Office of Diversity
Women’s Center

January 27, 2016

Report to the House Committee on Health and Welfare

Review and SWOT Analysis of the Louisiana Coalition Against Domestic Violence

Reference: House Resolution 210
TABLE OF CONTENTS

Introduction ............................................................................................................................................. 2
Acknowledgements .......................................................................................................................... 2
Methodology ......................................................................................................................................... 2-3
Domestic Violence on Louisiana ........................................................................................................ 3
SWOT Analysis and Review ............................................................................................................... 4-11
General Findings and Recommendations ...................................................................................... 11

Appendices
- Appendix A  Documents Reviewed
- Appendix B  Peer Coalition Review Matrix
- Appendix C  Dr. Thea Lobell Biography
- Appendix D  LCADV Strategic Plan (2014)
- Appendix F  Promising Practices for Programs and Services
- Appendix G  Role of LCADV in Funding Process
- Appendix H  Committee on Quality Assurance (COQA) Standards & Information
- Appendix J  LCADV History and Board Structure
INTRODUCTION

Introduced during the 2015 Legislative Session, House Resolution 210 by Representative Barrow requested that the LSU Women’s Center conduct a review and SWOT analysis of the Louisiana Coalition Against Domestic Violence (LCADV.) Specific areas to be addressed included use of best practices, allotment and use of funds, board structure, and trainings provided by the coalition for service providers.

This review and analysis was conducted by the LSU Women’s Center. The LSU Women’s Center is housed in the Office of Diversity within the Office of Academic Affair at Louisiana State University’s A & M campus in Baton Rouge. The LSU Women's Center promotes the advancement of women's issues and gender equality through its services, advocacy efforts, and educational programs. The Center also provides support, referral, and information to students, faculty, staff, and community members on issues and concerns related to women. The Women’s Center is staffed by a full-time director, Summer Steib, MA, a full-time Graduate Assistant (20 hours/week during the semester), Noelle Davis, and an allotment of 15-20 student workers. Summer Steib, Director of the Women’s Center acted as primary researcher and author on this project.

ACKNOWLEDGEMENTS

Completion of this report would not have been possible with the support and cooperation of several individuals and organizations. Special thanks and recognition are given to Beth Meeks, Executive Director of the Louisiana Coalition Against Domestic Violence; Noelle Davis, Graduate Assistant of the LSU Women’s Center; Dr. Jacqueline Bash, Director of the Women’s and Gender Studies Program at Louisiana State University; Gabriela Vitela, Doctoral Candidate and Graduate Assistant for Women’s and Gender Studies, and Dr. Thea Lobell, strategic planning consultant.

METHODOLOGY

A thorough review of the resolution was conducted by Summer Steib to determine the specific requirements set forth in the resolution. To prepare for the review and analysis, Ms. Steib contacted Beth Meeks, Executive Director of the LCADV. Ms. Steib and Ms. Meeks met to review the resolution and discuss what documents and information would be needed to complete the review and analysis. A complete list of documents used in the review and analysis are found in appendix A.
In addition to an extensive document review, Ms. Steib and Ms. Davis met with the LCADV Board of Directors at its November 2015 board meeting, and Ms. Steib met with LCADV member program representatives at their November 2015 meeting. At these meetings, Ms. Steib presented the timeline for completing the review and analysis, a list of documents used to conduct the review and analysis, explained the process being used, and invited attendees to share any information they felt was important to consider during the review and analysis. No additional information was received from board members or program member representatives.

Ms. Steib also interviewed Dr. Thea Lobell, who conducted a SWOT analysis and interviews with LCADV staff, board, and member program representatives to develop a strategic plan for LCADV in 2014.

Finally, reviews of peer coalitions from Alabama, Arkansas, Florida, Georgia, and Texas were conducted to aid in the review of LCADV. See appendix B for additional information.

DOMESTIC VIOLENCE IN LOUISIANA

While domestic violence happens in all states, cities, and communities, Louisiana continually has domestic violence incident and homicide rates that exceed national averages. Based on data from 2013, Louisiana ranks 4th in the nation for domestic violence homicide with a murder rate of 1.99/100,000 (the national average is 1.09/100,000.)\(^i\) From 2010-2014, LCADV identified 281 domestic violence homicides with at least one homicide occurring in every parish. In 38% of these cases, there were prior domestic violence charge and/or history with other forms of violence.\(^ii\)

In addition to domestic violence homicide, research suggests that Louisiana faces many gaps in preventing and intervening in domestic violence. Over 450,000 women in Louisiana will experience domestic violence at some point in their lives, yet 45% of parishes have very limited access to services for victims. Louisiana currently has a deficit of 43% in the number of shelter beds needed to meet the current needs of domestic violence victims in the state. In 2014, LCADV member programs reported that they were unable to meet 2,671 service requests from victims due to lack of resources.\(^iii\)

In recent years, the Louisiana Legislature has addressed the epidemic of domestic violence and domestic violence homicide in Louisiana through the creation of the Domestic Violence Study group in 2013, and based on their report to the Legislature, the Louisiana Domestic Violence Prevention Commission in 2014.
**SWOT Analysis and Review**

In 2014, LCADV contracted with Dr. Thea Lobell (appendix C) to conduct a SWOT analysis of the organization and develop a strategic plan (appendix D). Dr. Lobell met with LCADV staff, board members, and program directors as part of the analysis and strategic plan development. Having met with LCADV staff, board members, and program directors and having engaged in an extensive document review, the results of Dr. Lobell’s SWOT analysis are applicable and reflect the findings of Ms. Steib.

**LCADV Strengths:**

- Knowledgeable staff have the experience, expertise, and dedication to advance the mission of LCADV ([Click here for staff biographies](#)).
- LCADV acts as the unified voice for domestic violence prevention and intervention in Louisiana and advocates for member programs and domestic violence victims with law and policy makers.
- LCADV has demonstrated efficient and effective use of resources to maximize their impact in domestic violence prevention and intervention.
- LCADV is seen as a leader in policy development and is the recognized expert on domestic violence issues in Louisiana.
- LCADV works collaboratively to develop and strengthen relationships with key systems and stakeholders to best serve member programs and domestic violence victims.
- Staff have the knowledge and expertise to provide training and technical assistance to member programs and key stakeholders (see appendix E for a list of trainings provided.).
- LCADV developed promising practices guidelines for member programs and other stakeholders (appendix F) and continually informs member programs and other service providers of best/promising practices in serving survivors of domestic violence.
- LCADV implemented a strategic plan to guide the mission of the organization from 2014-2017.
LCADV Weaknesses:

- Member programs are forced to compete with one another and with LCADV for funding (from DCFS, LCLE, community foundations, etc.) and this can lead to a lack of support between member programs and LCADV.
- There was a reported need to increase transparency and communication between LACDV and member programs. Key areas of concern included training opportunities, proposed legislative and policy changes, membership requirements, and updates from key stakeholders.
- Due to the way LCADV is funded and the resources allocated through the Louisiana budget, there is a lack of stable and renewable funding for the organization to effectively meet its mission.
- LCADV lacks the needed number of staff to fully meet and advance the mission of the organization.
- There is a need for statewide training for member program staff with unified prevention and intervention service goals.

LCADV Opportunities:

- Develop comprehensive media campaign to inform citizen about prevention and intervention services and how to access these services.
- Expand impact by working with colleges and universities in Louisiana around Title IX issues.
- Continue to work with law and policy makers to increase resources available for prevention and intervention services, create laws that promote safety and accountability, and ensure safety nets throughout the multiple systems domestic violence victims’ access.
- Strengthen and enhance the relationship between LCADV and member programs and within member programs.
- Explore opportunities to increase, diversify, and sustain the funding needed to advance the mission of the organization.
- Leverage the statewide systems coordination that began with the formation of the domestic violence study group (SR 95 and HR 76 of the 2013 Legislative Session) and Act
that created the state-wide Domestic Violence Prevention Commission (effective August 1, 2014.)

**LCADV Threats:**

- Lack of funding for LACDV and member programs to adequately provide prevention and intervention services.
- Competition between LCADV and member programs and between member programs for limited resources available.
- Confusion about the role, function, scope, and authority of LCADV, Louisiana Department of Children and Family Services (DCFS), and the Louisiana Commission on Law Enforcement (LCLE)
- Confusion about how programs are funded through DCFS and LCLE and the requirements needed to secure funding from these sources and the role LCADV plays in the allocation of funds from DCFS and LCLE. See appendix G for a detailed explanation of LCADV’s role in allocation of state and federal funds for domestic violence prevention and intervention services.
- Lack of clarity and understanding about the difference between membership requirements for LCADV (Click here for details about member program requirements) and program requirements established through the Committee on Quality Assurance (COQA) (appendix H)
- Some member programs perceived as having greater power and influence within the organization.
- Lack of men involved in addressing domestic violence at all levels of prevention and intervention.
- Increased risk faced by underserved and marginalized communities including rural, communities of color, those who identify as LGBTQ, individuals with disabilities, and those who are undocumented immigrants.

**Best practices:** The National Network to End Domestic Violence (NNEDV) is the recognized national organization that establishes criteria, provides training, support, and assistance to the statewide and territorial coalitions against domestic violence. In 2007, NNEDV published *Defining State Domestic Violence Coalitions: Essential Criteria* (appendix I). The document
provides guidelines and recommendations for minimum criteria that reflect best practices. LCADV meets all essential criteria set forth by NNEDV and engages in the current scope of work for statewide domestic violence coalitions. These include:

- Status as a non-government non-profit membership organization
- Working with member programs, members, and allies to:
  - Promote quality services for victims that focus on safety and self-determination
  - Advocate and educate on behalf of survivors, their children, and their advocates
  - Facilitate partnerships among victims’ advocates, allied organizations, and state agencies
  - Mobilize a statewide voice on domestic violence
  - Connect local, state, and national work
  - Engage in prevention and social change efforts
- Coalition mission statement that reflects core values
- Membership that involves a majority of domestic violence services providers in the state
- Have a board of directors with diverse membership that includes: member programs, regional representatives, survivors, representatives from task forces and/or caucuses (if applicable), and community members
- Provide legislative and policy advocacy
- Communicate with advocates on a national level to inform national legislation and policy
- Work with member programs to provide training, technical assistance, share information, and educate about promising practices
- Ensuring that member programs have funds to operate and provide quality services to victims of domestic violence
- Be culturally competent and sensitive to the unique needs of traditionally marginalized groups and domestic violence victims who are part of marginalized groups

LCADV is on par with many peers with the regard to best practices. It should be noted that because of their excellent services and practices, coalitions in Florida and Georgia have been
selected by the federal government to receive specialized grants to provide services, training, and technical assistance.

**Use of Funds:** According to fiscal year 2014 IRS form 990 ([click here to view the 2014 form 990](#)), LCADV had nearly $525,000 in revenue with expenses of approximately $540,000. In the review of peer coalitions, with the exception of Arkansas, LCADV was funded at a significantly lower amount. The table below shows approximate revenue and expenses from fiscal year 2012 for LACDV and the peer coalitions.

<table>
<thead>
<tr>
<th>State</th>
<th>Revenue</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>$1,900,000</td>
<td>$1,900,000 (D)</td>
</tr>
<tr>
<td>Arkansas</td>
<td>$421,000</td>
<td>$460,000 (D)</td>
</tr>
<tr>
<td>Georgia</td>
<td>$1,290,000</td>
<td>$1,240,000</td>
</tr>
<tr>
<td>Florida</td>
<td>$33,000,000</td>
<td>$33,000,000 (D)</td>
</tr>
<tr>
<td>Louisiana</td>
<td>$628,000</td>
<td>$527,000</td>
</tr>
<tr>
<td>Texas</td>
<td>$2,800,000</td>
<td>$2,900,000 (D)</td>
</tr>
</tbody>
</table>

For fiscal year 2014, approximately $500,000 in revenue was designated as contributions and grants, with $482,709 of that coming from government grants. According to LCADV’s 2014 IRS form 990, major expenses included:

- Providing education, support, training, and technical assistance to family violence programs and direct service providers to encourage appropriate and comprehensive responses to family violence within the state of Louisiana. Recipients of training and technical assistance include member programs, judicial and law enforcement agencies, child serving agencies, housing agencies, health care and mental health agencies, other social welfare agencies, and the business community. ($282,670 in expenses)

- Leading social change throughout the state by facilitating efforts such as task forces and engaging in community education and awareness through media, distribution of educational materials, awareness campaigns, and social media. ($65,130 in expenses)
Maintaining and marketing the statewide toll free domestic violence hotline, which routes callers immediately to a source of help in a crisis. LCADV markets the hotline number through media, billboards, and printed materials. ($53,222 in expenses.)

According to information provided by NNEDV, the average annual coalition budget is $1.9 million. In addition, approximately 50% of state coalitions are ‘pass through’ funders and are responsible for allocation of state and federal domestic violence funds to member programs in some capacity. LCADV does not act as a ‘pass through’ funder and is not responsible for the allocation of state and federal funds to member programs/domestic violence service providers.

In looking at the major expense categories for the peer coalitions, LCADV’s funding priorities are in line with these coalitions.

**Board Structure:** In keeping with the essential guideline criteria established by NNEDV, LCADV has a board structure that incorporates diverse representatives from member programs and the larger community. In addition, there is regional representation of the board, members representing underserved/marginalized communities, and domestic violence survivors on the board. This “mixed model” board structure is used by 85% of statewide domestic violence coalitions, and LCADV transitioned to this board structure in January 2012. The new Board structure was approved on July 21, 2011 at a membership meeting in Marksville, LA with only 2 of 25 program representatives voting against it. A detailed description of LCADV’s governance history and board structure can be found in appendix J.

Per its bylaws, the LCADV board structure requires a minimum of 12 seats, with a minimum of 40% of the seats occupied by representatives from member programs who serve as individuals, not as representatives of that specific program, and the remaining seats are occupied by allied community members. In addition, to ensure board representation from the whole state, the state is divided into 3 regions; North, Southeast and Southwest, with the goal of maintaining equal representation from member program representatives and allies.

In looking at peer coalitions, with the exception of Alabama, LCADV’s board structure is comparable to the peers we reviewed. Alabama is one of the few state coalitions that has a board made up entirely of representatives from member programs.

**Trainings:** LCADV allocates over half of its fiscal resources to providing training and technical assistance on domestic violence to member programs, judicial and law enforcement agencies, child serving agencies, housing agencies, health care and mental health agencies, other social welfare agencies, and the business community. Between 2013-2015, LCADV provided a wide-range of multidisciplinary trainings to over 1000 people. These trainings included workshops,
conferences, small group trainings, webinar, and conference calls. Participants in these trainings consistently evaluated the trainings as excellent/very good.

Examples of trainings provided by LCADV include:

- Domestic violence dynamics
- Stalking prevalence and dynamics
- Stalking investigation
- Stalking threat assessment and safety planning
- Use of technology to stalk
- Batterer tactics and communication patterns
- Interview techniques for batterers
- Victimless prosecution and Crawford v. Washington
- Predominant Aggressor determination
- Intersection of Domestic Violence with HIV/AIDS
- Collaborative advocacy efforts for HIV+ Domestic Violence survivors
- Louisiana’s Statewide Children Exposed to Domestic Homicide Protocol
- Social and emotional impact on children following an intimate partner homicide
- Evidence based and trauma-informed interventions for children exposed to domestic violence
- Risk assessment in domestic violence cases
- Ontario Domestic Assault Risk Assessment Tool (ODARA)
- Gwen’s Law implications for domestic violence response
- Housing protections for survivors of domestic violence
- Domestic violence screening techniques in behavioral health and child welfare settings

The trainings provided by LCADV and the resources allocated by LCADV for training are on par with trainings provided by the peer coalitions in Georgia and Texas and were demonstratively
more expansive than the trainings provided by state coalitions in Alabama and Arkansas. LCADV’s training capacity, like the other peer coalitions we reviewed, is not near the capacity of the Florida coalition, which is recognized as one of the national leaders in providing training and technical assistance.

**GENERAL FINDINGS AND RECOMMENDATIONS**

□ Compared to our peers, Louisiana is underfunding domestic violence prevention and intervention services.

□ With available resources, LCADV and member programs are doing an admirable job of providing prevention and intervention services.

□ Under the current funding model, LCADV and member programs lack the ability to maximize federal funds and matches for prevention and intervention services.

□ The creation of the Louisiana Domestic Violence Prevention Commission is an integral component in addressing the inherently complex dynamics of domestic violence. In order to systemically address domestic violence in Louisiana, it is imperative that key stakeholders from the major systems involved in providing prevention and intervention services work collaboratively to identify gaps and ensure best practices.

□ First steps in addressing gaps in services in Louisiana include implementation of the twenty-nine key recommendation from the 2014-2015 annual report of the Louisiana Domestic Violence Prevention Commission ([click here to view the complete report](#))

□ Leverage the work and recommendation of the Louisiana Domestic Violence Prevention Commission to secure additional resources for LCADV, member programs, and other key stakeholders providing prevention and intervention services.

□ Educate member programs and key stakeholders about the role and function of LCADV, especially as it relates to DCFS and LCLE.

---

