does UCR Collect Unnecessary DV Data?

	Number	Percent
Yes, no comment	0	
No	18	48.6%
Don't know	19	51.4%
Total Respondents	**37**	**100.0%**

Six respondents did not answer this question.

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Is There a Better Way to Collect DV Data?

	Number	Percent
No	11	29.7%
Get data from local projects	2	5.4%
Data from combination of sources	2	5.4%
Better L.E. consistency	1	2.7%
Charges reduced or dropped	1	2.7%
Mandate automated reporting	1	2.7%
Law enforcement surveys	1	2.7%
Don't know	18	48.6%
Total Respondents	**37**	

Multiple responses permitted. No response=6.

Are SA Data Under-reported?

	Number	Percent
Strongly Agree	19	65.5%
Agree	9	31.0%
Neither	1	3.4%
Disagree	0	
Strongly Disagree	0	
Don't Know	0	
Total Respondents	**29**	**100.0%**

Fourteen respondents did not answer this question.

How Complete are the UCR SA Data in Your Area?

	Number	Percent
Excellent	2	6.9%
Very Good	1	3.4%
Good	8	27.6%
Fair	8	27.6%
Poor	7	24.1%
Don't know	3	10.3%
Total Respondents	**29**	**100.0%**

Fourteen respondents did not answer this question.

What Sexual Assault Data do Respondents use?

	Number	Percent
State-level UCR data from DPS	18	62.1%
Local UCR data from DPS	13	44.8%
Data from our own agency	11	37.9%
Local UCR data from local depts.	8	27.6%
Local non-UCR data from providers	8	27.6%
Local non-UCR data from police	7	24.1%
ICASA data	5	17.2%
Data from A.G.'s Victim office	3	10.3%
Don't use any UCR data	2	6.9%
ICADV data	1	3.4%
Total Respondents	**29**	

Fourteen respondents did not answer this question. Multiple responses permitted.

How do Respondents use Sexual Assault Data?

	Number	Percent
Presentations to the community	18	62.1%
Grant applications	14	48.3%
Reports to other CJ officials	12	41.4%
Reports to coalitions	10	34.5%
Planning	10	34.5%
Reports to the media	10	34.5%
Council/board reports	8	27.6%
Staffing	7	24.1%
For treatment	2	6.9%
For training	1	3.4%
For community awareness	1	3.4%
For comparative purposes	1	3.4%
Don't use any UCR data	6	20.7%
Total Respondents	**29**	

Multiple responses permitted. Fourteen respondents did not answer this question.

Why Respondents Don't Use UCR Sexual Assault Data

	Number	Percent	Percent
Sexual abuse not a problem	0		
No confidence in data	1	3.4%	12.5%
Data out-of-date	0		
No need/opportunity	3	10.3%	37.5%
Generate own SA data	5	17.2%	62.5%
Nobody w/background	2	6.9%	25.0%
We use the data	21	72.4%	--
Total Respondents	**29**		

Multiple responses permitted. Fourteen no response..

Should UCR Collect More SA Data?

	Number	Percent
No additional data	7	25.0%
SA reported to hospitals	2	7.1%
SA reported as other assaults	1	3.6%
SA other than rape	1	3.6%
Info from local SA projects	1	3.6%
Convictions/sentences	1	3.6%
Reports vs. arrests	1	3.6%
Don't know	14	50.0%
Total Respondents	**28**	**100.0%**

Fifteen no response.

Does UCR Collect Unnecessary SA Data?

	Number	Percent
No	15	53.6%
Don't know	13	46.4%
Total respondents	**28**	**100.0%**

Missing observations: 15.

Is There a Better Way to Collect SA Data?

	Number	Percent
No	6	22.2%
Combination of sources	2	7.4%
Better L.E. consistency	1	3.7%
Charge reduction data	1	3.7%
Additional indep. study	1	3.7%
Hold agencies accountable	1	3.7%
Don't know	15	55.6%
Total Respondents	**27**	**100.0%**

Sixteen respondents did not answer this question.

Appendix IV Discussion of Responses from Data Users

Response rate: Individuals to whom the user survey was sent were drawn from three lists, each of which overlapped to some degree with the others:

- Batterers' Education Coordinators
- Members of the Iowa Coalition Against Sexual Assault (ICASA)
- Members of the Iowa Coalition Against Domestic Violence (ICADV)
- Directors of programs funded through the Violence Against Women Act through the Governor's Alliance on Substance Abuse.

The largest group of potential respondents were Batterers' Education Program (BEP) coordinators throughout the State's corrections system. These coordinators were located both in community-based programs and in the state-operated institutional system. Two representatives from institutions returned their surveys indicating that they didn't believe that they were in a position to respond to the questions.

The next-largest group of potential respondents were members of both the Iowa Coalition Against Sexual Assault (ICASA) and the Iowa Coalition Against Domestic Violence (ICADV). These two groups overlap a great deal. Only one potential ICASA member was not also a member of ICADV. Eight ICADV members were not members of ICASA. Four potential respondents were BEP coordinators **and** belonged to both coalitions.

Two additional respondents were not members of any of the above groups but had received funding through the Violence Against Women Act (VAWA).

Response rates among these groups ranged around the 50% overall rate, save the group which were ICADV members only. Given the overall response rate within each category, responses here should be representative of persons providing services to women and those involved in domestic violence programming in Iowa.

Area served: The rural/urban breakdown of respondents also suggests representativeness. Iowa is predominantly a rural state, but also contains seven metropolitan statistical areas (urban areas). Those serving rural or combination rural/urban areas outnumber those serving urban or rural/urban areas 2:1.

Primary group served: Slightly over half those responding indicated that they provided services to batterers, with almost as many providing services to victims of domestic or sexual assault.

Domestic Violence

Are perpetrators of domestic violence referred for prosecution for DV? The majority of respondents (20, or 56 percent) indicated that **most** of those arrested for domestic violence in their areas were referred for prosecution for domestic assault. Service providers answered this question very differently from law enforcement respondents, most of whom reported that **all** domestic violence arrestees are referred for prosecution for domestic violence in their jurisdictions. Converting the data into a 4-3-2-1-0 scale (4=all

of them), law enforcement respondents showed a mean of 3.64 on this question, while service providers averaged 2.79.

Are domestic violence arrestees prosecuted for domestic violence? Respondents were somewhat less likely to rate prosecution highly.   While the largest percentage (50.0 percent) indicated that **most** domestic violence arrestees are prosecuted for domestic violence in their jurisdictions, the number reporting that **all** or **most** are prosecuted was less than was true for **referrals** to prosecution (66.7 percent said most or all were referred, while 52.8 percent said most or all were prosecuted).   Comparing means again on a 4-3-2-1-0 scale, the mean for prosecution was 2.59, while that for referral for prosecution was 2.79.   In some respects, then, service providers appear to rate the police higher than prosecution.   Because many of them serve multiple counties, some of the service providers had difficulty responding to this question, as prosecution (or arrest and reporting) policies may differ from county to county.

Is domestic violence under-reported to the police? This provides another indication of differing opinions among service providers and law enforcement. Both groups agree that domestic violence is under-reported, but the service providers are much stronger in their opinions, with almost sixty percent indicating that they **strongly agree** with the statement. Most law enforcement respondents said that they **agreed** with the statement, with about another third saying that they **strongly agreed**. Only one service provider indicated either disagreement or neutrality about the statement, while about 14 percent of the law enforcement respondents felt this way.

Opinions on this question varied according to the types of services respondents offered, with those involved in batterers' programming being less likely to **strongly agree** with the statement (50.0 percent vs. 77.8 percent domestic violence programming and 75 percent sexual assault programming).

How complete are the domestic violence UCR data in your area? This is another question in which providers' results are markedly different from law enforcement's. First, service providers were much more likely to say that they **didn't know** about the completeness of UCR domestic violence data (12, or 32.4 percent). Those who offered an opinion were much more divided than was the law enforcement sample although responses were skewed toward the **poor** end. The modal response was **poor**, although 20% of those offering an opinion indicated that they thought local UCR data were **excellent** or **very good**. Converting the data to a 5-4-3-2-1 scale (5=excellent), the mean response for data users who offered an opinion was 2.4, compared to a law enforcement mean of 4.16. Put another way, eight times more data users termed the domestic violence **poor** than was true for law enforcement, despite the latter sample's being four times as large.

What domestic violence data do respondents use? Most respondents indicated using UCR data in some way, either state-level or local-level data. Most of these, in turn, received their data from the State Department of Public Safety. More than half reported using data from their own agency, although this response is probably under-represented

due to poor wording on the survey instrument.[4] There were also a number of respondents who used non-UCR domestic violence data from service providers, the police, the Attorney General's office, or coalitions.

How do respondents use UCR domestic violence data? Nearly one-third of respondents indicated not using any UCR domestic violence data. The largest percentage uses the data for presentations to the community (59.5 percent) and grant applications (56.8 percent). Lower percentages use the data for reports to councils, boards, or coalitions, planning, staffing, or reports to criminal justice officials.

Comparing these responses to those of law enforcement, the service providers were much more likely to use the data for presentations in the community (59.5 percent vs. 40.4 percent), grant applications (56.8 percent to 24.4 percent), and planning (35.1 percent to 23.1 percent), the former two both perhaps reflecting the service providers' newness and need to establish community and financial support. The police used the data more often for reports to councils or boards (48.7 percent to 35.1 percent), reports to other criminal justice officials (34.0 percent to 21.6 percent), or reports to the media (32.7 percent to 18.9 percent). The two groups were similar in using the data for reports to coalitions and staffing/officer deployment.

While it is clear that the domestic violence data could be put to more use, given the recent development of such data it is encouraging that they are being used so widely for so many different purposes.

If respondents don't use domestic violence data, why not? The most common response among those who had a need for data in both samples was that they didn't use UCR data because they had their own. Not surprisingly, service providers were more likely to cite problems with the data as a reason for not using them (five of 14 who didn't use data, or 35.7 percent among service providers vs. eight of 43, or 18.6 percent, among the police).

Should UCR collect additional domestic violence data? Service providers and law enforcement both were likely to say either that UCR should not collect additional domestic violence data or that they didn't know if more data should be collected. Among the few who suggested data additions, there was very little overlap between the police and the service providers. The police tended to address their frustrations in dealing with domestic violence -- reduced charges, victims who won't cooperate, calls which don't meet the definition of domestic violence, and restraining order data -- while the service providers exhibit a different orientation. Their desire for calls for service data reflects a wish for better identification of calls which they feel should result in domestic violence charges but don't (a different slant on the police wanting data on calls which don't meet definitional requirements). One provider also expressed a desire for stalking data, one respondent associated with a batterers' program wanted more complete data on sentences

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[4] The questionnaire response category said "we **only** use data from our own agency." The word **only** should have been omitted. A number of respondents crossed **only** out, but it is speculated that other respondents would have checked this response had the word not been included.

to Batterers' Education Programs (BEPs), and one wanted to know about child abuse referrals from the Department of Human Service to the police.

Does UCR collect any unnecessary domestic violence data? Data users were split almost evenly here between those who didn't see the need for further data collection and those who said they didn't know. The "don't know" group is larger among the data users than among the police, probably because they weren't as familiar with the UCR data as the law enforcement sample.

Is there a better way to collect domestic violence data? Service providers were more likely to believe that there is a better way of collecting domestic violence data (eight of 19 who offered opinions, or 42.1 percent, vs. 2 of 104, or 1.9 percent among the law enforcement sample who offered opinions). They were also more apt to say that they didn't know if there was a better way, reflecting more unfamiliarity with the data. Not surprisingly, they were more likely to suggest alternative methods of collecting data, either collection from local service providers or from a combination of sources. Even those who appeared to support continuation of domestic violence data collection through law enforcement expressed a desire for improvement or modification, suggesting more consistency in reporting, mandated automated reporting, or special law enforcement surveys. Many of the data users serve broad geographic areas, putting them in a good position to identify differences in reporting policies and practices among the police agencies with which they work.

Sexual Assault

Is sexual assault under-reported to the police? Both groups agreed that sexual assault is under-reported, but service providers were much more likely to **strongly agree** (65.5 percent vs. 26.4 percent among law enforcement). Results here were essentially the same as for the question on under-reporting of domestic violence.

How complete are the sexual assault UCR data in your area? Very little similarity exists between law enforcement and service providers on this question. The modal response for law enforcement was **very good**, while **good** and **fair** were the modes for service providers. Only 4.6 percent of law enforcement responses indicated **fair** or **poor** reporting, while more than half the data users fell into these groups. On a 5-4-3-2-1 scale, the law enforcement mean was 3.98, the service providers' 2.35.

What sexual assault data do respondents use? Service providers were slightly more likely to use state or local UCR data pertaining to sexual assault than they were domestic violence data. They were therefore somewhat less likely to use their own agency data (as fewer of them collected any sexual assault-related data).

How do respondents use sexual assault data? In comparison with their use of domestic violence data, service providers were more likely to use sexual assault UCR data for reports to other criminal justice officials and reports to the media. They were less likely to

use the data for grant applications (probably reflecting fewer funds currently being available for sexual assault programming) or council or board reports. They were also less likely to say that they **didn't use** any UCR sexual assault data, perhaps because collection of sexual assault data through UCR is long-standing. Use of sexual assault and domestic violence data is similar in presentations to the community (the most frequent use), reports to coalitions, planning, and in staffing.

Service providers, perhaps surprisingly, tended to report using UCR sexual assault data more often than law enforcement. In only one classification of use -- reports to councils or boards -- did law enforcement report using sexual assault data more than the service providers. Law enforcement more often reported **not** using the data (26.9 percent vs. 20.7 percent). Service providers indicated using sexual assault data more often in presentations to the community, reports to coalitions and the media, planning, and (especially) in grant applications.

If respondents don't use sexual assault data, why not? Service providers reported using UCR sexual assault data more than domestic violence data. They were generally less critical of the sexual assault data, as only one of the eight (12.5%) respondents who indicated not using the data expressed problems with the data (compared to 38.5% of the domestic violence data non-users). Those not using sexual assault data were more likely to do so because their agency had their own sexual assault figures.

Should UCR collect additional sexual assault data? As was true for domestic violence data, some service providers expressed the need to use additional sources for collection of sexual assault data, in this case sexual assaults reported to hospitals or to sexual assault victim service outlets. Two expressed a desire for information on sexual assaults reported as assaults or other non-rape offenses. Note that this type of response came from **law enforcement** rather than the service providers on domestic violence. Law enforcement responses were more likely to request additional data aimed at the victim: data on false reports or why victims wouldn't cooperate. Generally, however, few members of either sample expressed a desire for collection of additional UCR sexual assault data.

Does UCR collect any unnecessary sexual assault data? As was true with domestic violence data, no respondents suggested that UCR was collecting unnecessary data on sexual assault. Service provider respondents frequently indicated that they didn't know if unnecessary data were being collected, perhaps indicating their lack of familiarity with existing data.

Is there a better way to collect sexual assault data? Most respondents indicated either that they didn't know if there was a better way to collect sexual assault data or that there wasn't a better way. Although fewer respondents answered this question than answered the same question on domestic violence, responses were very similar, indicating a desire for data from a combination of sources, data on charge reduction, a desire for greater law enforcement consistency, or holding police agencies accountable.

Appendix V Law Enforcement Questionnaire

Law Enforcement Domestic Violence/Sexual Assault Questionnaire

The U.S. Department of Justice has selected Iowa as an example for states which collect data on domestic violence (DV) and sexual abuse (SA) through an incident-based Uniform Crime Reporting (UCR) system. The Department, therefore, is interested in how local departments and others view the data on DV and SA as well as how the data are used. It has contracted with the Division of Criminal and Juvenile Justice Planning to examine these issues. Your cooperation in completing the following questions will be a great help. All responses will be held in the strictest confidence. If you have questions or concerns about this survey, feel free to contact Paul Stageberg at (515) 281-4508. Please return the completed questionnaire in the enclosed stamped envelope by Feb. 9, 1998.

1. Agency_____

2. In your agency, what information is considered sufficient to make a determination of domestic violence (i.e., what minimum threshold must be met before a case can be defined as domestic violence (check as many as apply)?
   _____ 1) Victim's statement
   _____ 2) Victim's statement AND alleged perpetrator's statement
   _____ 3) Physical evidence
   _____ 4) Knowledge about previous police contact with victim and/or perpetrator
   _____ 5) Other (please specify)_____
   _____

3. Who makes the final determination of domestic violence for purposes of UCR reporting?
   _____ 1) Investigating officer
   _____ 2) investigating officer supervisor
   _____ 3) UCR clerk
   _____ 4) Data entry personnel
   _____ 5) Other (specify)_____

4. Are all persons identified in your jurisdiction as perpetrators of domestic violence referred for prosecution for domestic assault (vs. assault or other offenses)?
   _____ 1) Yes, they are all referred for domestic assault prosecution
   _____ 2) Most are referred for domestic assault prosecution
   _____ 3) Some are referred for domestic assault prosecution
   _____ 4) Most are NOT referred for domestic assault prosecution
   _____ 5) None are referred for domestic assault prosecution.
   _____ 6) We haven't had any arrests for domestic assault.

5. Some people maintain that domestic violence data are incomplete because cases are not reported to the police. Do you agree with this, or disagree?

_____ 1) strongly agree
_____ 2) agree
_____ 3) neither agree nor disagree
_____ 4) disagree
_____ 5) strongly disagree
_____ 9) don't know

6. What is your assessment of the <u>accuracy</u> of domestic violence data your agency submits to the UCR (that is, are the incidents reported to your department being described accurately in your reports to the UCR)?

_____ 1) Excellent
_____ 2) Very Good
_____ 3) Good
_____ 4) Fair
_____ 5) Poor
_____ 9) Don't know.

7. What is your assessment of the <u>completeness</u> of domestic violence data your agency submits to the UCR (are **all** the incidents reported to your department which might be classed as domestic violence being reported as such)?

1) Excellent
2) Very Good
3) Good
4) Fair
5) Poor
9) Don't know.

8. Does your agency make use of the domestic violence information you collect as part of the UCR (check as many as apply)?

_____ 1)Yes, we use it for planning
_____ 2) Yes, we use it to assist in officer deployment
_____ 3) Yes, we use it in reports to the city council or board of supervisors
_____ 4) Yes, we use it in reports to other criminal justice officials
_____ 5) Yes, we use it in presentations to community groups
_____ 6) Yes, we provide it to the media
_____ 7) Yes, we provide it to local DV or other coalitions
_____ 8) Yes, we use it in grant applications
_____ 9) Yes, other (please specify)_____

_____

_____ 10) No, we don't use the data.

9. If you DON'T use the domestic violence data, why not (check as many as apply)?

_____ 1) Domestic violence isn't a problem in this jurisdiction
_____ 2) Lack of confidence in the accuracy of the data
_____ 3) By the time we can get the data, it's out-of-date
_____ 4) No need or opportunity to use the data
_____ 5) We use our own in-house data (not UCR)
_____ 6) We don't have anybody equipped to use the data
_____ 7 Other (please specify)_____
        _____
_____ 9) Not applicable (we use the data).

10. Do you collect any additional information on domestic violence apart from what you report to the UCR?

_____ 1) Yes (please specify)_____
        _____
_____ 2) No.

IF YES, PLEASE ATTACH ANY APPLICABLE REPORTS FROM SUCH DATA

11. Is there information on domestic violence that you think **should be** collected which isn't currently being collected in the UCR?

        1) Yes (please specify)_____
        _____
        2) No
        9) Don't know

12. Is there information on domestic violence which is currently collected in the UCR which you think is **unnecessary**?

        1) Yes (please specify)_____
        _____
        2) No
        9) Don't know

13. Can you think of a **better** way to collect or report DV data than the current system?

        1) Yes (please specify)_____
        _____
        2. No
        9) Don't know.

THIS NEXT SECTION DEALS WITH SEXUAL ASSAULT

14. Some people maintain that sexual abuse data are incomplete because cases are not reported to the police. Do you agree with this, or disagree?

_____ 1) strongly agree
_____ 2) agree
_____ 3) neither agree nor disagree
_____ 4) disagree
_____ 5) strongly disagree
_____ 9) don't know

15 What is your assessment of the <u>accuracy</u> of the SEXUAL ASSAULT data your agency submits to the UCR (that is,. are the sexual assault incidents reported to your department being described accurately in your reports to the UCR)?

1) Excellent
2) Very Good
3) Good
4) Fair
5) Poor
9) Don't know

16 What is your assessment of the <u>completeness</u> of sexual assault data your agency submits to the UCR (are **all** the incidents reported to your department which might be classed as sexual assault being reported as such)??

1) Excellent
2) Very Good
3) Good
4) Fair
5) Poor
9) Don't know.

17 Does your agency make use of the sexual assault information you collect as part of the UCR (check as many as apply)?

_____ 1)Yes, we use it for planning
_____ 2) Yes, we use it to assist in officer deployment
_____ 3) Yes, we use it in reports to the city council or board of supervisors
_____ 4) Yes, we use it in reports to other criminal justice officials
_____ 5) Yes, we use it in presentations to community groups
_____ 6) Yes, we provide it to the media
_____ 7) Yes, we provide it to local DV or other coalitions
_____ 8) Yes, we use it in grant applications
_____ 9) Yes, other (please specify)_____

_____

_____ 10) No, we don't use the data.

18. If you DON'T use the sexual assault data, why not (check as many as apply)?
_____ 1) Domestic violence isn't a problem in this jurisdiction
_____ 2) Lack of confidence in the accuracy of the data
_____ 3) By the time we can get the data, it's out-of-date
_____ 4) No need or opportunity to use the data
_____ 5) We use our own in-house data (not UCR)
_____ 6) We don't have anybody equipped to use the data
_____ 7) Other (please specify)_____
_____
_____
_____ 9) Not applicable (we use the data).

19. Do you collect any additional information on sexual assault apart from what you report to the UCR?
_____ 1) Yes (please specify)_____
_____
_____ 2) No.

IF YES, PLEASE ATTACH ANY APPLICABLE REPORTS FROM SUCH DATA

20. Is there information on sexual assault that you think **should be** collected which isn't currently being collected?
_____ 1) Yes (please specify)_____
_____
_____ 2) No
_____ 9) Don't know.

21. Is there information on sexual assault which is currently collected in the UCR which you think is **unnecessary**?
_____ 1) Yes (please specify)_____
_____
_____ 2) No
_____ 9) Don't know.

22. Can you think of a **better** way to collect or report data on sexual assault than the current UCR system?
1) Yes (please specify)_____
_____
2. No
9) Don't know.

23. Is there anything the Department of Public Safety could do to make the DV and SA data collected as part of the UCR of more utility to you?

_____ 1) Yes, provide feedback more quickly
_____ 2) Yes, provide feedback in a different format
_____ 3) Yes, provide additional information from what is already collected
_____ 4) Yes, provide additional new information(pleasespecify)_____
_____
_____ 5) Yes, other (please specify)_____
_____
_____ 8) No
_____ 9) Don't know.

Thank you for your assistance! Please attach any reporting forms you have developed to collect your own information on domestic violence or sexual assault.

Appendix VI Law Enforcement Non-Reporter Questionnaire

Law Enforcement Domestic Violence/Sexual Assault Questionnaire

The Department of Justice has selected Iowa as an example for states which collect data on domestic violence (DV) and sexual abuse (SA) through an incident-based Uniform Crime Reporting (UCR) system. The Department, therefore, is interested in how local departments and others view the data on DV and SA as well as how the data are used. It has contracted with the Division of Criminal and Juvenile Justice Planning to examine these issues. Your cooperation in completing the following questions will be a great help. All responses will be held in the strictest confidence. If you have questions or concerns about this survey, feel free to contact Paul Stageberg at (515) 281-4508. Please return the completed questionnaire in the enclosed stamped envelope by Feb. 9, 1998.

1. Agency_____

2. Your agency has been identified by the Department of Public Safety as <u>an under-reporting or non-reporting agency</u>. Why do you not report fully to the UCR system (check as many as apply)?
   _____ 1) Lack of computer system
   _____ 2) Lack of compatible software
   _____ 3) Lack of compatible hardware
   _____ 4) Lack of personnel to enter data or complete forms
   _____ 5) Lack of programming personnel
   _____ 6) Disagreement with the UCR system
   _____ 7) Other (please specify) _____

3. Is there anything the Department of Public Safety could do to assist you in becoming a reporting agency (check as many as apply)?
   _____ 1) Assist us in making modifications to our computer system
   _____ 2) Assist us in identifying funds to help us develop a compatible system
   _____ 3) Do a better job of providing useful feedback to local agencies
   _____ 4) Assist us in identifying suitable vendors
   _____ 5) Assist us in other ways (please specify)_____
   _____
   _____ 6) There's nothing DPS could do to help us.

4. In your agency, what information is considered sufficient to make a determination of domestic violence (i.e., what minimum threshold must be met before a case can be defined as domestic violence (check as many as apply)?
   _____ 1) Victim's statement
   _____ 2) Victim's statement AND alleged perpetrator's statement
   _____ 3) Physical evidence
   _____ 4) Knowledge about previous police contact with victim and/or perpetrator
   _____ 5) Other (please specify)_____
   _____

5. Are all persons identified in your jurisdiction as perpetrators of domestic violence referred for prosecution for domestic assault (vs. assault or other offenses)?

_____ 1) Yes, they are all referred for domestic assault prosecution
_____ 2) Most are referred for domestic assault prosecution
_____ 3) Some are referred for domestic assault prosecution
_____ 4) Most are NOT referred for domestic assault prosecution
_____ 5) None are referred for domestic assault prosecution.
_____ 6) We haven't had any arrests for domestic assault.

6. Some people maintain that domestic violence data are incomplete because cases are not reported to the police. Do you agree with this, or disagree?

_____ 1) Strongly agree
_____ 2) Agree
_____ 3) Neither agree nor disagree
_____ 4) Disagree
_____ 5) Strongly disagree
_____ 9) Don't know.

7. Does your agency collect its own statistics on domestic violence?

_____ 1) Yes
_____ 2) No (skip to question #8).

7a. If so, how do you collect such information?
_____ 1) We collect our own information manually
_____ 2) We have an automated system that generates the information
_____ 3) We collect information from outside sources
_____ 4) Other (please specify)_____
_____ 9) Not applicable (we don't collect such information).

Please attach copies of any reporting forms you use to collect your own data on domestic violence.

7b. If so, does your agency make use of the domestic violence information you collect (check as many as apply)?
_____ 1) Yes, we use it for planning
_____ 2) Yes, we use it to assist in officer deployment
_____ 3) Yes, we use it in reports to the city council or board of supervisors
_____ 4) Yes, we use it in reports to other justice system officials
_____ 5) Yes, we use it in presentations to community groups
_____ 6) Yes, we provide it to the media
_____ 7) Yes, we provide it to local DV or other coalitions
_____ 8) Yes, we use it in grant applications
_____ 9) Yes, we use it for other purposes (please specify)_____
_____
_____ 10) No, we either don't use the data or don't collect it for use.

8. If you DON'T use the domestic violence data, why not (check as many as apply)?

_____ 1) Domestic violence isn't a problem in this jurisdiction
_____ 2) Lack of confidence in the accuracy of the data
_____ 3) By the time we can get the data, it's out-of-date
_____ 4) No opportunity or need to use the data
_____ 5) We don't have anybody with the background to use the data
_____ 6) Other (please specify)_____
        _____
_____ 9) Not applicable (we either use the data or don't collect data).

9. Is there information on domestic violence that you think **should be** collected which isn't currently being collected in the UCR?

_____ 1) Yes (please specify)_____
        _____
_____ 2) No
_____ 9) Don't know.

10. Can you think of a **better** way to collect data on domestic violence than the current UCR system?

_____ 1) Yes (please specify)_____
_____ 2. No
_____ 9) Don't know.

THIS NEXT SECTION DEALS WITH SEXUAL ASSAULT

11. Some people maintain that sexual abuse data are incomplete because cases are not reported to the police. Do you agree with this, or disagree?

_____ 1) Strongly agree
_____ 2) Agree
_____ 3) Neither agree nor disagree
_____ 4) Disagree
_____ 5) Strongly disagree
_____ 9) Don't know.

12. Does your agency collect its own data on **sexual assault?**

_____ 1) Yes
_____ 2) No (please skip to question #13).

12a. If so, how do you collect such information?

_____ 1) We collect our own information manually
_____ 2) We have an automated system that generates the information
_____ 3) We collect information from outside sources
_____ 4) Other (please specify)_____
        _____
_____ 9) Not applicable (we don't collect such information).

Please attach copies of any reporting forms you use to collect your own data on sexual assault.

12b. (If yes) How does your agency make use of the sexual assault information you collect (check as many as apply)?

_____ 1) We use it for planning
_____ 2) We use it to assist in officer deployment
_____ 3) We use it in reports to the city council or board of supervisors
_____ 4) We use it in reports to other justice system officials
_____ 5) We use it in presentations to community groups
_____ 6) We provide it to the media
_____ 7) We provide it to local SA or other coalitions
_____ 8) We use it in grant applications
_____ 9) We use it for other purposes (please specify)_____
_____
_____ 10) No, we either don't use the data or don't collect any.

13. If you DON'T use the sexual assault data, why not (check as many as apply)?
_____ 1) Sexual assault isn't a problem in this jurisdiction
_____ 2) Lack of confidence in the accuracy of the data
_____ 3) By the time we can get the data, it's out-of-date
_____ 4) No opportunity or need to use the data
_____ 5) We don't have anybody with the background to use the data
_____ 6) Other (please specify)_____
_____
_____ 9) Not applicable (we either use the data or don't collect any).

14. Is there information on sexual assault that you think should be collected which isn't currently being collected in the UCR?
_____ 1) Yes (please specify)_____
_____
_____ 2) No
_____ 9) Don't know.

15. Can you think of a **better** way to collect data on sexual assault than the current UCR system?
_____ 1) Yes (please specify)_____
_____
_____ 2) No
_____ 9) Don't know.

Thank you for your assistance! Please attach any reporting forms you have developed to collect your own information on domestic violence or sexual assault.

Appendix VII Data User Questionnaire

Data User Domestic Violence/Sexual Assault Questionnaire

The Department of Justice (DOJ) has selected Iowa as an example for states which collect data on domestic violence (DV) and sexual abuse (SA) through an incident-based Uniform Crime Reporting (UCR) system. The UCR system in Iowa is maintained by the Department of Public Safety to collect information on reported crime and arrest patterns from police agencies. The DOJ, therefore, is interested in how **users** view the data on DV and SA as well as how the data are used. It has contracted with the Division of Criminal and Juvenile Justice Planning to examine these issues. Your cooperation in completing the questions below will be very helpful. All responses will be held in the strictest confidence. If you have questions or concerns about this survey, feel free to contact Paul Stageberg at (515) 281-4508. Please return the completed questionnaire in the enclosed stamped envelope by March 20, 1998.

1. Agency_____

2. Area served_____

3. What groups are your primary focus (check as many as apply)?
       _____ 1) Domestic violence victims
       _____ 2) Batterers
       _____ 3) Sexual assault victims
       _____ 4) Crime victims in general
       _____ 5) Other service provider (please specify)_____
       _____ 6) Other non-service provider (please specify)_____

QUESTIONS 4-13 DEAL WITH DOMESTIC VIOLENCE. IF YOU OR YOUR AGENCY DO NOT DEAL WITH DOMESTIC VIOLENCE, SKIP TO #14.

4. Are all persons identified by the police in your area as perpetrators of domestic violence referred for prosecution for domestic assault (vs. assault or other offenses)?
       _____ 1) Yes, they are all referred for domestic assault prosecution
       _____ 2) Most are referred for domestic assault prosecution
       _____ 3) Some are referred for domestic assault prosecution
       _____ 4) Most are NOT referred for domestic assault prosecution
       _____ 5) None are referred for domestic assault prosecution
       _____ 9) Don't know.

5. Are domestic assault cases in your area referred for prosecution actually being prosecuted as domestic assault?
       _____ 1) Yes, all of them
       _____ 2) Yes, most of them
       _____ 3) Yes, some of them
       _____ 4) No, most of them are not
       _____ 5) No, none of them
       _____ 9) Don't know.

6. Some people maintain that the domestic violence data reported by police agencies do not accurately measure the incidence of domestic violence because cases are not reported to the police. Do you agree with this, or disagree?

    _____ 1) Strongly agree
    _____ 2) Agree
    _____ 3) Neither agree nor disagree
    _____ 4) Disagree
    _____ 5) Strongly disagree
    _____ 9) Don't know.

7 What is your assessment of the <u>completeness</u> of domestic violence data the police in your area submit to the UCR (are **all** the incidents reported to the police which might be classed as domestic violence being reported as such)?

    _____ 1) Excellent
    _____ 2) Very Good
    _____ 3) Good
    _____ 4) Fair
    _____ 5) Poor
    _____ 9) Don't know.

8. When you use data on domestic violence, what data do you use (check as many as apply)?

    _____ 1) State-level UCR data provided by the state Department of Public Safety
    _____ 2) Local UCR data provided by the state Department of Public Safety
    _____ 3) Local UCR data provided by local police agencies
    _____ 4) Local non-UCR data from local police agencies
    _____ 5) Local non-UCR data provided by service providers
    _____ 6) Other state-level data (please specify)_____
    _____ 7) Other local level data (please specify)_____
    _____ 8) We only use data developed by our own agency
    _____ 9) We don't use any DV data

9. How do you (or your agency) make use of the domestic violence information collected as part of the Uniform Crime Reports (check as many as apply)?

    _____ 1) We use it for planning
    _____ 2) We use it to assist in staffing
    _____ 3) We use it in reports to the city council or board of supervisors
    _____ 4) We use it in reports to other criminal justice officials
    _____ 5) We use it in presentations to community groups
    _____ 6) We provide it to the media
    _____ 7) We provide it to local DV or other coalitions
    _____ 8) We use it in grant applications
    _____ 9) We use it in other ways (please specify): _____

    _____

    _____ 10) We don't use any UCR data.

10. If you DON'T use the UCR domestic violence data, why not (check as many as apply)?

      _____ 1) Domestic violence isn't a problem in this jurisdiction
      _____ 2) Lack of confidence in the accuracy of the data
      _____ 3) By the time we can get the data, it's out-of-date
      _____ 4) No opportunity or need to use the data
      _____ 5) We either generate our own data or use other local data which aren't part   of the UCR
      _____ 6) We don't have anybody with the background to use the data
      _____ 7) Other (please specify)_____
      _____
      _____ 9) Not applicable (we use the data).

11. Is there information on domestic violence that you think should be collected as part of the UCR which isn't currently being collected?

      _____ 1) Yes (please specify):_____
      _____
      _____ 2) No
      _____ 9) Don't know.

12. Is there information on domestic violence which is currently collected in the UCR which you think is **unnecessary**?

      _____ 1) Yes (please specify)_____
      _____
      _____ 2) No
      _____ 9) Don't know.

13. Can you think of a **better** way to collect state-level data on domestic violence than the current UCR system?

      _____ 1) Yes (please specify):_____
      _____
      _____ 2. No
      _____ 9) Don't know.

IF YOU PREPARE YOUR OWN REPORTS ON DOMESTIC VIOLENCE, PLEASE ATTACH A COPY.

THIS NEXT SECTION IS ON SEXUAL ASSAULT. IF YOU OR YOUR AGENCY DO NOT DEAL WITH SEXUAL ASSAULT, PLEASE STOP HERE AND RETURN YOUR SURVEY IN THE POSTAGE-PAID ENVELOPE. THANK YOU FOR YOUR HELP!

14. Some people maintain that the sexual abuse data reported by police agencies do not accurately measure the incidence of sexual abuse because cases are not reported to the police. Do you agree with this, or disagree?

    _____ 1) Strongly agree
    _____ 2) Agree
    _____ 3) Neither agree nor disagree
    _____ 4) Disagree
    _____ 5) Strongly disagree
    _____ 9) Don't know.

15. What is your assessment of the **completeness** of sexual assault data submitted by law enforcement agencies in your area (are **all** the incidents reported to the police which might be classed as sexual assault being reported as such)??

    _____ 1) Excellent
    _____ 2) Very Good
    _____ 3) Good
    _____ 4) Fair
    _____ 5) Poor
    _____ 9) Don't know.

16. When you use data on sexual assault, what data do you use (check as many as apply)?

    _____ 1) State-level UCR data provided by the state Department of Public Safety
    _____ 2) Local UCR data provided by the state Department of Public Safety
    _____ 3) Local UCR data provided by local police agencies
    _____ 4) Local non-UCR data from local police agencies
    _____ 5) Local non-UCR data provided by service providers
    _____ 6) Other state-level data (please specify)_____
    _____ 7) Other local level data (please specify)_____
    _____ 8) We only use data developed by our own agency
    _____ 9) We don't use any SA data

17. How do you (or your agency) make use of the sexual assault information collected as part of the Uniform Crime Reports (check as many as apply)?

_____ 1) We use it for planning
_____ 2) We use it to assist in staffing
_____ 3) We use it in reports to the city council or board of supervisors
_____ 4) We use it in presentations to community groups
_____ 5) We use it in reports to criminal justice officials
_____ 6) We provide it to the media
_____ 7) We provide it to local DV or other coalitions
_____ 8) We use it in grant applications
_____ 9) We use it in other ways (please specify):

_____

10) We don't use any UCR data.

18. If you DON'T use the UCR sexual assault data, why not (check as many as apply)?

_____ 1) Sexual assault isn't a problem in this jurisdiction
_____ 2) Lack of confidence in the accuracy of the data
_____ 3) By the time we can get the data, it's out-of-date
_____ 4) No opportunity to use the data
_____ 5) We either generate our own information or use other local non-UCR data
_____ 6) We don't have anybody with the background to use the data
_____ 7) Other (please specify)_____
_____ 9) Not applicable (we use the data).

19. Is there information on sexual assault that you think **should be** collected as part of the UCR which isn't currently being collected?

_____1) Yes (please specify):_____
_____2) No
_____9) Don't know.

20. Is there information on sexual assault which is currently collected in the UCR which you think is **unnecessary**?

_____1) Yes (please specify)_____
_____2) No
_____9) Don't know.

21. Can you think of a **better** way to collect state-level data on sexual assault than the current UCR system?

_____1) Yes (please specify):_____
_____2) No
_____9) Don't know.

IF YOU PREPARE YOUR OWN REPORTS ON SEXUAL ASSAULT, PLEASE ATTACH A COPY. THANK YOU FOR YOUR ASSISTANCE!

Appendix VIII List of State-Level Data User Interviews

List of Interview Respondents

Marti Anderson, Crime Victim Assistance Division, Attorney General's Office

Anne Brown, Department of Corrections

Sandra Burke, Iowa State University

Pete Conis, Iowa Law Enforcement Academy

Edward Conlow, House Legislative Staff

Steve Conway, Senate Democratic Staff

Keith Crew, University of Northern Iowa

Dwayne Furguson Legislative Fiscal Bureau

Willis Goudy, Iowa State University

Terry Hudik, Justice System Analyst, Division of Criminal and Juvenile Justice Planning

Jennifer Juhler, Domestic Abuse Intervention, Iowa Judicial Branch

Binne LeHew, Iowa Department of Public Health

Lettie Prell, Justice System Analyst, Division of Criminal and Juvenile Justice Planning

Bill Roach, Assistant Attorney General

Jan Rose, Project Director, VAWA

Margaret Thomson, House Republican Staff

A.J. Wineski, Iowa Department of Public Health

Appendix IX Structured Interview for Data Users

Structured interview for legislative/executive use of DV and SA data

State-level data on domestic violence and sexual assault have been collected in Iowa through the Uniform Crime Reports (UCR) for a number of years. Some other states collect this information in other ways, and the Federal Bureau of Justice Assistance is trying to assess how successful Iowa's UCR system is in collecting data on domestic violence and sexual assault. The Division of Criminal and Juvenile Justice Planning has contracted to assist in this assessment. Your responses to my questions will be confidential and will not be identified with any specific person or agency. Do you have any questions for me before we start? If not, we'll begin.

For what group do you work? _____

Have you ever used UCR data on domestic
violence or sexual assault?
     Domestic violence data
     Sexual Assault data
     Both
     Have looked at data but not used

What data have you used or were you looking for?
     State-level reports   State-level arrests
     Local reports   Local arrests
     State and local reports   State and local arrests

Were you able to get what you were looking for?
          Yes, no reservations_____
          Yes, with reservations_____
          No_____
          Not applicable (haven't used data)

Is there other information that you wanted from UCR but were unable to get?
          Yes, no reservations_____
          Yes, with reservations_____
          No_____

How did you use the data?
          Development of legislation
          Fiscal notes
          Reports
          To compare with other data
          Grant applications
          Other_____
          Not applicable

How satisfied are you with UCR data in terms of timeliness (were the data recent enough to be useful)?

       Excellent   Very Good   Good   Fair   Poor

Have you been able to get UCR data within the desired time frame (are responses timely)?

       Yes, no reservations
       Yes, with reservations_____
       No_____
       Not applicable

Did you seek any other non-UCR data on the subject?

       Yes (identify)_____
       Yes, coalition data
       Yes, ICIS data
       Yes, data from Clerks of court
       No_____

If you needed this type of data again, would you seek UCR data?

       Yes, no reservations
       Yes, with reservations_____
       Yes, in combination w/other data_____
       No, problems with accuracy or non-reporting
       No, problems with timeliness
       No (other)_____
       Not applicable

Where did you get the (UCR) data?

       DPS
       CJJP
       GASA
       A.G.'s Office
       ICADV
       ICASA
       Other (specify)_____

APPENDIX X RESPONDING LAW ENFORCEMENT AGENCIES

Responding Agencies	
Police Departments	**Sheriffs' Offices**
Waukon (non-reporter)	Adair County
Belle Plain (non-reporter)	Adams County
Waterloo	Appanoose County
Boone	Audubon County (non-reporter)
Independence	Boone County
Storm Lake	Bremer County
Atlantic	Buchanan County
Cherokee	Buena Vista County
New Hampton	Butler County
Spencer	Calhoun County
Guttenberg	Cass County
Camanche	Cedar County
Denison	Cerro Gordo County
Perry	Cherokee County
Waukee	Clayton County
Leon	Clinton County (non-reporter)
Lamoni (non-reporter)	Dallas County
Manchester	Delaware County
Burlington	Des Moines County
West Burlington	Dickinson County (non-reporter)
Spirit Lake (non-reporter)	Fayette County
Estherville	Floyd County
Oelwein	Grundy County
West Union	Guthrie County
Charles City	Hancock County
Hampton	Hardin County
Jefferson (non-reporter)	Harrison County (non-reporter)
Grundy Center (non-reporter)	Henry County
Webster City	Jackson County
Iowa Falls	Jasper County
Eldora	Jefferson County
Missouri Valley	Jones County (non-reporter)
Mount Pleasant	Keokuk County
Williamsburg	Kossuth County
Fairfield	Louisa County
Iowa City	Lucas County
University of Iowa	Lyon County
Anamosa	Mahaska County
Monticello	Marion County
Cedar Rapids (non-reporter)	Marshall County
Lisbon	Mills County (non-reporter)
Mt. Vernon	Mitchell County
Palo	Monroe County (non-reporter)
Rock Rapids	O'Brien County

Winterset (non-reporter)	Osceola County
Oskaloosa	Plymouth County
Knoxville (non-reporter)	Poweshiek County
Pella	Sac County
Marshalltown	Scott County
Osage	Shelby County (non-reporter)
Onawa	Story County
Albia (non-reporter)	Tama County
Red Oak	Taylor County
Muscatine	Warren County
Clarinda	Washington County (non-reporter)
Shenandoah	Webster County
Pocahontas	Winnebago County
Ankeny	Winneshiek County
Clive	Woodbury County
West Des Moines	Worth County (non-reporter)
Windsor Heights	Wright County
Altoona	
Pleasant Hill	
Council Bluffs (non-reporter)	
Carter Lake	
Bettendorf	
Davenport	
Le Claire	
Harlan	
Orange City	
Hawarden	
Ames	
Nevada	
Story City	
Lenox	
Creston	
Ottumwa	
Indianola	
Norwalk	
Washington (non-reporter)	
Fort Dodge	
Forest City	
Decorah	
Sioux City	
Sergeant Bluff (non-reporter)	
Eagle Grove	
Belmond	
87 total	**61 total**
13 non-reporters	**10 non-reporters**

APPENDIX XI CIVIL DOMESTIC ABUSE FILINGS, 1996

Domestic Violence Reports to Law Enforcement
Domestic Abuse Civil Filings
1996, by County

Counties DV reports > Civil Filings			Counties DV reports < Civil Filings		
Jurisdiction	**DV reports 1996**	**Civil Filings**	**Jurisdiction**	**DV reports 1996**	**Civil Filings**
1 Polk Co.	1,250	773	1 Scott Co.	682	735
2 Woodbury Co.*	711	288	2 Linn Co.*	66	522
3 Black Hawk Co.*	427	176	3 Jasper Co.	61	64
4 Dubuque Co.	377	134	4 Wapello Co.	58	76
5 Lee Co.	225	46	5 Mahaska Co.	43	45
6 Johnson Co.	204	133	6 Tama Co.*	33	37
7 Marshall Co.	194	83	7 Dallas Co.	32	41
8 Cerro Gordo Co.	159	41	8 Benton Co.*	29	33
9 Muscatine Co.	157	50	9 Keokuk Co.	15	18
10 Des Moines Co.	107	81	10 Iowa Co.	14	24
11 Story Co.	80	54	11 Jones Co.*	10	31
12 Warren Co.	74	70	12 Clinton Co.*	9	88
13 Appanoose Co.	71	17	13 Lucas Co.	9	12
14 Boone Co.	55	27	14 Union Co.*	8	47
15 Buena Vista Co.	55	2	15 Carroll Co.	8	16
16 Marion Co.*	52	50	16 Chickasaw Co.*	6	15
17 Montgomery Co.*	49	25	17 Greene Co.*	6	14
18 Henry Co.	49	14	18 Grundy Co.*	5	8
19 Fayette Co.	47	22	19 Lyon Co.	5	7
20 Monona Co.	47	10	20 Sioux Co.*	4	14
21 Clay Co.	46	45	21 Webster Co.	3	52
22 Hardin Co.	43	11	22 Buchanan Co.	3	10
23 Page Co.*	37	13	23 Washington Co.*	2	12
24 Plymouth Co.	35	13	24 Madison Co.*	1	32
25 Cherokee Co.	31	10	25 Decatur Co.*	1	14
26 Jefferson Co.	30	13	26 Palo Alto Co.*	1	12
27 Cass Co.	29	15	27 Pocahontas Co.	1	5
28 Clayton Co.	28	10	28 Adair Co.	1	5
29 Calhoun Co.	24	6	29 Adams Co.	1	3
30 Louisa Co.	24	5	30 Pottawattamie Co.*	0	274
31 Cedar Co.*	23	13	31 Jackson Co.	0	39
32 Wright Co.	21	11	32 Poweshiek Co.*	0	37
33 Emmet Co.	20	5	33 Harrison Co.*	0	29

34	Crawford Co.	19	16	34	Dickinson Co.*	0	26
35	Hamilton Co.	19	11	35	Mills Co.*	0	22
36	Wayne Co.	18	15	36	Guthrie Co.	0	16
37	Davis Co.	17	2	37	Ringgold Co.	0	14
38	O'Brien Co.	16	2	38	Monroe Co.*	0	13
39	Floyd Co.	15	5	39	Butler Co.	0	12
40	Clarke Co.	14	12	40	Audubon Co.*	0	10
41	Sac Co.	14	11	41	Shelby Co.*	0	4
42	Winneshiek Co.	14	10	42	Allamakee Co.*	0	4
43	Howard Co.	13	3	**Column Total**		**1,117**	**2,492**
44	Taylor Co.	12	9				
45	Winnebago Co.	11	2				
46	Bremer Co.	10	8				
47	Hancock Co.	10	4				
48	Osceola Co.	10	1				
49	Mitchell Co.	10	0				
50	Kossuth Co.	9	6				
51	Franklin Co.*	9	3				
52	Humboldt Co.*	9	2				
53	Van Buren Co.*	6	3				
54	Delaware Co.	6	3				
55	Worth Co.*	4	0				
56	Ida Co.	0	0				
57	Fremont Co.*	0	0				
Column Total		**5,046**	**2,394**				
Grand Total		**6,163**	**4,886**				

Asterisk (*) denotes counties possessing known non- or under-reporting agencies.

Sources: Iowa Uniform Crime Reports; Iowa Coalition Against Domestic Violence

Appendix XII Non- and Partial Reporting Agencies

Non- and Partial-reporting Agencies	
Police Departments (25)	**Sheriffs' Offices (20)**
Albia	Allamakee County
Audubon	Audubon County
Belle Plain	Chickasaw County
Cedar Rapids	Clinton County
Clinton	Dickinson County
Council Bluffs	Franklin County
Emmetsburg	Fremont County
Evansdale	Harrison County
Glenwood	Humboldt County
Grinnell	Jones County
Grundy Center	Madison County
Hiawatha	Mills County
Jefferson	Monroe County
Johnston	Montgomery County
Knoxville	Pottawattamie County
Lamoni	Shelby County
Rock Valley	Union County
Sergeant Bluff	Van Buren County
Sioux Center	Washington County
Spirit Lake	Worth County
Tama	
Tipton	
Washington	
Waukon	
Winterset	

APPENDIX XIII WRITTEN LAW ENFORCEMENT COMMENTS

[We would like a] broader choice of victim/suspect relationship selection [for domestic violence].

[Domestic violence data] are incomplete because some victims do not want prosecution.

[We would like information on] restraining orders and violation of said orders.

We try to use each case information to possibly help insure that each possible scenario in the future is planned for. Any information gained by one officer is passed on to the other officers.

[We would like UCR to collect] false reporting information [both DV and SA].

[We keep information on] dispositions, referrals to victim services.

[UCR doesn't need to collect] giving names of the victim and perpetrator [in DV cases].

Sexual assaults should be broke [sic] down more for more accurate reporting.

[We collect additional DV information because] many times we are called upon to referee arguments where no physical abuse has taken place.

[We would like to see] what is done with charges after filing. Plea agreement, serve time at perp convenience, etc.

[We don't use the DV data because] each case is different with either different people or it's a repeat offender we're familiar with.

[We'd like to see a] category for ex-boyfriend/ex-girlfriend for assault classification.

[We don't use DV/SA data because] it's too difficult to recover the data from our software.

Every contact we have had with the UCR system has been negative in nature... The system is inaccurate at best. This is a rural state. Rural Iowa, in our area, has never reported... The more we arrest, less cases are reported. Repeat victims are not reporting. DV is a key topic. Separate it from UCR. Provide other avenues to report.

[We have] a new software package that will hopefully enable us to start submitting UCR information.

[We are] currently implementing new computer system, software, and training. Will comply with UCR & NIBRS in future.

[We think UCR should collect] the number of male/female victims/suspects. Prosecution may deny in some cases or victim will request for charges to be dropped.

[We collect] convictions and cases reduced to other charges. [UCR should collect] cases that are reduced to other charges and cases that don't meet domestic abuse guidelines.

We track domestic information reports (those incidents where officer logs incident but there is no domestic violence).

[UCR should collect] prosecution and judgment information.

We use a special prosecutor... We have a packet that requires all the information he needs to be documented.

UCR codes for sexual assaults need to be more specific, perhaps more fitting to criminal codes. i.e., lascivious acts with minor without fondling, what UCR code????

[UCR should collect] whether the victim and suspect live together or had child together. Need that for the charge so why [not] report it too.

[Our system has] computer generated numbers which indicates how many reported cases of domestic abuse on a monthly basis.

[We'd like a] more in depth report, more breakdown in the offenses [for sexual assault].

[UCR should] connect past incident dispositions for enhancement.

[There should be] ways to report non-violent domestic conflicts.

[The data would be of more utility with] the DV register system---primarily for subjects who move around a lot. Court order tracking system.

[UCR should collect] number of charges dropped at victim's request.

[We have a] complete data base on arrests and convictions... [DPS should provide a] breakdown by community not just county.

We use the [DV] reports generated by the County Attorney Association.

Make it simpler to report UCR information. Impossible to get it done by computer. Too many changes.

[We collect DV information on] employment, if they [perps] have weapons.

Current [UCR] system is OK. However, the UCR codes don't match criminal codes. Probably aren't getting a very accurate report.

UCR is a <u>worthless</u> tool for compiling statistics because it pigeon-holes info into national categories rather than state by state categories reflective of our laws. It is a complete waste of our time to submit this info, because our data is more accurate.

APPENDIX XIV WRITTEN COMMENTS FROM DATA USERS

WRITTEN COMMENTS FROM USER QUESTIONNAIRES

We only use data developed by our own agency because law enforcement [in our area] doesn't report.

We don't use any UCR data. Non existent. See DV data for Fort Dodge & Webster County. We served 1577 victims in 1997. Data shows 0.

If law enforcement agencies would submit information to the UCR in a timely manner the data would be more accurate. Most of the counties that this agency works with do not submit data. This is very frustrating for us when the UCR is one of the few places for us to get this type of information.

UCR is unavailable to me.

Referral for prosecution varies from county to county.

In the seven county area that our agency serves the attitude of law enforcement regarding DV/SA ranges from very supporting to blatant "victim blaming" and ignoring the crime. Based on the various attitudes and outlooks on DV/SA from law enforcement, the UCR most likely varies in accuracy from county to county... I believe law enforcement is probably the best source of info for the UCR, but there is not a "uniform" response to DV/SA by law enforcement... The validity of the UCR would probably increase as consistency between various law enforcement agencies improves.

Another reason L.E. stats may not be accurate is that they do not write up reports on every DV call they respond to.

I heard from one officer working in an urban p.d. that he is concerned about the lack of reports completed and the number of agencies who never send theirs in.

We use the DV data to help with local community coalition development and to illustrate the dramatic differences between victims seen and crimes reported.

[I'd like to see the] number of calls made to LE jurisdictions in various areas, for example, domestic disputes, sexual assaults, etc., even if a complete report is not filed.

[I'd like to see data] from hospital emergency departments, as in the number of DV victims self-identifying, number identified by hospital staff, number reported to LE for gunshot wounds or serious injury. Also, to incorporate the service data generated to CVAD [the Crime Victim Assistance Division of the Attorney General's Office] from the local SA/DV programs.

[We use the UCR SA data] to help with local development of sexual assault response teams and to illustrate differences between people who report to police, people who come for exams, and people who seek services.

[I'd like to see SA data on] the number of calls made to LE jurisdictions about SA which never make it to the report stage.

[I'd like to see published] a separate report which incorporates UCR data, data from CVAD, and data on actual prosecutions of sexual assault.

If information is not collected from county attorneys' offices, it would be good to find out cases that are allowed to plead to lesser offenses (in plea bargains) from county attorney offices. [This same comment for both SA and DV].

[We use the SA data] to compare reporting to police vs. numbers who seek services for sexual assault (very large discrepancy).

[I'd like to see] crimes which include sexual assault but which are reported by law enforcement as some other type of assault.

We have been working for some time with the crime victim assistance division to improve data collection by sexual assault crisis centers. It is difficult to achieve uniformity of reporting -- but this paints a more accurate picture. I have for some time wanted to see a study of reports to convictions (or lack thereof) in several locales, to track what is happening. For example, if an assault is reported, but filed as non-sexual assault; or if reported but no follow-up (no investigation), etc. This would have to be a case-by-case hands-on review, but the info is really needed.

Never received [a UCR report] until I picked one up merely by chance at ICADV. How can I receive one as a program? They have wonderful information. [Note: this request was passed on to DPS].

Mandate reporting in some manner -- through computer system maybe -- so it is automatic and not an extra report to be filled out. Contingent with federal funding.

[From a non-reporting area] We document how many DV arrests per month based on police reports that we receive from local law enforcement.

We only use [UCR data] as a reference point (minimum number of cases).

Use unduplicated numbers from victim organizations. Use county attorney data (if they organize it and/or are willing to release it), especially dropped cases.

[We use the UCR data] but one of our counties doesn't report to UCR.

[I'd like to see] numbers of prosecutions with court orders to batterers education and numbers of convictions.

Supplement the data with data from state domestic violence projects and batterers' programs.

APPENDIX XV OVERVIEW FROM INTERVIEWS

Notes from interviews with users of DV and SA UCR data

Notes in chronological order of interviews.

Respondent 1, State Agency: Respondent's main concern was with incompleteness of the data from the beginning of incident-based reporting until 1996. As our analysis showed, there was a distinct reduction in reports following the implementation of incident-based reporting in 1991, and it wasn't until 1995 that the number of reports equaled the number the last year before IBR. Respondent noted that, looking at some specific agencies, one might find more **arrests** for domestic violence in some of these years than **reports**. He did report, however, that the data seem to be getting better in that regard.

Respondent had no problems with DPS's responsiveness, and indicated that whenever he makes a request he gets the desired information pretty quickly.

Respondent 2, State Agency:. Respondent's main concern was with some information not available through UCR: violations of restraining (no contact) orders granted due to domestic violence. Respondent would like to know how often offenders are sanctioned for such violations. Whether this should be part of UCR is another question. Some law enforcement respondents also indicated that this is something they'd like to know.

Respondent 3, State Agency: Respondent hasn't actually used the UCR data; but has looked at the data with an eye toward use but hasn't found it acceptable enough to use. Respondent has particular reservations about the extent of reporting domestic violence. Charge reductions are another topic of interest: DV prosecutions which end up as misdemeanors. In lieu of UCR data, Respondent uses data from the coalitions and from clerks of court, and has no plans to use UCR data until satisfied with its completeness.

Respondent also has problems with timeliness and maintains that any data over 3 months old are stale.

Respondent 4, Legislative Staff. Respondent is generally satisfied with the UCR data, especially with the DV data. Expressed an interest for better gender breakdown on sexual assault data. Also indicated that juvenile data can be spotty. The recency of the data has been OK, and DPS always responds quickly to Respondent's requests. Respondent generally just refers to the annual books and doesn't ask for anything additional from DPS.

Respondent 5, State University:. Uses the DV data for a published county report. Primary problem is that it is published in October and the UCR data may not be available until September. Notes the obvious discrepancy in reporting from one agency to another, and it is helpful that DPS indicates non-reporters. DPS always responds quickly to Respondent's requests, but the response may simply be that the data aren't available yet.

Respondent 6, Legislative Staff. Doesn't use reports. Referred to other staff.

Respondent 7, Attorney General's Office. Doesn't use the data. Referred to other staff.

Respondent 8, Legislative Fiscal Bureau. Hasn't specifically used DV or SA data. Uses other data for fiscal notes to legislation. Rates timeliness of data only fair.

Respondent 9, State Agency: Respondent hasn't specifically used the data, but they've looked at them with an eye towards use. Has considerable concerns about data reliability due to under-reporting. Likes the fact that the DV data refer to possible substance abuse. Respondent would like to see some combined data collection which also takes data from shelters or hospitals. Said UNI is doing a needs assessment on data on women which does some comparisons; said it said some of the discrepancies will "blow people away."

Respondent 10, State Judicial Branch: Is interested in the progress the courts are making in collecting information on protection orders. At this point they have data on filings, but not much else. Would like how many of them are granted, the degree to which temporary orders become permanent, how long the orders last, and violations of orders. Would like this county-by-county.

Respondent has used UCR data on DV to develop estimates of protective orders, assuming, for example, that each arrest results in a protective order. Indicated that Marti Coco has been exceptionally helpful.

Commented on difficulty in collecting data through county attorneys because of their independence. Clerks of court are a better source because they are all part of a single system and it's easier to develop a uniform system.

Respondent 11, State University: Uses state and local reports right out of the book. Has not tried to get anything in addition.

Has real problems with the validity of the UCR data, not just with domestic violence and sexual assault, but throughout due to lack of reporting. Cited the example of death records, which until the transition to IBR were always very close in number of homicide reports in UCR. When incident-based came in, totals in the two systems diverged; "If you can't get homicide right, what about all the stuff that's not so serious?"

Says that the problem of timeliness is minor compared with validity problems.

Respondent 12, State Agency:. Uses the data for needs assessments and for grant applications. Works principally with BEP programming. Respondent uses data to see what areas of the state are doing a good job of reporting DV and which are not.

Respondent said that BEP data base is now current, and that they are going backwards in data entry to fill in the holes. Respondent said it appears that referrals have leveled off somewhat; won't speculate as to why.

Respondent 13, State University: Is working on victimization study, essentially replicating NVCS. Results should be published in the near future. Said that SA was the most under-reported crime, and that there was a sense that DV had a similar problem.

Respondent 14, State Agency: Has been working actively in the area and is knowledgeable about data collection problems. Said that the issue had been discussed at their recent coalition meeting. Gets requests for data. Uses data as an indicator of the incidence of crime and to help coordinate response teams. Uses UCR for grant applications and presentations. Commented on Story county reports vs. hospital sexual assault exam kits. While exams were less than reports for a recent time period, the recent push to encourage women to get exams has resulted in a dramatic rise; it looks like exams will now outnumber reports. Said to get copy of AG's annual report, which includes fiscal 97 and last six months of calendar 97.

APPENDIX XVI UCR PLANNING COMMITTEE MEMBERS

UCR Regional Representatives

Northeast Region   Chief Mick Michel
                             Mount Vernon Police Department

                             Lt. John Myers
                             Black Hawk County Sheriff's Office

                             Lt. Charles Irons
                             Cedar Rapids Police Department

Southeast Region   Sheriff Joe W. Beal
                             Mahaska County Sheriff's Office

                             Ms. Carol Melvin
                             Keokuk Police Department

                             Ms. Chris Dwyer
                             Johnson County Sheriff's Office

Northwest Region   Lt. Gene Erickson
                             Sioux City Police Department

                             Chief Michael Petricca
                             Webster City Police Department

                             Ms. Linda Volkman
                             Pocahontas County Sheriff's Office

Southwest Region   Chief Kenneth L. Mead
                             Glenwood Police Department

                             Deputy Bruce R. Bernhards
                             Pottawattamie County Sheriff's Office

                             Ms. JoAnne Duckworth
                             Creston Police Department

Central Region   Deputy Rhonda Goosic
                             Story County Sheriff's Office

                             Ms. Shirley Parrish
                             Ankeny Police Department

                             Lt. Paul Gillispie
                             Des Moines Police Department

APPENDIX XVII FORMS SUBMITTED BY LAW ENFORCEMENT