

**REPORT OF THE
VIRGINIA STATE CRIME COMMISSION**

**HJR 672
Procedures Involved with
Protective Orders**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



STUDY REPORT

**COMMONWEALTH OF VIRGINIA
RICHMOND
2003**

I. Authority

The *Code of Virginia*, §30-156, authorizes the Virginia State Crime Commission to study, report and make recommendations on all areas of public safety and protection. Additionally, the Commission is to study matters “including apprehension, trial and punishment of criminal offenders.” Section 30-158(3) provides the Commission the power to “conduct studies and gather information and data in order to accomplish its purposes as set forth in §30-156. . .and formulate its recommendations to the Governor and the General Assembly.”

Using the statutory authority granted to the Crime Commission, the staff conducted a study of the procedures involved with protective orders.

II. Executive Summary

During the 2001 Session of the Virginia General Assembly, Delegate Brian J. Moran introduced House Joint Resolution 672 (HJ 672),¹ directing the Virginia State Crime Commission to study procedures involving protective orders. Specifically, the study resolution identified the following areas for analysis: (1) whether to extend the time during which preliminary protective orders may be served; (2) whether to allow the service of final protective orders by mail when the respondent fails to appear at the hearing; and, (3) whether to make the third or subsequent violations of a protective order a Class 6 felony. During the 2001 General Assembly Session, HJ 672 was tabled in the House Rules Committee and referred to the Family Violence Sub-Committee (the Sub-Committee),² a standing sub-committee established under the Virginia State Crime Commission, to study and present findings and recommendations to the Crime Commission in 2002. Noting that more factual and statistical data needed to be collected before the Crime Commission could support any recommendation to increase the penalties for violation of a protective order, the Crime Commission recommended that HJ 672 be continued for further study by the Subcommittee and a task force be formed to continue studying the service issues involved with preliminary protective orders. The Crime Commission presented an interim report in 2002 with the final report, written findings, and recommendations to be presented to the Governor and the 2003 Session of the Virginia General Assembly. As a result of the continued study effort, the following recommendation was made concerning the procedures involved with protective orders:

Recommendation

The Family Violence Subcommittee shall institute a Data Collection Project that requires the Subcommittee to become a central repository and collect Virginia Protective Order information from the Virginia State Police on a monthly basis from July 1, 2002 through July 1, 2003.

¹ House Joint Resolution 672 (2001). See Attachment 1.

² Family Violence Sub-Committee, Protective Order Task Force Membership 2002. See Attachment 2.

III. Methodology

The Virginia State Crime Commission utilized three research methodologies to examine HJ 672. First, a Protective Order Task Force was formed with individuals representing different areas within the criminal justice system and across the Commonwealth to further study the practical effects of increased service times for preliminary protective orders, whether to allow service of final protective orders by mail for respondents who fail to appear for final hearings after being served, and whether to increase the penalties for repeat protective order violations.³ Additionally, the task force had the authority to address other issues surrounding protective orders. These issues included, but were not limited to:

- The number of protective order violations reported and the average sentence for those violations;
- The training of judges and magistrates concerning the protective order process;
- The training of law enforcement in protective order mandatory and pro-arrest policies;
- The due process issues for respondents associated with changes in service times;
- The issues of constructive notice for respondents who are aware of the existence of a protective order, but remain unavailable to be properly served; and,
- The ongoing issue of accessibility to the criminal justice system for domestic violence victims.

The Protective Order Task Force held two meetings to discuss these issues. Although this is the final report, the Protective Order Task Force has expressed interest in continuing to be involved in the Subcommittee's continued study of protective orders in the Commonwealth.

Second, staff conducted a literature review both at the state and national level of protective order trends. Third, other state statutes were examined for conformity with Virginia's protective order statutes. Fourth, Virginia's current statutory scheme regarding protective orders for family and household members and in cases of stalking was examined to determine the feasibility of these *Code* sections for expansion of protective orders.

IV. Background: Virginia Law

In 1997, the Commonwealth of Virginia instituted a series of new laws surrounding family violence issues. These new laws included pro-arrest and mandatory arrest policies, as well as changes to the protective order statutes. Today, the *Code of*

³ Family Violence Sub-Committee, Protective Order Task Force Membership 2002. See Attachment 2.

Virginia specifies two situations where protective orders can be issued by a court in a civil proceeding: when a petitioner alleges he or she has been the victim of family abuse, and when a petitioner alleges he or she has been the victim of stalking, as defined by *Va. Code* § 18.2-60.3. In both situations, it is possible for the protective orders to be issued in three stages: an initial emergency protective order,⁴ which lasts for up to 72 hours or the end of the next business day; a preliminary protective order,⁵ which lasts until a full hearing can be held, and which must be held within fifteen days; and, a “final” protective order,⁶ which can last for up to two years. It is not necessary to go through all three stages, although generally there is a preliminary hearing before the full, contested hearing.

Family Abuse Protective Orders

Family abuse protective orders and stalking protective orders are defined differently, in terms of the allegations that must be proven before they can be issued, and in terms of the nature of the relationship that must exist between the petitioner and the respondent. Family abuse protective orders, as their very title suggests, can only be issued when there has been family abuse committed. The definition of family abuse, as found in *Va. Code* § 16.1-228 is “any act involving violence, force, or threat including any forceful detention, which results in physical injury or places one in reasonable apprehension of serious bodily injury and which is committed by a person against such person’s family or household member.”⁷

Family or household member, in turn, is defined as any of the following:⁸

- a person’s spouse, whether or not the two of them are residing in the same home;
- a person’s former spouse, whether or not they reside in the same home;
- a person’s parents, stepparents, children, stepchildren, brothers, sisters, grandparents and grandchildren, whether or not they reside in the same home;
- a person’s mother-in-law, father-in-law, sons-in-law, daughters-in-law, brothers-in-law, sisters-in-law, if they reside in the same home;
- any individual who has a child in common with a person, regardless of whether or not they have ever been married or lived together; and,
- any individual who cohabits or who, within the previous twelve months, cohabited with a person, and any children of either of them then residing in the same home with the person.

⁴ *Va. Code* §§ 16.1-253.4, 19.2-152.8.

⁵ *Va. Code* §§ 16.1-253.1, 19.2-152.9.

⁶ *Va. Code* §§ 16.1-279.1, 19.2-152.10.

⁷ This definition was slightly modified by House Bill 488 (Va. 2002), which was approved by the Governor on April 8, 2002, and went into effect on July 1, 2002. The most significant difference is that the phrase “reasonable apprehension of serious bodily injury,” was changed to “reasonable apprehension of bodily injury.”

⁸ *Va. Code* § 16.1-228.

Because of these statutory definitions, family abuse protective orders can be obtained in response to a wide variety of conduct; specifically, any threat that creates a reasonable apprehension of bodily injury will suffice. They are very adaptable, and when a judge issues a family abuse protective order, he can uniquely draft the language of the order to handle the specific circumstances of the case.⁹ The only limit on their availability is that the person seeking protection must be related, as a family or household member, to the person that is making the threat.

As a result, family abuse protective orders cannot be issued in a variety of circumstances. When a person is in a dating relationship, but does not have a child in common with the threatening partner, and the two have not cohabited within the past twelve months, a court would not have the jurisdiction to issue a family abuse protective order. Similarly, a person who felt threatened by a neighbor, a former co-worker, or a fixated stranger, would be unable to petition for a family abuse protective order.

Stalking Protective Orders

The other type of protective order that can be applied for in a civil context is a stalking protective order. These orders do not depend upon a petitioner being able to demonstrate a relationship with the person making threats. Instead, they are available to anyone who can demonstrate that they have been subjected to stalking, and that a warrant for stalking has been taken out against the respondent.¹⁰ The definition of stalking is found in *Va. Code* § 18.2-60.3(A):

Any person who on more than one occasion engages in conduct directed at another person with the intent to place, or when he knows or reasonably should know that the conduct places that other person in reasonable fear of death, criminal sexual assault, or bodily injury to that other person or to that other person's family or household member is guilty of [stalking,] a Class 1 misdemeanor.

As with family abuse protective orders, this statutory definition places limits on the availability of stalking protective orders. While a wide variety of conduct can satisfy the definition of placing a person in reasonable fear of bodily injury, a stalking protective order can only be issued after a criminal proceeding has been instituted. If the threatened person has not yet sought to have a warrant taken out against the respondent for stalking, no protective order can be issued. Because of the very definition of stalking, which requires conduct occurring “on more than one occasion,” a stalking protective order cannot be obtained if only one threat has been made, no matter how dramatic or credible that threat might have been. While a judge has the ability, as with family abuse

⁹ See *Va. Code* § 16.1-279.1(A). A judge is allowed to prohibit contacts between the petitioner and the respondent to the extent he deems necessary for the health and safety of the persons; he can order the respondent to undergo counseling; and he can order “any other relief necessary for the protection of the petitioner and family or household members of the family.” *Va. Code* § 16.1-279.1(A)(7).

¹⁰ *Va. Code* § 19.2-152.9.

protective orders, to uniquely draft the wording of a stalking protective order to handle the special circumstances of a case,¹¹ as a practical matter, it is more difficult to obtain one because of these statutory requirements. As a result, there may be a number of instances where someone in a dating relationship, or someone who has been threatened by a non-family member, would be unable to obtain a stalking protective order.

Alternative Legal Processes

It should be noted that current criminal practice and procedure in Virginia often provide the “means” that are used to accommodate and deal with these limitations. In most cases, when a citizen has been subjected to threatening conduct, assault or otherwise, a criminal law will have been broken, and the victim can have a warrant taken out. Assaults and batteries are obviously crimes, covered by *Va. Code* § 18.2-57. Making a threat can be, depending upon the context, a violation of *Va. Code* § 18.2-416 (abusive language); § 18.2-427 (threatening language over a phone); or § 18.2-60 (sending a written threat). Any destruction of personal property, such as slashing tires or breaking a window, is a violation of *Va. Code* § 18.2-137. Of course, anyone engaging in threatening conduct on more than one occasion, could be charged with stalking, in violation of *Va. Code* § 18.2-60.3.

Once a criminal warrant is served, the accused will be taken in front of a judicial officer for a determination on bail.¹² If bail is granted, the judicial officer has the authority to attach any conditions to the terms of the release as necessary to “assure [the defendant’s] good behavior pending trial.”¹³ The *Code of Virginia* specifically mentions that such conditions may include the requirement to “avoid all contact with an alleged victim of the crime and with any potential witness.”¹⁴ As a practical matter, when someone is arrested for one of the above crimes, such as assault or sending a written threat, a magistrate or judge frequently orders, as a condition of bail, that the defendant have no contact with the victim pending trial. This operates as a simple “protective order,” and a violation of the “no contact” terms can have serious consequences for the defendant—including a revocation of bond, resulting in incarceration until the trial date.¹⁵ In this manner, the setting of an appropriate bond can play a role similar to that of a protective order in giving legal protection to a victim who has been threatened.

If the defendant is found guilty at trial, the judge is free to order, as part of any suspended sentence, no further contact between the defendant and the victim.¹⁶ Once again, this is a frequent condition of probation for a defendant who has been convicted of

¹¹ See *Va. Code* § 19.2-152.10. The code language here mirrors that of *Va. Code* § 16.1-279.1(A)(7), allowing a judge great latitude in crafting an order so as to provide “any other relief necessary.” See note 6, *supra*.

¹² *Va. Code* § 19.2-80.

¹³ *Va. Code* § 19.2-121.

¹⁴ *Va. Code* § 19.2-123(3a)(iii).

¹⁵ *Va. Code* § 19.2-123(B).

¹⁶ *Va. Code* § 19.2-303. The relevant language is worded broadly enough to allow a judge great latitude in drafting the Sentencing Order: “in addition may place the accused on probation under such conditions as the court shall determine...”

a crime such as assault or destruction of property. Such terms, which are a part of the court's Sentencing Order, operate like pre-trial bail conditions to create a simple kind of "protective order." If the convicted defendant violates the "no contact" terms of the Sentencing Order, the defendant faces the revocation of his suspended sentence, and therefore, jail time.¹⁷

This is not to say that these legal mechanisms, which are a part of the regular criminal justice process, are the exact equivalent of protective orders. There are many deficiencies in employing bail conditions and probation terms solely to create "protective orders" for threatened victims. In instances where a person's threatening manner has not constituted a crime, nor severe enough (or frequent enough) to justify a stalking warrant, no arrest warrant can be issued. Even if a warrant is issued, a court would have no authority to place any kind of restrictions upon a defendant if he were found not guilty. As the standard of proof in a criminal trial is always that of "beyond a reasonable doubt,"¹⁸ it is far more difficult to bring a person within a court's authority in a criminal context than in the civil context. A person who meets the jurisdictional requirements to petition for a protective order faces a much easier burden, "a preponderance of the evidence" standard,¹⁹ and thus will have a greater likelihood of success in obtaining a court order to prevent further contacts. When cases involve circumstantial evidence or conflicting testimony, a judge might be unable to find a suspect guilty: Whereas in a civil context, that same evidence might be sufficient to have a protective order issued.

Beyond the comparable ease that a person would have in obtaining a protective order as opposed to making use of the criminal justice process for the same ends, it could also be argued that criminal cases and civil cases are meant to be distinct. As a public policy matter, many would find it inappropriate to blend the two together, with criminal cases being employed solely for the purposes of obtaining civil remedies. Therefore, none of the above was intended to suggest that criminal procedure mechanisms are an adequate substitute for, or are a perfect complement to, the jurisdictional limitations that currently exist with Virginia's protective order statutes. Rather, it illustrates that even though a victim of dating violence might not be able to qualify for a protective order, they would not necessarily be without legal remedies. Such victims could still avail themselves of the courts, in appropriate cases, with the help of prosecutors and Victim Witness personnel.

V. Other State's Laws

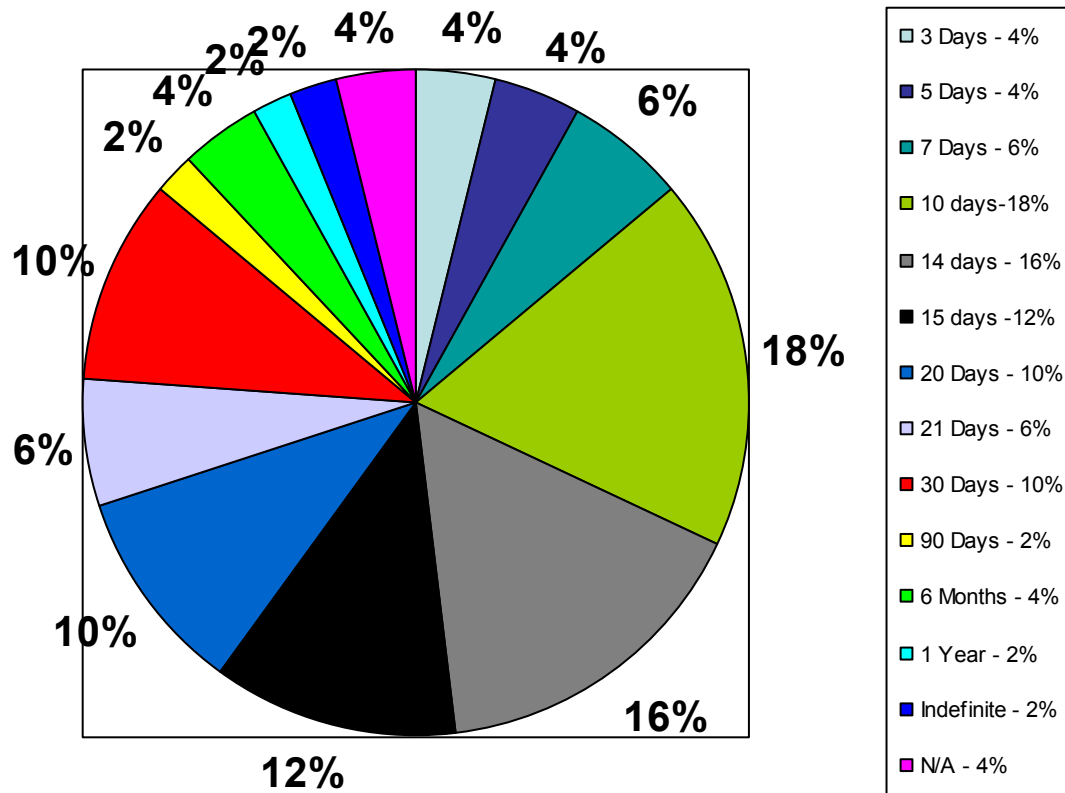
Before Virginia expands its current laws regarding protective orders, it is necessary to examine how other states handle the specific protective order issues laid out in HJ 672. For example, the issue of whether to extend the time during which preliminary protective orders may be served: Virginia currently allows 15 days for

¹⁷ *Va. Code* § 19.2-306 gives a court the authority to revoke a suspended sentence and impose the original sentence upon a defendant, "for any cause deemed by it sufficient."

¹⁸ *In re Winship*, 297 U.S. 358, 90 S.Ct. 1068, 25 L.Ed.2d 368 (1970); *Corbett v. Commonwealth*, 210 Va. 304 (1969).

¹⁹ *Va. Code* §§ 16.1-253.1(D) and 19.2-152.9(D).

services and five other states, or 12%, also allow this duration. Eighteen percent of states, the largest percentage, require service to take place in the shorter duration of 10 days, and 16% require service in 14 days. The chart on the next page details the state comparison of duration for service of preliminary protective orders.



The second issue addressed in HJ 672 is whether to allow the service of final protective orders by mail when the respondent fails to appear at the hearing. A state comparison reveals that 29 states do not allow alternative service. Twenty-one states do allow some type of alternate service, with eight of these states specifically allowing service by mail. Furthermore, on a separate but relevant issue, 34 states allow for judicial discretion in extending a temporary/emergency order if service has not been affected.

The final issue addressed in HJ 672 is whether to make the third or subsequent violations of a protective order a Class 6 felony. There are only ten states that raise the penalty for a violation of a protective order to a felony.

VI. Family Violence Subcommittee Activities

The Family Violence Sub-Committee was formed as a standing sub-committee within the Virginia State Crime Commission to address the policy issues surrounding family violence following the disbanding of the Virginia Commission on Family Violence Prevention. The Sub-Committee is a member of the Virginia Partnership to

Encourage Arrest Policies and Enforcement of Protective Orders, which includes the Virginia Department of Criminal Justice Services (DCJS), Virginians Against Domestic Violence (VADV), the Virginia Office of the Chief Medical Examiner (OCME), the Office of the Executive Secretary of the Supreme Court of Virginia (OES), the Office of the Attorney General (OAG), and Virginians Aligned Against Sexual Assault (VAASA). The Grant to Encourage Arrest Policies (GEAP) provides continued funding for the Commonwealth of Virginia to assist with implementation of Virginia's omnibus Family Violence Prevention Act (Senate Bill 113, 1996 Session of the General Assembly). The Act mandates a statewide domestic violence arrest policy, procedures related to protective orders, the development of local law enforcement policies, training for law enforcement personnel and information for victims. Funding is designated to support system-wide coordination that will place priority on victim safety and offender accountability. This project continues and expands on Virginia's efforts to implement a mandatory domestic violence arrest policy that will bring to bear the full power of the criminal justice system to ensure victim safety and offender accountability. One of the roles of the Family Violence Sub-Committee in this partnership is to continue to develop its role as primary coordinator of impact data regarding orders of protection, including 911 calls, arrests, prosecutions, convictions, etc., in order to develop methods of compiling information as a means of evaluating the effectiveness of mandatory and pro-arrest policies. Additionally, the Sub-Committee coordinates with the Virginia State Law Commissioners and the Virginia Poverty Law Center to address the recommendations of the National Conference of Commissioners on Uniform State Laws on the Uniform Enforcement of Domestic Violence Protective Orders Act.

Data Collection Project

The Protective Order Task Force created under the Sub-Committee to specifically address the directives of HJ 672, recommended that the Sub-Committee institute a Data Collection Project requiring the Sub-Committee to become a central repository to collect Virginia Protective Order information from the Virginia State Police on a monthly basis from July 1, 2002 through July 1, 2003. Specifically, the Data Collection Project fulfills the requirement of the Grant to Encourage Arrest Policies for the Sub-Committee to become a central repository of protective order information for Virginia.²⁰ The project will allow the Sub-Committee to better identify more efficient ways to collect protective order data statewide. Once the information has been collected, the Sub-Committee can formulate a profile of protective order statistics in the Commonwealth and identify the needs of victims. With a repository of statistical information, the Sub-Committee can determine how often protective orders are issued, who is involved in the order, who is exposed to domestic violence, and develop a profile of serial batterers and a specific type of offender.

The Virginia State Police enter statistical information on protective orders into the Virginia Criminal Information Network (VCIN) upon receipt, presumably the same day the order was issued. The VCIN system is able to break the orders down by Emergency Protective Order, Preliminary Protective Order, and Final Protective Order, so they can

²⁰ Protective Order Comparison Chart. See Attachment 3.

be tracked from start to finish. The Sub-Committee will follow the process and the flow of the orders. The Sub-Committee is examining the total number of orders issued in the system beginning July 1, 2002. The information entered into VCIN is what actually appears on the protective order from the courts.

The Sub-Committee isolated the July 2002 results for a preliminary analysis. The total orders entered into the system in July 2002 were 4,935. Fifty-eight percent of these orders were emergency protective orders, 28% were preliminary orders, and 14% were final protective orders. Eighty-four of the respondents were male and 16% female. One percent of the respondents were Asian, 1% Hispanic, 0.1% Indian, 36% African-American, 60% Caucasian, and 2% unknown. Thirty-seven percent of the respondents were between the ages of 36 and 50, 35% between 26 and 35, 21% between 18 and 25, 7% between 51 and 65, 0.7% age 66 and up, and 0.4 % below the age of 17. The average number of days for respondents to go from an Emergency to a Preliminary Protective Order was 4.59 days. The average number of days for all cases which went from Preliminary Orders to Final Orders was 10.5 days.

Of the cases initiated in July 2002 with complete life cycle of sanctions, 37 people were subject to the full cycle of sanctions and were issued an emergency, preliminary and final protective order. The average number of days that elapsed between emergency and preliminary orders was 4.54 days, and the average number of days elapsed between preliminary and final protective orders was 12.46 days. Future analysis of protective order data will examine jurisdictional prevalence, per capita fluctuations in the number of orders, percentage and geographic locations of orders going unserved, and demographic and case specific profiles for protective orders served statewide in FY 2003. Limitations on the availability and analysis of the HJ 672 protective order data are: (1) persons subject to orders with more than one victim cannot be identified; (2) there is no means to distinguish between domestic violence protective orders, child abuse, or stalking orders; and, (3) the VCIN data is not cumulative and reflects only orders in effect that day. Additionally, multiple hits by law enforcement agencies create new records and create multiple entries for the same order. Also, problems exist with identifying chronic offenders if the charges are not filed and the respondent is not convicted under the family assault statute.

Armed with the results of the year-long Data Collection Project, the Sub-Committee seeks to address issues particular to each partner under the grant. Specifically, the results will aid DCJS in addressing law enforcement training in determining whether the numbers show that law enforcement utilize emergency protective orders. The results will aid VADV and VAASA in targeting services to victims. Analysis of such data will determine whether a large number of emergency protective orders are being issued, but stalling because petitioners need the support and assistance of the various domestic violence and sexual assault shelters under the umbrella of the state coalitions represented by VADV and VAASA. Therefore, as required under the grant, the results of the Data Collection Project may enable the Sub-Committee to develop information on rural outreach efforts. Additionally, the results will aid the Supreme Court in addressing training issues with judges and magistrates, possibly issues

with circuit court clerk's offices, and issues with court accessibility across Virginia. The information that the Data Collection Project yields can be compared against the Office of the Chief Medical Examiner's fatality review numbers. Furthermore, the data collection results can aid the Attorney General's office in policy development in conjunction with the Sub-Committee.

Bill Referrals

Fulfilling another requirement under the Grant to Encourage Arrest Policies that is also related to the ongoing study of protective orders, the Sub-Committee was referred the Uniform Interstate Enforcement of Domestic Violence Protection Orders Act (UIEDVPOA) for study. This act provides uniform mechanisms and procedures for the interstate enforcement of domestic violence and stalking protective orders. Specifically, the UIEDVPOA clarifies whether state courts and officers are required to enforce provisions of foreign protection orders that would not be authorized by the law of the enforcing state. It also clarifies whether individuals must register or file a foreign protection order with the enforcing state before action can be taken on their behalf. The most important benefit of the UIEDVPOA, however, is to better serve the needs of victims of domestic violence by establishing uniform procedures that allow for consistent enforcement of domestic violence protective orders across state lines and by allowing greater confidence in the enforceability of protective orders. Adoption of the UIEDVPOA ensures that out-of-state protective orders are given full effect in Virginia. Likewise, the Act will ensure that protective orders issued in Virginia are given full effect in other states.

Similarities of UIDVPOA to Virginia Law

The UIEDVPOA has some similarities to the current law in Virginia dealing with protective orders. For example, both accord full faith and credit and enforcement of any foreign order, provided that reasonable notice and opportunity to be heard were given to the respondent by the issuing court. Furthermore, neither requires that the foreign order first be registered in the enforcing state, and neither requires a filing fee.

How the UIEDVPOA Changes Virginia Law

Adoption of the UIEDVPOA would change Virginia law in varying ways. First, it provides an explicit mechanism for the non-judicial enforcement of foreign protective orders by clarifying that presentation or possession of a certified copy of a protective order is not required for enforcement. It also allows law enforcement to enforce a protective order if there is probable cause to believe a foreign protective order exists. Under this circumstance, a law enforcement officer can establish probable cause with a copy of a foreign protective order or the totality of the circumstances. The UIEDVPOA then provides law enforcement with immunity from civil and criminal liability for acts or omissions committed in good faith while registering or enforcing foreign protective orders. Currently, Virginia Code § 16.1-279.1 states that:

“A law-enforcement officer may, in the performance of his duties, rely upon a copy of a foreign protective order or other suitable evidence which has been provided to him by any source and may also rely upon the statement of any person protected by the order that the order remains in effect.”

Virginia law does not address immunity for law enforcement acting in this capacity.

The UIEDVPOA also modifies Virginia law in that it specifies that the court must enforce all provisions of the foreign protective order, including terms that the enforcing state would normally lack the power to enforce. The UIEDVPOA does not allow for any public policy exception to this provision. Additionally, it ensures that protective order provisions relating to child custody and visitation are enforceable under the Act. Currently, child custody and visitation issues are governed by the Uniform Child Custody Jurisdiction and Enforcement Act, enacted in Title 20, Chapter 7.1 of the *Code of Virginia*.

Furthermore, the UIEDVPOA significantly changes Virginia law by allowing for the enforcement mutual protective orders in limited circumstances. Specifically, the court may enforce provisions in favor of a respondent only if evidence is shown that the respondent filed written pleadings seeking a protection order from the issuing state and the issuing state made specific findings in favor of the respondent. Virginia law is silent on the issue of mutual protection orders.

VII. Recommendation

Recommendation:

It is the recommendation of the Virginia State Crime Commission that the Family Violence Sub-Committee institute a Data Collection Project that requires the Sub-Committee to become a central repository and collect Virginia Protective Order information from the Virginia State Police on a monthly basis from July 1, 2002 through July 1, 2003.

The Data Collection Project will allow the Sub-Committee to identify better and more efficient ways to collect protective order data statewide. Once the information has been collected, the Sub-Committee can formulate a profile of protective order statistics in the Commonwealth and identify the needs of victims. With a repository of statistical information, the Sub-Committee can thoroughly analyze the issues outlined in HJ 672 and, additionally, determine how often protective orders are issued. Such information shall allow the Sub-Committee to examine who is involved in the order, who is exposed to domestic violence, and develop a profile of serial batterers and specific types of offenders.

VIII. Acknowledgements

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