Testimony Submitted to the Subcommittee on Healthy Families and Communities Education and Labor Committee United States House of Representatives

November 5, 2009 Preventing Child Abuse and Improving Responses to Families in Crisis

In support of the reauthorization of the Family Violence Prevention and Services Act (FVPSA)

by

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Chairwoman McCarthy, Ranking Member Platts, Chairman Miller, Ranking Member Kline and distinguished members of the Committee, my name is Sandra Oliva and I thank you for the opportunity to appear before the Subcommittee to discuss the importance of swiftly reauthorizing the Family Violence Prevention and Services Act (FVPSA). As an advocate for victims of domestic violence, I am honored to address Representatives who have demonstrated phenomenal leadership on behalf of victims. I thank Representative McCarthy for inviting me to testify and want to report that victims in New York's 4th district are proud of your brave and tireless efforts to enact sensible firearms legislation that is so important to domestic violence victims, who are at extreme risk when perpetrators have and use guns against them.

I am Sandra Oliva, Executive Director of the Nassau County Coalition Against Domestic Violence (NCCADV). I have served in the role of director for almost 25 years. NCCADV, founded in 1977, serves all of Nassau County, which with over 1.3 million inhabitants, is the most heavily populated suburban area in the country. I am a member and former Board Member of the New York State Coalition Against Domestic Violence and, in turn, I work in partnership with the National Network to End Domestic Violence (NNEDV) and the National Coalition Against Domestic Violence (NCADV). Having been a part of the movement to end violence against women for almost 30 years, I hope to speak on behalf of my colleagues across the country and, of course, on behalf of the survivors that we serve.

I am testifying to support the swift reauthorization of the Family Violence Prevention and Services Act (FVPSA), which expired in 2008. First authorized in 1984, FVPSA is the only federal funding dedicated to domestic violence shelters and services and has been the lifeblood of programs that have been preventing and ending domestic violence for 25 years. While FVPSA has helped programs save and transform countless lives, significant needs remain. A FVPSA reauthorization bill should build on FVPSA's successes while improving to meet the complex and diverse needs of all victims of domestic violence. FVPSA's swift reauthorization, with key improvements and adequate funding allocation, will ensure that victims across the country have continued access to services that save lives.

Domestic Violence – Across the nation and in Nassau County

When I began working in this field, much less was known about domestic violence and few resources existed to help victims as they endured life-threatening violence. While we now know more about domestic violence and our society has acknowledged it as a crime, domestic violence is still widely underreported. The statistics are alarming. Annually, approximately 1.5 million American women and 800,000 men are physically abused by their spouses or partners¹ and 15.5 million children are exposed to this violence. ² Estimates based on population reveal that there are likely 100,000 women currently at risk of domestic violence in Nassau County alone.³

Domestic violence is serious, degrading and life-threatening. Domestic violence and dating violence includes threats, coercion, and physical and sexual assaults against a current or former intimate partner. All too often domestic violence ends in death. In 2005 alone, 1,181 women were murdered by an intimate partner in the United States ⁴ – an average of 3 women a day. In Nassau County, in 2008 and 2009, 16 adults and children lost their lives in domestic violence homicides. The numbers across the country seem to indicate an upward trend of senseless loss of life as a result of domestic violence. For example, advocates from STAND! Against Domestic Violence in Concord, California, are shocked and appalled by the level of violence they have seen this year – domestic violence homicides have claimed the lives of 10 adults and children in 2009. Last year, in York County Pennsylvania, 10 individuals were murdered in domestic violence-related incidents and in Minnesota 35 people lost their lives in domestic violence homicides.

Domestic violence is more than a crime – it is a public health crisis. Such violence and trauma have immediate and long-term costs on our communities through lost productivity, medical and health related costs and law enforcement and court interventions. The Academy on Violence and Abuse estimates the cost of abuse to the healthcare system alone to be between \$333 billion and \$750 billion.⁵ Many social ills ravaging our country are connected to domestic violence, and as the cycle of violence is perpetuated through children who witness the violence, these costs continue to multiply.

The Legacy of FVPSA – Sustaining lifesaving services

Although the incidence, prevalence and severity statistics paint a grim picture, there is hope for victims and for a world free from domestic violence. For many victims, this hope starts with the help of a trusted advocate from a local domestic violence organization. These vital organizations, which are at the heart of our nation's response to domestic violence, are sustained by the dedication of the staff, volunteers and community and the consistent funding provided by FVPSA.

NCCADV, along with approximately 1,500 domestic violence shelters and programs across the country, has been sustained by the funding and support provided by FVPSA, specifically through the state formula grants. Since FVPSA first passed in 1984, it has provided a stable, modest funding source to ensure that our lights would be on and that someone was there to answer crisis calls in the middle of the night. NCCADV, like most domestic violence programs, provides lifesaving services that have evolved to meet both the immediate crisis needs of victims in danger and their longer-terms needs to become safe and self-sufficient. We offer comprehensive services to help victims rebuild their shattered lives, including emergency safe housing/shelter, 24-hour hotlines, counseling, transitional housing, legal and education

services, and systems and legislative. *Domestic Violence Counts 2008*, a 24-hour census of domestic violence shelters and services conducted by the National Network to End Domestic Violence (NNEDV) across the nation reveals that NCCADV's services are typical of those provided to victims in almost every community. The consistency and flexibility of FVPSA funding make this modest funding stream far more valuable than some of NCCADV's larger funding sources. Because it is unrestricted funding, it is used by many domestic violence agencies to fill gaps in funding and sustains agencies that literally save lives.

The scope of FVPSA-funded services is remarkable. In fiscal years 2007 and 2008, FVPSA-funded programs sheltered 593,597 adults and children in crisis in America. In Nassau County, we provided 22,836 services to 3,217 adult and child victims of domestic violence and answered 6,116 hotline calls. To date, NCCADV has responded to more than 188,000 domestic violence hotline calls and has conducted over 23,130 intake interviews with victims. Over 2,740 women and children fleeing from violent homes have turned to NCCADV's shelter, the *Safe Home for Abused Families (SHAF)*, since it first opened in 1981. We have provided advocacy in more than 20,000 court proceedings. Of course, NCCADV is just one program of 1,500. We are heartened to know that millions of lives have been touched by FVPSA-funded services since 1984.

The number of services provided, however, would have no relevance if we weren't highly confident in their efficacy and their transformative impact on people's lives. Our confidence in our services was affirmed in a recently released multi-state study which shows conclusively that the nation's domestic violence shelters are addressing both urgent and long-term needs of victims of violence and are helping victims protect themselves and their children.⁶

Of course, the strongest testament to our work is in the stories of survivors saved by our programs. Recently NCCADV helped "Anita", who was in a violent and abusive marriage. One night, her husband told her he was driving them to marriage counseling but instead he drove to a remote area. There, he shot her and left her for dead. Fortunately, a jogger found her and she was rushed to the hospital. The NCCADV hotline was contacted and one of our hospital advocates was soon by her side. Our advocates helped her enter the Safe Home upon her release from the hospital. She was reunited with her terrified young daughter who was picked up by relatives. Her husband had disappeared and has still eluded capture. At NCCADV, Anita was able to heal from her physical injuries and begin to plan for her future. With the help of our counselors, she and her child built their strength. We assisted them in relocating to a safe location. NCCADV helped her from crisis to stability – a woman who was left for dead, has a new chance at life. Stories like Anita's happen every day at programs all over the country. In fact, according to NNEDV's national *Domestic Violence Counts 2008*, in one day?:

- o Advocates in Pennsylvania helped a woman obtain a 3-year protection order after her abuser held her at knifepoint for a day, broke her ribs and blackened her eye.
- o A father in Illinois turned to a local program to help him obtain a protection order for his daughter who was critically injured by her boyfriend.
- An Arkansas woman found safety in an emergency shelter after her abuser threatened to shoot her in the head and attach her protection order to the hole in her head.

In addition, the benefits of FVPSA expand beyond the local work of agencies meeting the immediate and long-term needs of victims. For instance, the New York State Domestic Violence Coalition (NYSCADV),

along with 55 other state and territorial coalitions across the nation, use FVPSA funding to coordinate statewide efforts to end domestic violence. Through advocacy, technical assistance and training, NYSCADV helps NCCADV and all service providers and victims in New York State.

Millions of lives have been saved and transformed in this country, from Anchorage, AK to Portland, ME and everywhere in between, because of the commitment of advocates and the Congressional and Executive leadership that have supported FVPSA. Therefore, advocates across the nation support a FVPSA reauthorization that will not only allow us to continue to provide these vital services but that will also allow us to build upon our strengths to improve and expand services. The recommendations included in this testimony have been developed in consultation with advocates and victims across the nation and we urge Congress to pass a FVPSA bill reflective of these priorities. The recommendations include, (1) an increased authorization level of \$350 million, (2) targeted funding for specialized services for children and abused parents, (3) improvements to meet the complex needs of all victims, and (4) statutorily defining the DELTA prevention grants.

(1) Investment in services – Increasing the funding authorization level

FVPSA-funded programs, frankly, have had a remarkable impact despite a lack of adequate resources. Often operating on shoe-string budgets, domestic violence programs and shelters use public funding in an efficient way and make the most of limited resources. But given the paucity of funding, domestic violence programs simply cannot meet the breadth and depth of demand on our services.

Even programs like NCCADV, which is a well-established, long-standing agency with comprehensive services, struggle to meet all of the needs of victims who come forward for services. Last year, at least 25 families reached out to us for emergency shelter but we couldn't provide it because the shelter was full. We, like other domestic violence agencies, always work with victims to help them find safe alternatives but in some instances it is just not possible. With the life-threatening nature of domestic violence, this is simply not acceptable. Across New York State and across the country, however, it is clear that many programs cannot meet the increasing demand for services. According to *Domestic Violence Counts 2008*, 58% percent of programs in New York State served over 5,300 victims on just one day. On that same day, however, over 930 requests for services went unmet as programs lacked the resources or space to meet the need. Nationally, while over 60,000 victims were served on the census day, almost 9,000 requests for services went unmet.⁸ In fiscal years 2007 and 2008, over 240,000 adults and children requested emergency shelter from FVPSA-funded programs and were turned away due to a lack of space. For those individuals who were not able to find safety that day, the consequences can be extremely dire including continued exposure to life-threatening violence or homelessness in many cases. It is absolutely unconscionable that victims cannot find safety for themselves and their children due to a lack of adequate investment in these services.

The gap between adequate resources and increasing demand widens as the economic situation worsens. A bad economy does not cause domestic violence but financial strain can certainly exacerbate violence and victims with fewer personal resources become increasingly vulnerable. Since the economic crisis began, three out of four domestic violence shelters have reported an increase in women seeking assistance from abuse. Faced with shrinking budgets and reduced donor funding, domestic violence programs simply cannot meet the needs of all of the victims who come forward for help. A frightening trend across the country reveals that many programs have had to reduce services, cut staff and, in extreme

cases, some have had to close their doors. According to the National Center for Victims of Crime, 92% of victim service providers have seen an increased demand in the last year, but 84% reported that cutbacks in funding were directly affecting their work. This fall, advocates watched in horror as state budgets were balanced by cutting funding for domestic violence programs. California was the most extreme of these when the Governor completely eliminated funding for domestic violence programs earlier this year. While we are grateful that California State funding has now been reinstated, we know that many programs in California have already had to close.

In rural, remote and impoverished communities, many programs can only provide the most basic services. They use their FVPSA funding to keep the lights on and their doors open. We cannot underestimate how important this is – victims must have a place to flee to when they are escaping life-threatening violence. The fact is that countless shelters across the country would not be able to operate without FVPSA funding.

In Nassau County, we know that we could do more with more resources. We estimate that there are 100,000 victims of domestic violence in Nassau County at any given time. With more funding for outreach, we know that we would see an increase in demand for services. We know that young victims and victims from culturally specific communities in Nassau County, and across the nation, are often reluctant to come forward for services because the services are not always provided in a way that is culturally responsive. Undoubtedly, with more funding, organizations in Nassau County could go a long way toward bridging this gap. Many of the recommendations for FVPSA's reauthorization will expand the reach both in breadth and depth of services to ensure that 1) ALL victims in crisis can receive immediate support and 2) that those services are tailored, targeted and comprehensive so that victims can rebuild their lives.

As funding for the criminal justice response to domestic violence receives steady increases, more and more victims seek the critical services they need to flee violence and rebuild their shattered lives. While such safety net services, available 24 hours a day, 7 days a week, are primarily supported by FVPSA, FVPSA funding remains relatively stagnant. Without a matched investment in services, too many victims are left with nowhere to turn. For the past 25 years, FVPSA funding has allowed millions of victims to find immediate safety and move from crisis to stability. In order to ensure that all victims are served when they are in danger and to provide the comprehensive services victims need to rebuild their lives after abuse, we need to increase our investment in this vital funding stream.

Therefore, I strongly support the recommendation to increase the funding authorization level of FVPSA to at least double its current authorization of \$175 million to \$350 million.

(2) Specialized Services for Children – Intervening in the cycle of violence

"Mary" came to the Safe Home with her five children, after her 2 month old baby was released from the hospital. Child Protective Services had referred her family to NCCADV. The baby had a broken arm and other injuries from the abuser's violence. All the children had scars and bruises, as did Mary. The abuser threatened to kill her, the children and her family if she ever told anyone of the abuse. At NCCADV, Mary received individualized counseling, case management and advocacy to help her attend to the myriad of issues that arise from abuse. At the same time, the children began to heal through play therapy. After leaving shelter, they continued receiving counseling and are now safe as the abuser is in prison. This once victimized and tormented family is now thriving in safe a environment with the tools they need to rebuild their lives.

We know that intergenerational violence is perpetuated as children witness and experience violence. In fact, one study found that men exposed to physical abuse, sexual abuse and adult domestic violence as children were almost 4 times more likely than other men to have perpetrated domestic violence as adults. ¹¹ Children who are exposed to domestic violence are more likely to exhibit behavioral and physical health problems including depression, anxiety and violence towards peers. ¹² They are also more likely to attempt suicide, abuse drugs and alcohol, run away from home, engage in teenage prostitution, and perpetrate sexual assault. ¹³

One-half to two-thirds of residents of domestic violence shelters are children, and FVPSA-funded services have always provided services to the children in shelter. We know that the most important service you can give to a child is to provide safety for her/his non-abusive parent so that the child and parent can heal together. Children who witness and experience domestic violence need specialized, age-appropriate services in order to fully heal and break the cycle of violence. But these services must be provided in the context of supporting the non-abusive parent and child together. By empowering the parent to become safe and stable, we help the child.

To that end, I am very excited about NCCADV's unique partnership with the local child abuse agency, the Coalition Against Child Abuse and Neglect. This month, we are moving to a shared space, where we will offer adult, youth and child victims enhanced, seamless services in one central location. At *The Safe Place* in Bethpage, NY, each organization will maintain its independent identity and mission while streamlining operations and collaborating on services provided to individuals and families. Through joint case management, the entire family's issues (emergency housing, counseling, legal representation, and parenting skills workshops, for instance) can be addressed on an ongoing basis as they work to piece together their broken lives and build a safe supportive environment.

If we had more targeted resources for specialized children's services, NCCADV could easily serve twice as many children as we currently do. Such funding would allow programs like NCCADV to sustain and enhance the essential services provided to children and their families and would allow other domestic violence programs to develop this critical work.

Therefore, we strongly support the recommendation to include a funding set-aside (25% of excess funding over appropriations of \$130 million) for the Specialized Services for Abused Children and Their Parents in the FVPSA reauthorization.

(3) Enhancing FVPSA to meet victims' diverse and complex needs

To successfully meet the needs of all victims, programs must be able to proactively target resources, and FVPSA must be reflective of all victims' needs. Throughout FVPSA, the language should be more inclusive of children and youth as well as victims from underserved populations. The state plans that are developed to distribute FVPSA funding should reflect steps taken to meet the needs of all victims, including those who are marginalized. The additional recommendations outlined below will help to ensure that all victims can be served by FVSPA-funded programs.

(A) Teen and Youth Victims

At NCCADV, we serve victims of intimate partner violence, regardless of age and legal relationship to the abuser. We are also committed to reaching out to teens and youth, who are often very reluctant to seek services. We have one teen counselor and one teen educator but we desperately need additional resources to provide counseling and outreach.

Recently, NCCADV helped a 17 year-old girl whose boyfriend was extremely controlling and verbally and physically abusive. This young survivor is currently attending our teen dating violence support group, where she has begun to regain her strength and finds comfort and validation in the company of her peers.

At the ACCESS-York domestic violence program in York, Pennsylvania, an 18 year-old abused, malnourished and pregnant teen received services after being referred by a local health clinic. At ACCESS, she found transitional housing and was connected with community health services. With good prenatal care, she gave birth to a healthy baby. She completed her high school education and graduated with honors. ACCESS was able to give her the services she needed to start her adult life safely.

By providing early intervention services to youth and teens victims of dating violence, we are able to help them define their relationships boundaries and distinguish between healthy and abusive behavior. NCCADV strongly believes in investing in these services, and we plan to allocate additional resources to teen services. It is essential that the FVPSA reauthorization allows us to continue to meet the unique needs of youth victims and victims of dating violence, by explicitly referencing youth and dating violence throughout the statute.

In order to continue to be able to provide services to teen and youth victims, advocates support the recommendation to clarify the definitions of domestic violence, dating violence and youth to ensure that all victims, regardless of age, can receive vital, tailored services.

(B) Resources for racial and ethnic minority communities

In racial and ethnic minority communities, service providers need resources to develop programs and strategies that build upon cultural and community strengths and eliminate barriers to information and services. The proposed amendments to FVPSA and dedicated funding can help ensure that appropriate services are available to victims in ethnic and minority communities. In Nassau County, our population is becoming increasingly culturally diverse. The Asian population in Nassau County has increased to 6.3% of the total population. In 2007, there were 162,564 Latino/Latina individuals in Nassau County, comprising 12.4% of the estimated county population, and Spanish is the language of 42% of the Nassau County families who speak a language other than English in their home. Twenty-three percent of clients at NCCADV are Latino/Latina.

NCCADV provides many of our services in Spanish, provides a language line and partners with culturally-specific community-based programs. We know, however, that many victims from racial and ethnic minority communities do not seek services for fear of becoming isolated from their cultural communities.

Therefore, we support recommendations to enhance and improve targeted resources for culturally-specific programs and services so that all victims can be safe.

(C) Resources for Victims from Marginalized Communities

We know that victims from underserved and marginalized communities, including victims with mental and physical disabilities, victims from rural areas, elderly and youth victims and those from marginalized religious populations often struggle to access services.

Therefore, we support recommendations to make the FVPSA statute reflective and inclusive of such needs and provide targeted resources.

(D) Resources for Victims and Programs in the U.S. Territories

Resources are currently available for domestic violence programs and Territorial coalitions in the U.S. Territories but the funding formula is not fairly devised to provide adequate resources. Therefore, victims from the U.S. Territories often cannot get the services they need to flee violence.

We support recommendations to alter the current funding formula to fairly distribute funding to services and coalitions in the U.S. Territories of American Samoa, Guam, Northern Mariana Islands and the Virgin Islands.

(4) Prevention – The Need to Stop Violence Before it Starts

Meeting the urgent needs of victims in crisis is vital in order to save and rebuild lives. But we know that in order to end domestic violence for good, we also have to invest in prevention work. Therefore, advocates in New York and across the nation strongly support the recommendations to enhance and expand the Demonstration Grants for Community Initiatives/DELTA grants in the FVPSA reauthorization. DELTA is authorized through FVPSA but is an independent funding line item. These statewide prevention efforts, administered by the Centers for Disease Control (CDC) and the National Center for Injury Prevention and Control, have made bold strides toward preventing domestic violence by changing community and personal attitudes about relationships and abuse.

In Nassau County, we acknowledge a great need for prevention work. Currently, we have a unique education program aimed at changing attitudes about violence in primary and secondary school students. However, we certainly do not have adequate resources to sustain all of the prevention work that is necessary in our community. Fortunately, because the New York State Coalition Against Domestic Violence (NYSCADV) is a DELTA grant recipient, NCCADV and programs across the state benefit from this statewide initiative. We are highly anticipating the release of a state-specific primary prevention tool-kit that NYSCADV will be releasing in spring of 2010. The primary prevention tool-kit will contain exercises, activities, information and resources to help individuals and groups think about what would prevent domestic violence from happening in our communities. Tools and resources are based on lessons learned from the New York State DELTA Project and successes from DELTA-funded and non-funded domestic violence programs throughout the state. The tool-kit will help organizations to initiate their own process of discovery to determine the role they wish to play in changing their communities. With interactive, webbased tools, NCCADV will be able to connect with other advocates to share successes and challenges with others across the state and the country.

Each statewide DELTA project works with a number of local initiatives to develop community-specific prevention plans. The local projects learn from one another and depend on the guidance of state domestic

violence coalitions for support and technical assistance. For instance, the California Partnership Against Domestic Violence (CPEDV) and STAND! Against Domestic Violence in Concord, California are involved with a local DELTA project called "Men Mentoring Boys Into Compassionate Men." This project is lead by men to encourage other men to challenge violence against women. Their annual "Men of Merit" initiative has been recognized by the CDC as a successful prevention strategy because of its positive emphasis on men's ability to reduce the occurrence of intimate partner violence as well as its ability to engage multiple partners, agencies and state representatives and community. CPEDV's involvement in the project allows CPEDV to share findings and best practices across the state of California.

New York and California are two of the fourteen current DELTA grant recipients, which includes Alaska, Delaware, Florida, Kansas, Michigan, Montana, North Carolina, North Dakota, Ohio, Rhode Island, Virginia and Wisconsin. A partnership between CDC and the Robert Wood Johnson Foundation is currently supporting additional states in a DELTA "Prep" project that is helping them to devise statewide prevention plans. With additional funding, the DELTA Prep states will receive resources they need to implement and execute their statewide plans. Additional resources will also help to extend research findings and tools to support community-specific prevention efforts to the rest of the country.

Therefore, advocates support the recommendation that DELTA grants become statutorily defined, reflect current best practice and are authorized at \$20 million annually.

Building on Strength while Embracing Change

Our nation depends on FVPSA-funded programs to meet the immediate, urgent and long-term needs of victims of domestic violence and their children. Domestic violence organizations, sustained by FVSPA funding, have helped to save and transform countless lives. FVPSA has reduced costs to taxpayers by stopping and preventing costly violence. While we celebrate our successes, we are ever aware that victims' needs are great and we have much to do to end domestic violence in this country. In order to move closer to achieving this essential goal, we urge the Committee to prioritize the swift reauthorization of FVPSA, inclusive of the recommendations outlined in the testimony above with an adequate funding authorization level.

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² McDonald, R., et al. (2006). "Estimating the Number of American Children Living in Partner-Violence Families." *Journal of Family Psychology, 30(1),* 137-142.

³ Based on 1 in 5 women experiencing DV in the U.S., Nassau County's population of 1.3 million and Census data from 2000.

⁴ Bureau of Justice Statistics, Homicide Trends in the U.S. from 1976-2005. US Department of Justice. (2008).

⁵ Dolezal, T. McCollum D., Callahan, M., Edan Prairie, MN: The Academy on Violence and Abuse; 2009.

⁶ Lyon, E., Lane S. (2009). *Meeting Survivors' Needs: A Multi-State Study of Domestic Violence Shelter Experiences*. National Resource Center on Domestic Violence and UConn School of Social Work. Found at http://www.vawnet.org.

⁷ Domestic Violence Counts 08: A 24-Hour census of domestic violence shelters and services across the United States. The National Network to End Domestic Violence.

⁸ Domestic Violence Counts 08: A 24-Hour census of domestic violence shelters and services across the United States. The National Network to End Domestic Violence.

⁹ Mary Kay's Truth About Abuse. Mary Kay Inc. (May 12, 2009).

 $^{^{10}}$ National Center for Victims of Crime. *Crime and the Economy.* 2009

¹¹ Greendfeld, L. A. (1997). Sex Offences and Offenders: An Ánalysis of Date on Rape and Sexual Assault. Washington, DC. Bureau of Justice Statistics, US Department of Justice.

¹² Jaffe, P. and Sudermann, M., "Child Witness of Women Abuse: Research and Community Responses," in Stith, S. and Straus, M., *Understanding Partner Violence: Prevalence, Causes, Consequences, and Solutions*. Families in Focus Services, Vol. II. Minneapolis, MN: National Council on Family Relations, 1995.

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